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ACTION ON

WOMEN AND
PEACE AND
SECURITY

NATIONAL-LEVEL IMPLEMENTATION OF
RESOLUTION 1325 (2000)

United Nations

International Alert.

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Planning for Action on Women and Peace and Security: National-level Implementation of Resolution 1325 (2000)

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Acronyms

AU	African Union
ADC	Austrian Development Cooperation
AIDS	Acquired immune deficiency syndrome
AI	Amnesty International
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CSOs	Civil society organizations
DFAIT	Canadian Department of Foreign Affairs and International Trade
DoWA	Kandahar Department of Women's Affairs
DDR	Disarmament, demobilization and reintegration
ECA	Economic Commission for Africa
ECLAC	Economic Commission for Latin America and the Caribbean
EPLO	European Peacebuilding Liaison Office
EU	European Union
FCO	United Kingdom Foreign and Commonwealth Office
FRU	Family resource unit
FOKUS	Forum for Kvinner og Utviklingsspørsmål
GAPS UK	Gender Action for Peace and Security
HIV	Human immunodeficiency virus
HLPD	High-level Policy Dialogue
ICTY	International Criminal Tribunal for the Former Yugoslavia
ICTR	International Criminal Tribunal for Rwanda
IDP	Internally displaced person
IKFF	Internasjonal Kvinneliga for Fred og Frihet
INGO	International non-governmental organization
KOFF	Centre for peacebuilding
M&E	Monitoring and evaluation
NAP	National action plan
NGO	Non-governmental organization
OSAGI	Office of the Special Adviser on Gender Issues and Advancement of Women
OSCE	Organization for Security and Co-operation in Europe
OECD-DAC	Organisation for Economic Co-operation and Development, Development Assistance Committee
PODA	Potohar Organization for Development Advocacy

PRIO	International Peace Research Institute
Resolution 1325	United Nations Security Council resolution 1325 on women and peace and security (2000)
SC	Security Council
SG report	Secretary-General's report
SSR	Security sector reform
SPF	Swiss Peace Foundation
SIDA	Swedish International Development Cooperation Agency
SWAP	System-wide action plan
TCC	Troop-contributing countries
UK	United Kingdom
UN	United Nations
UN-INSTRAW	United Nations International Research and Training Institute for the Advancement of Women
UNFPA	United Nations Population Fund
UNIFEM	United Nations Development Fund for Women
UNDAF	United Nations Development Assistance Framework
UN-DPKO	United Nations Department of Peacekeeping Operations
UNDP	United Nations Development Programme
UNPD	United Nations Procurement Division
WILPF	Women's International League for Peace and Freedom

Preface

Physical, sexual, psychological and economic violence against women is endemic worldwide. Unless actively tackled and resolved, it will continue to be a significant obstacle to gender equality, peace and security, and development. All too often, women live in situations of conflict and violence whether or not their countries are undergoing conflict and insecurity.

Resolution 1325 (2000), unanimously adopted by the Security Council in October 2000 under the Presidency of Namibia, is regarded as one of the most influential documents in establishing the legitimacy of addressing women's and gender issues in the areas of peace and security. The resolution provides a framework that makes the pursuit of gender equality relevant to every conflict-related action, ranging from mine clearance to elections to security sector reform.

While all major stakeholders need to take responsibility for the full implementation of resolution 1325 (2000), Member States in particular should ensure that it is integrated into their national policies and training programmes to make its implementation systematic and sustainable. The de-

velopment of national strategies or action plans through an inclusive process can provide the necessary space to analyse the situation, build alliances with key stakeholders, initiate strategic actions and mobilize resources. In addition, such plans should encourage a holistic approach that links development, security and peace. Given the necessity of national level implementation, the low number of countries which have adopted national action plans for the implementation of resolution 1325 (2000) is deplorable.

As the 10th anniversary of resolution 1325 (2000) approaches in October 2010, the global community, Member States, the UN System, and civil society must take stock of the extent and limitations of our progress in effectively and sustainably supporting the implementation of the resolution with a view to accelerating progress.

The purpose of this Review is to highlight the different approaches to the formulation of national action plans. The Review focuses on how the resolution can be incorporated into concrete policy guidelines and programmatic initiatives. It highlights good practices and lessons learned over the last nine years. It is expected that the information and examples contained in the Review will support and advance the formulation, implementation, monitoring and evaluation of more and stronger national action plans that will turn resolution 1325 into a living reality to improve the situation of women on the ground.

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Executive summary

Around the world, women, men, boys and girls suffer multiple forms of vulnerability and violence that affect their security, development and well-being every day, particularly in situations of armed conflict. Over the last few years, an increasing number of policies and programmes have been formulated to acknowledge and address these realities. In spite of this increased attention, gender considerations continue to be marginalized during conflict and post-conflict situations. In particular, women are still largely excluded from conflict resolution and peacebuilding efforts; impunity still surrounds gender-based violence; children are still recruited by fighting forces; and civilians continue to be targeted, becoming victims of political violence.

Building on a variety of existing international legal and political commitments, the United Nations Security Council took decisive action in 2000 by adopting the first resolution to specifically address women and peace and security issues. United Nations Security Council resolution 1325 on women and peace and security (resolution 1325) obliges all UN Member States to promote the participation of women at all levels in peace processes and in the prevention of conflict; to protect women from gender-based violence; and to take their specific needs into account as ex-combatants or refugees.

In 2008, the Security Council further emphasized the need for prosecution of gender-based crimes through the adoption of resolution 1820 on sexual violence in conflict (resolution 1820). On 29 September 2009, the Security Council adopted resolution 1888, which mandates peacekeeping missions to protect women and children from rampant sexual violence during armed conflict, and requests the UN Secretary-General to appoint a special representative to coordinate a range of mechanisms to fight against these crimes.[1] Resolution 1889, which was adopted on 5 October 2009, reinforces the provisions of resolution 1325 and calls on the Secretary-General to develop a set of global indicators within six months to track implementation of resolution 1325.[2]

Despite these resolutions and a number of policy and programmatic initiatives at the international, regional and national levels, the connection between international laws, national legislation and policy frameworks on the one hand and meaningful change in the lived realities of men and women affected by conflict on the other remains elusive. To address this disconnection, over the

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1 S/RES/1888.

2 S/RES/1889.

last nine years, increasing attention has been paid to the development of national action plans (NAPs) as an effective and concrete tool for putting resolution 1325 into practice. As of August 2009, 16 countries have adopted NAPs on women and peace and security and several other countries are in the process of developing plans.

With the upcoming 10th anniversary of resolution 1325 in October 2010, UN-INSTRAW, International Alert and OSAGI have prepared this Review to support the formulation, implementation and monitoring of national action plans on resolution 1325. Based primarily on an assessment of the 16 existing NAPs, the Review looks at the multiple and varied strategies that have been successfully applied in different countries, and shares lessons learned from these diverse processes.

Understanding women and peace and security

Though an extensive body of international law and other agreements had been developed with regard to women's rights prior to 2000, very few international agreements dealt specifically with the issue of women and armed conflict, with the notable exception of the Beijing Declaration and Platform for Action (1995). Largely due to civil society activism and the political will generated within the Security Council, UN Security Council resolution 1325 on women and peace and security was unanimously adopted on 31 October 2000. It represented the first time that the Council formally recognized the distinct roles and experiences of women in different phases of conflict, its resolution and its long-term management. Furthermore, the resolution recognized that by involving women, peace processes and agreements and post-conflict stabilization and reconstruction efforts could be more effective and sustainable.

Resolution 1325 is complemented by resolution 1820 and more recently by resolutions 1888 and 1889. Resolution 1820 expands the mandate for the protection of women and further obliges States to take action to prosecute sexual violence. Prior to the passage of the resolution, the elimination of sexual violence had never been so explicitly linked to the maintenance of international peace and security. Resolution 1888 further reinforces the provisions of resolutions 1325 and 1820 by reiterating the importance of strengthening of monitoring and reporting on sexual violence, the training of peacekeepers, national forces and police, and the participation of women in peacebuilding and other post-conflict processes. Resolution 1889 follows up on resolution 1325 by emphasizing the importance of the implementation of the resolution. Further, it requests the Secretary-General to establish a set of indicators to track the implementation of resolution 1325 and to prepare a report addressing women's participation and inclusion in peacebuilding and planning in the aftermath of conflict.

While resolutions 1820, 1888 and 1889 can and should be incorporated into policy and programmatic action that currently addresses resolution 1325,

a broad look at all of the resolutions is beyond the scope of this paper, which is based primarily on a review of national action plans that support the implementation of resolution 1325. Consequently, the paper refers to resolutions 1325, 1820, 1888 and 1889 collectively as the women and peace and security resolutions (or "the WPS resolutions") but will focus the most attention on implementation of resolution 1325 as the longest-standing resolution that has generated the most action, particularly in terms of planning at the national level.

The WPS resolutions cover a wide-ranging set of activities related to improving the status of women in conflict settings and integrating a gender perspective into all aspects of conflict prevention, peacebuilding and post-conflict reconstruction. These activities range from disarmament, demobilization and reintegration (DDR) and security sector reform (SSR) to the rights of refugee and internally displaced women and the responsibilities of UN peacekeepers to protect civilians. The core mandates of these resolutions are usually condensed into the "Three Ps":

- **Participation** of women in peace processes;
- Mainstreaming a gender perspective into all conflict **prevention** activities and strategies; and
- **Protection** of women in war and peace.

In addition, over the last few years, and particularly with the adoption of resolutions 1820, 1888 and 1889, a fourth "P" has been added to the list in response to the call for greater attention to, and less impunity for, sexual violence in times of conflict:

- **Prosecution** of perpetrators of sexual and gender-based violence

At the international level, the United Nations implements the WPS resolutions through the actions taken by the Secretary-General and various UN agencies around the world. These include mainstreaming gender into operations and activities as well as increasing programmatic activities that address women and peace and security issues. The UN Inter-Agency Task Force on Women and Peace and Security, facilitated by the Office of the Special Adviser to the Secretary-General on Gender Issues and Advancement of Women, coordinates individual agency actions through the UN System-wide Action Plan on Women and Peace and Security. The UN Secretary-General produces an annual report on women and peace and security, which is presented to the Security Council every October as part of the anniversary of resolution 1325.[3]

Regional action plans can be seen as an intermediate step between actions at the international level and those taken at the national level. Regional action plans and initiatives can play a complementary and mutually supportive role with NAPs. To date, action to implement resolution 1325 at the regional level has been largely lacking. Nevertheless, the European Union and the African Union have been active in promoting the implementation of resolution 1325. Additionally, the African Union has developed tools for gender mainstreaming in the policies and activities of the Organization. While there has not been resolution 1325-specific action in the Latin American region, there are a number of legal and policy documents on women and peace and security issues, with a particular focus on the issue of violence against women.

Because of the central role they play in conflict resolution, peacebuilding and reconstruction, national governments are the most influential actors in the implementation of resolution 1325. As parties to armed conflict, contributors of peacekeeping troops, members of the UN Security Council, the United Nations and regional bodies, and as donors, their actions have a

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3   For the annual women and peace and security reports of the Secretary-General, see the website of the Office of the Special Adviser to the Secretary-General on Gender Issues and Advancement of Women (OSAGI), http://www.un.org/womenwatch/feature/wps/.

multidimensional impact on the lives of women affected by conflict. Since its adoption in 2000, it has become clear that national-level implementation of resolution 1325 is critical to successfully addressing women and peace and security issues.

Countries have operationalized resolution 1325 at the national level in a number of different ways. Some countries have included provisions on resolution 1325 in their national legislation, providing a means for their citizens to hold them to account for the implementation of the resolution. A number of governments have also made attempts to mainstream a gender perspective into different aspects of their peace and conflict policies. In the case of Uganda, multiple resolutions have been combined into one action plan, making it more relevant to that country's situation. This may be a particularly effective course of action in conflict-affected countries where it is difficult, and often unnecessary, to make a clear distinction between the women and peace and security agenda and the broader agenda for gender equality since the two areas overlap substantially.

One of the key methods through which national governments are supporting the implementation of resolution 1325 is the development of national action plans (NAPs).[4] A national action plan (NAP) is a document that details the actions that a government is currently taking, and those initiatives that it will undertake within a given time frame, in order to meet the obligations set out in all of the WPS resolutions. In October 2004, the President of the Security Council called on UN Member States to pursue implementation of resolution 1325, including through the development of NAPs.[5] This call was reiterated in 2007. The 2004 report of the UN Secretary-General on women and peace and security[6] specifically recommended that Member States develop NAPs. This was reiterated and expanded in the 2008 Report, which recommends the formulation of both national and regional action plans and strategies.[7]

Developing a NAP can increase the visibility and accountability of national efforts to implement women and peace and security policies. It can help tie "… together the different policy and operational areas within a government's diverse institutions and programmes".[8] A NAP is an important first step in building mechanisms to ensure that Member States fulfil their prom-

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4 Because resolutions 1820, 1888 and 1889 are relatively new, the majority of the national action plans to date have only covered resolution 1325. Nevertheless, because of their complementary nature, ongoing implementation efforts should strive to include provisions toward the realization of all resolutions.

5 S/PRST/2004/40.

6 S/2004/814.

7 S/2008/622.

8 Andrew Sheriff with Karen Barnes, "Enhancing the EU Response to Women and Armed Conflict: Study for the Slovenian Presidency of the EU", (Maastrict and Brussels: European Centre for Development Policy Management, 2008), p. 61.

ises and that their citizens can hold them accountable. The development of a NAP has a number of other benefits, including:

- **Coherence and coordination between government agencies:** Resolution 1325 requires Member States to take action in a number of different areas. A NAP is therefore a good mechanism for a government to reflect on what is already being done and to elaborate on further commitments and plans. A NAP allows government departments to have a clear division of labour and can help to identify potential civil society partners for implementing the resolution.

- **Improved monitoring and evaluation and enhanced accountability:** NAPs can provide objectives, benchmarks and indicators which can enhance implementation and increase accountability. Realistic and clear work plans often increase the effectiveness of monitoring and evaluation.

- **Increased ownership and awareness:** The development of a NAP provides a forum for discussion and the sharing of experiences on women, peace and security issues for people from diverse government agencies, CSOs and international organizations.[9]

- **Increased relevance:** NAPs can be "a way of pulling out the relevant parts of UNSCR 1325 and bringing them to national processes and frameworks, making the resolution relevant to domestic and foreign policy making".[10]

LESSON LEARNED   **The process of developing a NAP is as important as the final product**

As of August 2009, 16 countries have adopted national action plans on resolution 1325 (Austria, Belgium, Chile, Côte d'Ivoire, Denmark, Finland, Iceland, Liberia, Norway, Portugal, Spain, Sweden, Switzerland, the Netherlands, Uganda and the United Kingdom), and several other countries are currently in the process of developing such plans.[11] Depending on

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9   United Nations International Research and Training Institute for the Advancement of Women (UN-INSTRAW), *Securing Equality, Engendering Peace: A Guide to Policy and Planning on Women, Peace and Security, Santo Domingo* (Dominican Republic, UN-INSTRAW, 2006); Sheriff and Barnes, "Enhancing the EU Response"; Jonas Gahr Støre, Foreign Minister of the Government of Norway, "The launching of the Government's Plan of Action for the Implementation of UN Security Council Resolution 1325 (2000) on Women and Peace and Security", statement on International Women's Day, Oslo, 8 March 2006. Available from http://www.regjeringen.no/en/dep/ud/Whats-new/Speeches-and-articles/utenriksministeren/2006/the-launching-of-the-governments-plan-of.html?id=420804.

10 UN-INSTRAW, 2006, 5-6.

11 As of September 2010 when this documents was printed, the Philippines, Sierra Leone and Rwanda had also adopted national action plans on 1325 (2000).

the context, NAPs can be and have been developed in many different ways to meet the challenges and opportunities posed by the available resources, time frame and actors involved. "They can be standalone or integrated into other existing policy frameworks; they can be developed quickly or through a more detailed consultation process; and they can be used as a tool for generating more awareness and ownership among different government stakeholders who will play a direct or indirect role in implementation."[12]

	LESSON LEARNED	The agency that coordinates the formulation and implementation of a national action plan needs to have sufficient authority and resources to effectively move the process forward with multiple collaborating partners

Implementation of the WPS resolutions is most critical in countries that are currently experiencing or have recently been affected by conflict, though the provisions of resolution 1325 in particular are relevant for all Member States. Until recently, most NAPs were adopted by European Governments. A recent welcome development is the adoption of NAPs by conflict-affected, developing countries, namely Côte d'Ivoire, Liberia and Uganda.

Developing national action plans: coordinating actors and assessing strategic priorities

National action plans are developed by and for a government to translate the provisions included in resolution 1325 into policies and actions to be implemented by different ministries, councils and commissions. Although government institutions are always at the forefront of the development of NAPs, civil society organizations, academic institutions, collaborating governments, and other actors can also be involved in, and may be the primary motivating force behind, planning processes. Engaging actors with different roles and functions can contribute to a planning process that takes into account a variety of different perspectives. This in turn can make the resulting NAP more inclusive and increase the level of ownership and commitment to its implementation.

	LESSON LEARNED	Civil society actors should be involved in the formulation of a national action plan from the beginning

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12 Sheriff and Barnes, 2008.

In some countries only one government agency initiated and led the formulation of the NAP, supported by civil society organizations and, in some cases, international organizations or donors. Another approach has been to form a task force or working group that involves relevant ministries and other key stakeholders within the government as well as actors from civil society, such as representatives of academic institutions or women's groups. In other cases, multiple ministries or ministry working groups jointly coordinated the formulation of the NAP. The formulation of a NAP should involve and coordinate all actors who will subsequently be involved in implementing the plan.

The support of international organizations, including but not limited to the UN, has been crucial to the development of some NAPs, particularly in conflict-affected and developing countries. The European Union has supported civil society advocacy and cross-learning around national action plans in Europe. In particular, the EU's *Comprehensive Approach to the EU Implementation of resolutions 1325 and 1820* includes supporting the development of NAPs in conflict-affected countries as an explicit objective.

> **LESSON LEARNED**   **A participatory assessment process is a key input to the formulation of an effective and relevant national action plan**

Civil society actors are crucial stakeholders who can contribute substantially to the formulation of NAPs. Civil society organizations (CSOs) work on the wide range of issues that are covered in resolution 1325. Because of this, there are a number of benefits to involving these organizations in the formulation of NAPs. CSOs can raise awareness, create political will, contribute to advocacy initiatives, and provide important knowledge, input and critical views on security and gender-related topics. In post-conflict or transitional societies, where key data have often been lost or data-collection systems destroyed, civil society can serve as an essential source of initial information and can later provide data and other inputs to strengthen the monitoring and evaluation of NAPs.

> **LESSON LEARNED**   **While the process of formulating a national action plan is extremely important, it is in the implementation of the plan that the commitment of a government to gender, peace and security issues is really tested**

Given the differences in national contexts and priorities around women, peace and security issues, it can be difficult to compare and contrast national level approaches to resolution 1325. What is important is that a government

develops a plan "… that is relevant to its commitments and priorities related to women, peace and security issues, realistic given available capacity for implementation, resourced fully, and involves regular collaboration and co-ordination between a range of stakeholders".[13]

Two types of assessments can be very useful to the formulation of a NAP: **context assessments**, which provide an overview of women, peace and security issues in the country; and **institutional audits**, which assess the work of relevant government department(s) on women and peace and security issues, existing human and financial resources, and persistent gaps and needs. Each type of assessment provides information crucial to the effective formulation of a NAP. A context assessment can help to identify and address inequalities based on sex, race, ethnicity, age, migration status and other variables. An institutional audit can help a government to assess existing policies, programmes and activities related to resolution 1325 in order to understand organizational strengths, existing capacities as well as key knowledge and capacity gaps.

Implementing national action plans: harnessing resources, accountability and political will

Because the "… implementation of the NAP is the most important aspect of the process, stakeholders have realized that planning for implementation, monitoring and evaluation of the NAP needs to be agreed and planned for from the outset".[14] The experiences of various countries in recent years have shown that there are significant challenges in ensuring that the right structures and resources are in place to translate the NAP into action and, eventually, impact. Additionally, the past few years have brought to light a number of challenges in maintaining momentum, consolidating political will and holding governments accountable for their commitments to women and peace and security.

LESSON LEARNED   International and regional organizations can be important allies in supporting the development of a national action plan

When a national action plan is finalized and adopted, governments and other implementing agencies are faced with the challenge of turning the enti-

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13 Karen Barnes, "Status of the Implementation in the European Realm—overview and consideration of the status of the plan of action", paper presented at Roadmap to 1325 Conference, Berlin, May 2007.

14 Irish Joint Consortium on Gender Based Violence, "Stepping up Ireland's Response to Women, Peace and Security: United Nations Security Council Resolution 1325", (Dublin: Irish Joint Consortium on Gender Based Violence, Dublin, 2008) 21.

ties and actors that drafted the NAP into mechanisms that are able to lead its implementation and monitoring. Coordination between different ministries is often challenging. It requires clear planning and political will at a high-level within the government. Because of the number of different groups potentially involved in implementation, and subsequently in monitoring and evaluation (M&E), it is essential that a NAP include clear lines of responsibility and a delineation of tasks for each actor involved.

> **LESSON LEARNED** — A realistic time frame for implementation and a commitment to regular review, evaluation and re-design improve the probability that the plan will be comprehensively implemented

Coordination of implementation activities has taken a number of different forms in existing NAPs. The most common method of coordination to date has been the establishment of an inter-agency working group or task force made up solely of representatives from government institutions. In other countries, the government entity in charge of formulating a NAP is also responsible for leading its implementation.

> **LESSON LEARNED** — The allocation of sufficient human and financial resources is a crucial component for the implementation of NAPs

To take advantage of all opportunities and available resources, the implementation process should be dynamic and evolve over time. Actors tasked with implementing and monitoring the NAP has to be flexible and able to adapt to changing realities, including possible changes in governments and their priorities.[15] It is important that both implementation and M&E processes allow government agencies to learn from past experiences and adapt to changing circumstances as needed.

> **LESSON LEARNED** — NAPs can act as a concrete framework for donors who wish to support government action to implement WPS resolutions

The specific commitments and activities contained in a NAP need to be clearly linked to both departmental responsibilities and budgets. In conflict-affected countries, the government's ability to fully finance their commitments under NAPs is likely to be limited. In these cases, donors should sup-

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15 Irish Joint Consortium on Gender Based Violence, "Stepping Up Ireland's Response", p. 20-25.

port the formulation and subsequently the implementation of these plans. It can bring the activities funded by different donors into one clear, strategic framework, as well as help align donor reporting requirements. Furthermore, NAPs should fit into and inform other donor government policies and action plans, such as those around peacebuilding, gender equality or development and poverty reduction.

> **LESSON LEARNED** **The role of civil society lobbying and parliamentary oversight remains crucial to ensuring that a NAP does not decline in political priority**

The provision of funding to civil society organizations or the channelling of funds through international NGOs or the UN system feature prominently in many of the donor country NAPs. Funding the work of CSOs that provide support and services to women affected by conflict and that promote women's voices at all levels of decision-making is crucial to the promotion of resolution 1325. It is particularly important to support the work of grass roots and community-based initiatives, which are often the only providers of services and support, but which also often have very limited capacity and access to funding. Although project-based support for the implementation of the WPS resolutions through CSOs or various UN agencies in conflict-affected countries is important, governments must not "outsource" their responsibilities with regard to these resolutions to outside agencies exclusively on a project basis.

> **LESSON LEARNED** **A NAP must include a clear delineation of what actors are responsible for the various tasks involved in M&E**

The momentum developed during the formulation and adoption of a NAP is often hard to maintain when it comes to the day-to-day implementation of the plan. This is largely because progress is long-term and often intangible. Civil society organizations, parliamentarians and academic institutions can continue to play a crucial role after the adoption of NAPs to make sure that the plans are adequately implemented and that they do not decline in political urgency and visibility. CSOs and research institutes collect detailed information on the situation of women affected by conflict and can use this for targeted advocacy aimed at government departments as well as in broader awareness-raising and media campaigns. Working with parliamentarians to maintain political will is a complementary approach to civil society advocacy, and works well in countries like the UK, where parliamentarians can use a wider variety of accountability mechanisms vis-à-vis the government than those that civil society actors have at their disposal.

Monitoring national action plans: measuring progress and assessing impact

In the hopes of proving the phrase "what gets measured gets done", many initiatives have attempted to identify and operationalize appropriate monitoring and evaluation (M&E) tools and indicators for the implementation of resolution 1325. These include activities undertaken by governmental and intergovernmental bodies as well as civil society organizations, which often play a "watchdog" role in terms of the implementation of NAPs. M&E allows those who are responsible for programmatic activities to track results, inform future planning efforts, and judge what is working and what could be modified. Furthermore, M&E contributes to institutional learning or the "… continuous, dynamic process of investigation where the key elements are experience, knowledge, access and relevance".[16]

> **LESSON LEARNED** — CSOs and other civil society actors can provide important feedback and views on national policies through shadow reports, data collection and analysis

National action plans on resolution 1325 are gender responsive documents. Consequently, all activities and processes, including M&E, must be undertaken from a gender perspective in order to show the extent to which a particular activity is effectively working towards the provisions contained in the WPS resolutions and the promotion of gender equality. In particular, this includes the collection of data that is disaggregated by sex, age and other social, economic and political variables in order to consider the differential impact that planned activities may have on different groups.

> **LESSON LEARNED** — It is crucial that monitoring and evaluation mechanisms be identified and included in the formulation of the NAP, before implementation begins

Depending on the country context, a variety of actors can potentially be involved in monitoring and evaluation of NAPs. These actors can include governmental bodies and institutions, members of civil society, and independent experts. Because monitoring ideally occurs throughout the implementation of the plan, and not solely at its "conclusion", the actors involved in implementation are often also in charge of monitoring, and should have the required technical knowledge and capacity.

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16 Cheyenne Church and Mark Rogers, *Designing for Results: Integrating Monitoring and Evaluation in Conflict Transformation Programs*, Washington, D.C., Search for Common Ground, 2006, p. 83.

A variety of methods and tools can be employed for monitoring purposes. Monitoring activities include follow-up meetings, review workshops, evaluation reports, and the identification and ongoing monitoring of indicators. In conflict or post-conflict situations, some monitoring tools and methodologies may be more difficult to apply. Mobility may be limited due to ongoing security issues and expertise, data and resources may be scarce. In these situations, outside funding can bolster M&E processes. Regardless of the context, monitoring and evaluation should take into account existing sources of information, as well as available human and financial resources.

While European countries have formulated their NAPs independently of other countries and international organizations, post-conflict and developing countries have already and will likely continue to rely on outside financial and technical support for formulating, implementing, monitoring and evaluating their NAPs. Nevertheless, all countries can benefit from the opportunity to make use of the knowledge and assistance of international actors in order to create a document that reaches beyond the national agenda, meets international normative standards, and contributes to innovation and learning.

It is crucial that M&E mechanisms are identified and included in the formulation of a NAP, before its implementation begins. As noted above, the preliminary context assessment can be an important source of both baseline data and indicators for monitoring and evaluating the implementation of the

NAP. In addition, mechanisms and specific activities should be established to ensure that monitoring provides input back into policy development. "If feedback into the policy cycle does not occur, then the effects of monitoring may be limited".[17]

It is important to continuously check if the objectives of the NAP need adjustment in response to changing contexts of implementation, and if the "… activities required to achieve the desired results are on track to be implemented effectively, and are having the intended effects".[18] These types of feedback are particularly important since the majority of NAPs to date are open-ended and explicitly provide for revisions and adjustments.

Conclusions and lessons learned

As we move towards the 10th anniversary of resolution 1325 and with the recent adoption of resolutions 1820, 1888 and 1889, governments, international organizations and NGOs are increasingly taking stock of the past decade and evaluating progress in its implementation. It is becoming clear that there remains enormous room for improvement in terms of putting the WPS resolutions into practice and making a real impact on the lives of women affected by conflict.

> **LESSON LEARNED**   **It is important to maintain political will and to keep assumed responsibilities clear throughout the implementation process**

This Review was drafted in order to document experiences and good practices of using national action plans to implement resolution 1325. It is meant to provide ideas and guidance for governments who are considering ways to strengthen their efforts to effectively address women, peace and security issues. The Review also highlights a wide range of lessons learned around implementing resolution 1325 at the national level. In the run-up to the 10th anniversary of resolution 1325, it is hoped that this Review can enhance the momentum and political will to push the women and peace and security agenda forward.

Several lessons learned have been drawn through a review of the texts, which can be summarized as follows:

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17 Karen Barnes, "Turning Policy into Impact on the Ground: Developing Indicators and Monitoring Mechanisms on Women, Peace and Security Issues", (Brussels, Initiative for Peacebuilding, 2009) 17. Available from: http://www.initiativeforpeacebuilding.eu/pdf/ Synthesis_TURNING_POLICY_INTO_IMPACT_ON_THE_GROUND.pdf.

18 Nicola Popovic, "Security Sector Reform Assessment, Monitoring & Evaluation and Gender", in *Gender and Security Sector Reform Toolkit,* Megan Bastick and Kristin Valasek, eds. (Geneva, Geneva Centre for the Democratic Control of Armed Forces, Office for Democratic Institutions and Human Rights of the Organization for Security and Co-operation in Europe, and UN-INSTRAW, 2008) 11.

Awareness-raising and building political will

- Awareness-raising activities should be initiated prior to the development of a national action plan and should continue throughout the formulation, implementation and monitoring phases.

- International, regional and civil society organizations can be important allies in assisting and supporting the formulation, implementation and monitoring of national actions plans.

- It is important to maintain political will and to ensure accountability for responsibilities throughout the formulation and implementation of a national action plan.

- A national action plan should have a clear outline of who is responsible for what activities, including all government and civil society actors.

Coordination and collaboration

- Because the process of formulating a national action plan is as important as the final product, it should be inclusive and participatory and should pay particular consideration to involving potentially marginalized groups.

- The coordinating agency needs to have the authority and resources to lead the implementation process among the different ministries and collaborating partners effectively.

- Existing platforms and networks should be utilized to connect and collaborate with other actors that work on similar issues. Additionally, the formation of new networks, particularly civil society networks, can help to ensure that different perspectives are heard and integrated into the formulation and implementation of a national action plan.

- Existing data and information from various sources should be gathered through a desk review before and during an assessment to avoid duplication and to help a national action plan build on existing policies and plans.

- The assessment and establishment of priorities as well as the drafting of the national action plan should be a participatory process.

- Inter-ministerial working groups, steering committees, or task forces can help to bring all actors to one table.

Allocation of adequate resources

- Governments should assess existing women, peace and security policies, programmes and activities to understand the strengths, capacities and gaps in current resource allocation.

- Realistic timelines and sufficient funds are the basis for effective implementation.

- Sufficient expertise on gender issues and adequate human resources are needed in order to mainstream gender through all institutions and departments.

Data collection, monitoring and accountability

- Civil society organizations and actors can play an important role in monitoring and evaluating the implementation of national action plans.
- Monitoring and evaluation activities should have a clear outline of what outputs are expected, including reporting requirements and guidelines.
- Mechanisms and institutions that can help with a comprehensive data-collection process should be identified and/or established during the formulation phase. Monitoring and evaluation needs to be supported by adequate funding and technical resources.
- Realistic indicators should be included in national action plans. Monitoring mechanisms should be set up to collect data and track these indicators.

1. Introduction

Around the world, women, men, boys and girls suffer multiple forms of vulnerability and violence that affect their security, development and well-being every day, particularly in situations of armed conflict. Over the last few years, an increasing number of policies and programmes have been created which aim to acknowledge and address these realities. In spite of this increased attention, gender considerations tend to be marginalized during conflict and post-conflict situations. In particular, women continue to be largely excluded from conflict resolution and peacebuilding efforts; impunity still surrounds gender-based violence; children are still recruited by fighting forces; and civilians continue to be targeted, becoming victims of political violence.

Building on a variety of existing international legal and political commitments, the United Nations Security Council took decisive action in 2000 by adopting the first resolution to specifically address women and peace and security issues. United Nations Security Council resolution 1325 on women and peace and security (resolution 1325) obliges all UN Member States to promote the participation of women at all levels in peace processes and in the prevention of conflict; to protect women from gender-based violence; and to take their specific needs into account as ex-combatants or refugees. In 2008, the Security Council built on resolution 1325 and emphasized the need for prosecution of gender-based crimes through the adoption of resolution 1820 on sexual violence in conflict (resolution 1820). These resolutions were complemented by the adoption of resolutions 1888 and 1889 in 2009, which operationalize 1325 and 1820. Resolution 1888 calls for the appointment of a Special Representative on sexual violence and resolution 1889 calls for the creation of a set of global indicators to measure the implementation of resolution 1325.

Despite these resolutions and a number of policy and programmatic initiatives at the international, regional and national levels, the connection between international laws, national legislation and policy frameworks on the one hand and meaningful change in the lived realities of men and women affected by conflict on the other remains elusive. To address this disconnection, over the last nine years, increasing attention has been paid to the development of national action plans (NAPs) as an effective and concrete tool[1] for putting resolution 1325, and subsequently resolution 1820, into practice. As of

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[1] Valasek, K. and K. Nelson. *Securing Equality, Engendering Peace: A Guide to Policy and Planning on Women, Peace and Security (UN SCR 1325).* Santo Domingo: United Nations International Research and Training Institute for the Advancement of Women, 2006; Sheriff, A. and K. Barnes. *Enhancing the EU Response to Women and Armed Conflict: Study*

August 2009, 16 countries have adopted and publicly launched NAPs on women and peace and security[2] and several other countries are in the process of developing plans.

International organizations and civil society actors have been important catalysts and allies in the creation, implementation and monitoring of the existing NAPs. Such organizations also have an important place in supporting additional action planning initiatives, including research, advocacy, capacity-building and public awareness. With the upcoming 10th anniversary of resolution 1325 in October 2010, International Alert, UN-INSTRAW and OSAGI hope that this Review will serve as both a catalyst to encourage countries to undertake and progress on their action planning processes and that it will subsequently support the development, implementation and monitoring activities associated with national action plans.

1.1. Methodology and approach

Examining the incorporation of women and peace and security issues into policies and programmes in different countries can help to show the variety of methods for effectively acknowledging and addressing the various strengths and needs of men, women, girls and boys. National-level policies and programmes on women and[3] peace and security are influenced by and

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for the Slovenian Presidency of the EU. London: European Centre for Development Policy Management, 2008.

Foreign Minister Jonas Gahr Støre. "The launching of the Government's plan of action for the implementation of UN Security Council resolution 1325 (2000) on women and peace and security". Oslo: The Government of Norway, Press Release, 8 March 2006, available at: http://www.regjeringen.no/nn/dep/ud/Om-departementet/Utenriksminister-Jonas-Gahr-Store/Taler-og-artiklar/2006/the-launching-of-the-governments-plan-of.html?id=420804 (last visited: 2 September 2009).

2 As of September 2009, the countries that have adopted and publicly launched NAPs for resolution 1325 are: Austria, Belgium, Chile, Côte d'Ivoire, Denmark, Finland, Iceland, Liberia, Norway, Portugal, Spain, Sweden, Switzerland, the Netherlands, Uganda and the United Kingdom.

3 Though this Review refers to women and peace and security, in order to preserve the original language of resolution 1325, it is important to note that the work of UN-INSTRAW, International Alert and OSAGI has, over the last decade, increasingly focused on gender, peace and security issues. As stated in the UN-INSTRAW Glossary (2004), "Gender refers to the array of socially constructed roles and relationships, personality traits, attitudes, behaviors, values, relative power and influence that society ascribes to the two sexes on a differential basis. Whereas biological sex is determined by genetic and anatomical characteristics, gender is an acquired identity that is learned, changes over time, and varies widely within and across cultures. Gender is relational and refers not simply to women or men but to the relationship between them". Rather than exclusively referring to women as the resolutions may suggest, the authors advocate for a more comprehensive understanding of conflict based on gender analysis, which takes into consideration the needs and experiences of men, women, girls and boys and looks at the role and impact of masculinities.

should reflect country-specific political, socio-economic and cultural contexts. Due to differences in context, components of NAPs and policies can differ significantly, particularly in the areas of: civil society involvement; thematic areas of intervention; accountability mechanisms; monitoring and evaluation systems; and funding arrangements. Nevertheless, there are some similarities and lessons that can be learned from countries that have already developed NAPs or other implementation strategies. In all contexts, this Review stresses the importance of inclusive and transparent and sustainable policy development and implementation processes.

This Review is directed towards policymakers and technical staff working on women and peace and security issues at the international, regional, national and local levels. The purpose is to highlight the different ways that countries that already have NAPs have translated the resolutions into concrete policy guidelines and programmatic initiatives, and to highlight good practices and lessons learned over the last nine years. The information and examples contained in the review can inform action planning processes and implementation strategies, and can further feed into a process of learning and improvement of these initiatives.

Existing NAPs and other implementation strategies have been reviewed and compared in order to evaluate various approaches to resolution 1325. The Review has also been informed by a desk review of research and advocacy reports that assess existing NAPs and other women and peace and security policies and implementation strategies; as well as by a virtual dialogue on the national-level implementation of resolution 1325 organized by the United Nations International Research and Training Institute for the Advancement of Women (UN-INSTRAW).[4] Key informant interviews[5] and information from ongoing projects[6] also provided more in-depth information on specific action planning processes. In 2007 and 2008, the Office of the Special Adviser to the Secretary-General on Gender Issues and Advancement of Women (OSAGI) organized two high-level policy dialogues

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4   United Nations International Research and Training Institute for the Advancement of Women. *Planning for Action: Good Practices on Implementing UNSCR 1325 on a National Level*, Santo Domingo: Background Paper to the UN-INSTRAW Virtual Dialogue, 2008, available at: http://www.un-instraw.org/images/files/Backgroundpaper1325.pdf. The dialogue brought together over 100 experts and practitioners from all regions to exchange information on good practices in implementing resolution 1325 at the national level.

    UN-INSTRAW. *Planning for Action: Good Practices on Implementing Resolution 1325 at the National Level* (Background Paper to the UN-INSTRAW Virtual Dialogue of the same title). Santo Domingo: UN-INSTRAW, 2008. http://www.un-instraw.org/images/files/Backgroundpaper1325.pdf (last visited: 2 September 2009).

5   In 2008, UN-INSTRAW interviewed the Honorable Minister Vabbah Gayflor of the Liberian Ministry of Gender and Development; Bert Koenders, Dutch Minister for Development Cooperation; and Aurora Mejia, Spanish Ambassador on the Special Mission for the Promotion of Gender Equality Policies. In 2009, UN-INSTRAW conducted an interview with Pamela Villalobos, Gender Adviser to the Chilean Ministry of Defence.

6   International Alert has influenced NAP processes in a variety of countries such as Liberia and Sierra Leone during its three-year multi-country project on "Operationalizing Resolution 1325". Alert also works actively through advocacy networks such as Gender Action for Peace and Security (GAPS) and the European Peacebuilding Liaison Office (EPLO) and has been closely involved in developing women and peace and security policy at the European level. UN-INSTRAW in collaboration with the Office of the Gender Adviser of the United Nations Mission to Liberia (UNMIL-OGA) supported the Ministry of Gender and Development in the Liberian action planning process on women, peace and security by conducting a comprehensive women and peace and security assessment, conduct capacity building activities and technical assistant of the action planning process.

on the national implementation of resolution 1325 in Latin America and Africa,[7] during which Member States confirmed their commitment to supporting national-level action, in particular the development of NAPs. These meetings and platforms have contributed to a vivid exchange that fed into this publication.

This Review seeks to complement two related publications: the 2006 UN-INSTRAW guide "Securing Equality, Engendering Peace: A guide to policy and planning on women, peace and security", which provides step-by-step guidelines on how to develop a national action plan on resolution 1325; and the online training course on the implementation of Security Council resolution 1325 (2000) in Latin America and the Caribbean[8] and Africa[9] which presents a comprehensive overview of women and peace and security issues in the respective regions, explains the conceptual framework of the resolution and provides guidelines regarding its implementation, especially at the national level. Building on and complementing these publications and by providing examples of how NAPs have been developed, implemented and monitored in various contexts, this Review aims to turn theory into practice, giving policy and decision makers concrete tools and examples to put their women and peace and security commitments into action. Further, the review serves as a reflection on what has worked well in the past nine years and where there is room for improvement.

While recognizing the importance of all four women and peace and security resolutions (1325, 1820, 1888 and 1889), this Review focuses mainly on resolution 1325. This is due to the fact that action plans developed to date almost exclusively focus on resolution 1325. Nonetheless, we would like to emphasize that a comprehensive implementation of women and peace and security issues can benefit from the consideration of all four resolutions as well as other regional legal and political provisions on women and peace and security issues.

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[7] For more information please find the related documents under: http://www.un.org/womenwatch/osagi/cdrom/start.html.

[8] *Implementation of Security Council resolution 1325 (2000) in Latin America and the Caribbean*. Online training course developed by the Office of the Special Adviser on Gender Issues and Advancement of Women (OSAGI) in collaboration with UN-INSTRAW and the Economic Commission for Latin America and the Caribbean (ECLAC). Peace Operations Training Institute: 2010 and *Implementation of Security Council Resolution 1325 (2000) in Africa*. Online training course developed by the Office of the Special Adviser on Gender Issues and Advancement of Women (OSAGI) in collaboration with UN-INSTRAW and the Economic Commission for Africa (ECA). Peace Operations Training Institute: 2010.

[9] *Implementation of Security Council Resolution 1325 (2000) in Africa*. Online training course developed by the Office of the Special Adviser on Gender Issues and Advancement of Women (OSAGI) in collaboration with UN-INSTRAW and the Economic Commission for Africa (ECA). Peace Operations Training Institute: 2010.

1.2. Structure

The Review is divided into four sections. First, an introduction to women and peace and security issues outlines the thematic content and specific mandates contained in the women and peace and security resolutions. The three following sections focus respectively on the development, implementation, and monitoring of NAPs. Each section includes a case study which provides a more detailed account of action planning processes in three countries.

The examples and case studies throughout the review demonstrate that there is not just one way to implement these resolutions; there are a variety of ways that the resolutions can be translated into policies and programmes to effectively address women and peace and security issues. It is hoped that the collection and exchange of this information will provide policy and decision makers with useful background information and concrete examples which will further promote the implementation of resolution 1325, as well as resolutions 1820, 1888 and 1889, through the development of NAPs.

2. Understanding women and peace and security

> *Women, who know the price of conflict so well, are also better equipped than men to prevent or resolve it. For generations, women have served as peace educators, both in their families and in their societies. They have proved instrumental in building bridges rather than walls.*
>
> FORMER UNITED NATIONS SECRETARY-GENERAL KOFI ANNAN (2000)

Armed conflict has an impact on and is influenced by social inequalities and structures based on gender. Women, men, boys and girls have different needs, capacities and roles during conflict. Although they are all made more insecure by armed conflict, women and girls are often particularly vulnerable due to their gender, and their needs and experiences of conflict are rarely heard or responded to. As noted in paragraph 135 of the Beijing Platform for Action, "while entire communities suffer the consequences of armed conflict…, women and girls are particularly affected because of their status in society and their sex".[1]

Though sexual and gender-based violence has always accompanied warfare, there is growing recognition that such violence is used strategically as a tactic of warfare. Women and girls endure violence such as rape, forced impregnation, forced abortion, trafficking, sexual slavery and the intentional spread of sexually transmitted infections. Furthermore, women and girls often face the extreme hardships that come with having to flee their homes or with suddenly becoming the sole economic provider for an extended family. In addition to physical insecurity, the many challenges that women face in post-conflict environments include extreme poverty, the destruction of social networks and coping mechanisms, limited options for employment and livelihood-generation. Men, on the other hand, often experience violence at the front lines of the battle, separation from their families and other forms of gender-based violence[2] such as selective killings or torture.

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1   UN. *Report of the Fourth World Conference on Women* (A/CONF.177/20). Beijing: United Nations, 1995, chap. I, resolution 1, annex I and II, http://www.un.org/esa/gopher-data/conf/fwcw/off/a--20.en.

2   This publication uses the term gender-based violence to refer to types of violence that affect men, women, boys and girls differently because of their gender. While gender-based violence

Women are not only victims of armed conflict but are also actors and participants, in roles such as combatants, peacebuilders, politicians, and activists, among other roles. They play an important role in community-level informal negotiations, advocacy to warring parties to stop hostilities as well as community-based initiatives to support victims in various contexts from West Africa to the South Caucasus and Latin America.

In some countries, women have taken on a greater role in politics in the aftermath of conflict. For example, in Rwanda, women's political participation is the highest in the world with 56 per cent of seats in Parliament held by women. Despite these positive examples, in many situations, women and girls are largely excluded from decision-making positions at all levels, from the family and community to positions of leadership in national governments or international peace and security bodies. Additionally, women and their perspectives are rarely effectively incorporated into peace agreements and subsequent post-conflict developments. In recognition of this reality, advocates for greater recognition of women's role in all stages of conflict have worked to put in place a stronger framework for protecting and promoting women's involvement in all areas of conflict-resolution, peacekeeping and peacebuilding. Two major breakthroughs in this realm were the adoption of resolution 1325 in 2000 and resolution 1820 in 2008.

2.1. Developing a policy framework for women and peace and security

Though an extensive body of law and political agreements had been developed with regard to women's rights (see annex 2),[3] prior to 2000 very few international agreements specifically dealt with women and armed conflict. Despite this, there were some crucial building blocks that led to the adoption of resolution 1325. The conceptual framework for resolution 1325 emerged during the 1995 Fourth World Conference on Women in Beijing, which identified women in armed conflict as one of its 12 "Critical Areas of Concern". The Platform's relatively detailed programme contained suggested measures to promote and protect women's rights during conflict. The issue of women and armed conflict was revisited by the Commission on the Status of Women (CSW) in 1998 as part of their review of each of the Platform's 12 critical areas.[4]

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includes sexual violence, such as rape and forced pregnancy, this publication understands and uses the term gender-based violence more broadly.

[3] Please see Annex II for a complete list of relevant normative texts.

[4] See for example the Commission on the Status of Women, *Women and Armed Conflict,* Forty-second session, Agreed Conclusions, E/1998/27-E/CN.6/1998/12, 2-13 March 1998, available at: http://www.un.org/womenwatch/daw/csw/csw42/CSW%201998%20 Agreed%20Conclusions.pdf (last visited: 2. September 2009).

The 42nd CSW session in 1998 highlighted the need for increased advocacy on women and peace and security issues. In response to this, the NGO Working Group on Women and Peace and Security was formed in May 2000 in order to advocate for a UN Security Council resolution on women and peace and security. The Working Group established a partnership with UN entities working on gender equality and women's empowerment in order to lobby members of the Security Council and generate awareness and support for a resolution.[5] The NGO and UN system mobilization efforts were given strong political support by then Security Council President, Ambassador Anwarul Chowdhury

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[5] *Implementation of Security Council Resolution 1325 (2000) in Latin America and the Caribbean*. Online training course developed by the Office of the Special Adviser on Gender Issues and Advancement of Women (OSAGI) in collaboration with UN-INSTRAW and the Economic Commission for Latin America and the Caribbean (ECLAC). Peace Operations Training Institute: 2010 and *Implementation of Security Council resolution 1325 (2000) in Africa*. Online training course developed by the Office of the Special Adviser on Gender Issues and Advancement of Women (OSAGI) in collaboration with UN-INSTRAW and the Economic Commission for Africa (ECA). Peace Operations Training Institute: 2010.

of Bangladesh, as well as other Security Council members, including representatives from Canada, Jamaica, Namibia and the Netherlands.[6]

A crucial event leading to the passage of resolution 1325 was an Arria Formula meeting[7] in October 2000, during which women from global and local NGOs were invited to brief Security Council members about their experiences and activism in conflict situations around the globe. The testimonies produced a strong response from members of the Security Council, lending further momentum to mobilization efforts.[8]

Largely due to civil society activism and the political will generated within the Security Council, UN Security Council resolution 1325 on women and peace and security was unanimously adopted on 31 October 2000. It represented the first time that the Council formally recognized the distinct roles and experiences of women in different phases of conflict, its resolution and its long-term management. Furthermore, the resolution recognized that by involving women, peace agreements and post-conflict efforts could be more viable, effective and practical,[9] framing women's involvement as a matter of security and sustainable peace rather than a rights-based issue.[10] The resolution spelled out roles and obligations of key actors, including UN Member States, parties to armed conflict, and all UN entities and bodies, particularly those involved in peace and security work.[11]

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6 Hill, F. *Security Council Resolution 1325: How Can We Use the Resolution to Increase Women's Participation and Role in Peace Processes?* Oslo: Milstone Conference, 2004, available at: http://www.fokuskvinner.no/Nyhetsarkiv/Nyhetsarkiv_2004/5839/felicity_statement1.pdf (last visited: 2 September 2009).

7 Named for Ambassador Diego Arria of Venezuela, the Arria Formula enables a member of the UN Security Council to invite other Council members to an informal meeting, held outside of the Council chambers, and chaired by the inviting member. The meeting is called for the purpose of a briefing given by one or more persons, considered as expert in a matter of concern to the Council.

8 Banaszak, K., F. Hill, A. Iiyambo and M. Muna. *Women, Peace and Security: UNIFEM Supporting Implementation of Security Council Resolution 1325*. New York: UNIFEM, 2004, available at: http://www.unifem.org/attachments/products/supporting1325.pdf (last visited 2 September 2009).

9 NGO Working Group on Women and Peace and Security. *SCR 1325 and the Peacebuilding Commission: Security Council Resolution 1325 on Women and Peace and Security-Six Years on Report*. New York: NGO Working Group on Women and Peace and Security, 2006, available at: http://www.womenpeacesecurity.org/media/pdf-sixyearson.pdf (last visited 2 September 2009).

10 Christy Fujio, *From Soft to Hard Law: Moving Resolution 1325 on Women, Peace and Security Across the Spectrum*, Georgetown Journal of Gender and the Law IX.1, 2008, p. 215-236.

11 *Implementation of Security Council Resolution 1325 (2000) in Latin America and the Caribbean*. Online training course developed by the Office of the Special Adviser on Gender Issues and Advancement of Women (OSAGI) in collaboration with UN-INSTRAW and the Economic Commission for Latin America and the Carribean (ECLAC). Peace Operations Training Institute: 2010 and *Implementation of Security Council Resolution 1325 (2000) in Africa*. Online training course developed by the Office of the Special Adviser on Gender

Resolution 1325 was a tremendous step forward in terms of the international normative framework around women and peace and security. Some advocates felt, however, that the resolution did not adequately address the issue of sexual violence. Therefore, following a day-long ministerial-level meeting on women and peace and security in June 2008, the Security Council unanimously adopted resolution 1820 on sexual violence in armed conflict, which reaffirms and complements resolution 1325 by strengthening the focus on prevention, protection and ending impunity for sexual violence. Prior to the resolution, the elimination of sexual violence had never been so explicitly linked with the maintenance of international peace and security.[12] Resolution 1888 (2009) further reinforces the provisions of resolutions 1325 and 1820 by reiterating the importance of strengthening of monitoring and reporting on sexual violence, the retraining of peacekeepers, national forces and police, and the participation of women in peacebuilding and other post-conflict processes. Finally, resolution 1889 (2009) re-emphasizes women's important role in peacebuilding and early recovery, and requests the Secretary-General to develop indicators of progress on implementation of resolution 1325.

2.2. Content of the resolutions

The women and peace and security resolutions collectively cover a wide-ranging set of activities related to improving the status of women in conflict settings and integrating a gender perspective into all aspects of conflict prevention, peacebuilding and post-conflict reconstruction. These activities range from disarmament, demobilization and reintegration (DDR) and security sector reform (SSR) to the rights of refugee and internally displaced women and the responsibilities of UN peacekeepers to protect civilians. The core mandates in these resolutions can be condensed into the "three Ps":

- **Participation** of women in peace processes;
- Mainstreaming a gender perspective into all conflict **prevention** activities and strategies; and
- **Protection** of women in war and peace.

In addition, over the last few years, particularly with the adoption of resolution 1820, a fourth "P" has been added to the list in response to the call for greater attention to, and less impunity for, sexual violence in times of conflict:

- **Prosecution** of perpetrators of sexual and gender-based violence.

Issues and Advancement of Women (OSAGI) in collaboration with UN-INSTRAW and the Economic Commission for Africa (ECA). Peace Operations Training Institute, 2010.

[12] UNIFEM. "UNIFEM Commends Unanimous Security Council Call to End Sexual Violence", United Nations Development Fund for Women Press Release, 20 June 2008, http://www.unifem.org/news_events/story_detail.php?StoryID=698.

2.2.1. Participation

Resolution 1325 requests that Member States:

- Increase representation of women at all decision-making levels in national, regional and international institutions and mechanisms for the prevention, management, and resolution of conflict.

Resolution 1325 requests that the Secretary-General:

- Increase the participation of women at decision-making levels in conflict resolution and peace processes.
- Appoint more women as special representatives and envoys to pursue good offices on his behalf.
- Expand the role and contribution of women in United Nations field-based operations, and especially among military observers, civilian police, human rights and humanitarian personnel.

Resolution 1820 requests that the Secretary-General:

- Invite women to participate in discussions about the prevention and resolution of conflict, the maintenance of peace and security, and post-conflict peacebuilding.

Resolution 1820 requests that all parties to conflict processes:

- Work to increase women's participation at decision-making levels.

The thematic area of participation in resolutions 1325 and 1820 includes women's participation in peacekeeping, peace processes, and politics at the international, regional, national and community levels. Because peacekeeping missions play such a central role in conflict and post-conflict countries, women's participation in this area is of particular concern. Although there is commitment at the highest levels of the UN for increased representation of women in UN peacekeeping missions, women remain underrepresented in management positions and are rarely appointed to such positions (see table 1).[13] For instance, in the 60 years of UN peacekeeping, only seven women have held the post of Special Representative of the Secretary-General (SRSG). The lack of women in senior positions shows that significant cultural and institutional impediments remain to women's entry and advancement within the Organization.

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[13] Pampell Conaway, C. and J. Shoemaker. *Women in United Nations Peace Operations: Increasing the Leadership Opportunities*. Washington, D.C.: Women in International Security, Georgetown University, 2008, p. 8.

Military personnel and police officers for peacekeeping missions are contributed by Member States and low numbers of women in UN missions reflects the low numbers of women in the military and police forces across UN Member States, particularly in higher-ranking positions.[14] Some of troop-contributing countries (TCC) have taken measures to address this. For example, in Pakistan, in early 2006, there were no women in the 10,000-strong Pakistani peacekeeping force. Due to high-level political will, key policy changes were enacted, including targeted recruitment, family postings and other incentives for women. As a result, by the end of 2006, the Government had appointed one observer and interviewed six more. Additionally, 35 women had enrolled in the military academy, contributing to a class of 250 future officers.[15]

Table 1
Overview of women's representation in UN peace operations[16]

Leadership of UN missions	One female head of mission Five female deputies
Military personnel, total	2.3 per cent of military personnel are women No forces are led by women
Military observers	3.9 per cent of military observers are women
Staff officers	3.2 per cent of staff officers are women
Contingent troops	2.2 per cent of contingent troops are women
UN police	7.5 per cent of UN police are women

Another good example of a TCC contributing to an increase in female peacekeeping forces was the deployment of an all-female police unit from India to Liberia in December 2006. The force was the first all-female police contingent ever deployed by the United Nations anywhere.[17] The unit in-

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14 The top five troop contributing countries as of April 2009 are Pakistan (10,626), Bangladesh (9,220), India (8,617), Nigeria (5,792) and Nepal (3,856). UN Department of Peacekeeping Operations, "Monthly Summary of Contributors of Military and Civilian Police Personnel", April 2009, http://www.un.org/Depts/dpko/dpko/contributors/.

15 Pampell Conaway, C. and J. Shoemaker, "Women in United Nations Peace Operations: Increasing the Leadership Opportunities". (2008), p. 6.

16 Data accurate as of July 2009. Sources: http://www.un.org/Depts/dpko/dpko/currentops.shtml and http://www.un.org/Depts/dpko/dpko/currentops.shtml.

17 UN News Centre, *India's All-Female UN Police Unit Serves as Inspiration for Liberian Women* (http://www.un.org/apps/news/story.asp?NewsID=33027&Cr=liberia&Cr1=).

cluded 125 members and increased women's representation to 6.6 per cent of the total number of peacekeepers in the UN Mission to Liberia (UNMIL).[18]

In August 2009, the United Nations highlighted the connection between women's participation in peacekeeping missions and the protection of women in countries where peacekeeping missions are deployed. In particular, an increase in the number of women in peacekeeping forces can help to empower the female population to report cases of sexual and gender-based violence. Ann-Marie Orler, Deputy UN Police Adviser, referenced seven peacekeeping missions to date[19] where UN police divisions have helped to create national specialized units to investigate and assist victims of gender-based and sexual violence. She noted that, "much more can be done if we have more female officers. However, we depend on Member States to nominate these [female] formations. The UN, therefore, strongly encourages police contributing countries to establish a policy that sets the percentage of the contribution of female police officers at par with the national gender ration".[20]

Resolutions 1325 and 1820 also underline the importance of women's active and meaningful participation in all peace processes as well as their representation in formal and informal decision-making at all levels. The provisions of both resolutions include improving partnerships and networking between local and international women's rights groups and organizations. Inclusion of women in peace processes and gender-sensitive provisions in peace agreements are important prerequisites for women's increased participation in post-conflict politics and civil society.[21] At the national and community levels, women often take on different roles during armed conflict, due to men being injured, displaced, or fighting. This can include more active involvement in public life, being solely responsible for providing for family members, and being members of fighting forces. Additionally, women are often very active in the formation of and participation in civil society groups that advocate for peace, or organizations that provide support and other services to survivors of violence.

Despite these new roles and activities, when peace negotiations begin, it is almost always exclusively men who participate. A recent study review-

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18 UN News Center, "UN hails decision by India to send 125 female police officers for peacekeeping", New York: UN Press Release, 1 September 2006, available *at: http://www.un.org/apps/news/storyAr.asp?NewsID=19696&Cr=Liberia&Cr1=&Kw1=Liberia&Kw2=&Kw3= (last visited: 2 September 2009).*

19 This includes the missions in Timor-Leste, Liberia, Kosovo, Southern Sudan, Haiti, Burundi and Sierra Leone.

20 UN News Center. "*UN Peacekeeping Missions Urged to bolster Number of Women Police Officers*". New York: UN Press Release, 7 August 2009, available at: http://www.un.org/apps/news/story.asp?NewsID=31715&Cr=sexual+violence&Cr1=peacekeeping (last visited: 2 September 2009).

21 International Alert. *Integrating Women's Priorities into Peacebuilding Processes: Experiences of Monitoring and Advocacy in Burundi and Sierra Leone.* London, UK: International Alert, 2008.

ing 21 major peace processes since 1992 revealed that only 2.4 per cent of signatories to the peace agreements were women. The study also showed that no women have been appointed as the Chief or Lead peace mediators in UN-sponsored peace talks, although women have been involved in peace talks sponsored by other institutions, such as the African Union. In the 10 cases where such information was available, delegations were comprised of 5.9 per cent women.[22]

Peace agreements lay the foundations for new legal and policy frameworks and for new or reformed political and security institutions. The absence of women's perspectives in these peace negotiations and peace agreements is a major shortcoming. Such an absence can have serious implications in post-conflict environments. Recognizing this, women around the world have struggled to have their voices heard. In Burundi, for example, after being excluded from the peace talks and the peace negotiations for years, women were finally allowed to take part in the Arusha peace talks with observer status thanks to pressure from international organizations. Advocacy by women from all political parties resulted in the inclusion of 30 provisions for women in the Arusha Accords, including ending impunity for gender-based violence, equal access to land and inheritance and the right to education.[23]

Shifts in gender roles during conflict can present an opportunity to negotiate more space for women's involvement in political and security institutions. In most societies, spaces for political decision-making are traditionally dominated by men and in the case of many conflict-affected countries obstacles to women's participation in politics remain numerous. Depending on the country context, a number of challenges can inhibit women's participation in political institutions, including:

- Economic dependence and low levels of literacy;
- Gender-based violence, particularly forms of structural discrimination such as the lack of rights for widows or little access to education for women and girls;
- Norms that legitimize unequal power relations and structural discrimination;
- Negative attitudes towards women's political participation;
- Insufficient political party or media support for women candidates;

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22 UN Development Fund for Women (UNIFEM), "Women's participation in peace negotiations: connections between presence and influence (Ongoing research)", New York, April 2009.

23 Lyytikainen, M. *Building Inclusive Post-Conflict Governance: How the EU Can Support Women's Political Participation in Conflict-Affected Contexts.* Brussels: Initiative for Peacebuilding, 2009, available at: http://www.initiativeforpeacebuilding.eu/pdf/Building_Inclusive_Post_Conflict_Governance.pdf. (last visited 2 September 2009).

- Lack of funds to conduct campaigns;
- Electoral systems that are not conducive to women's political participation.[24]

Once in office, women politicians also face challenges in promoting women's rights or placing other issues that are important to women on the policy agenda. Their role is often in the low echelons of party hierarchies, and only a minority of women is in a position to influence key decisions. Women who make it to positions of power within political institutions, for example as members of parliament, often lack the technical and political support required to undertake their tasks effectively.[25]

Certain post-conflict countries have been effective at using quotas to ensure women's participation in newly created political institutions. In recent years, countries recovering from conflict have featured prominently in the top 30 countries of women in parliaments, with Rwanda at number one.[26] However, quotas are an important but temporary measure. They need to be accompanied by training, sensitization and other structural measures to institutionalize the political space and opportunities for women to engage meaningfully at all levels of decision-making. Even when women are in decision-making positions, it is important to acknowledge that having more women in power will not necessarily lead to better representation of a broader constituency of women or of gender issues.

2.2.2. Prevention

Resolution 1325:

- Emphasizes the important role of women in the prevention of conflicts.
- Recognizes the need to increase the role of women in decision-making around issues of conflict prevention.

Resolution 1325 mandates that Member States:

- Ensure increased representation of women in institutions and mechanisms for the prevention of conflict.

Resolution 1820:

- Acknowledges that there are effective steps that can be taken to prevent sexual violence.

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24 M. Lyytikainen (2008). Op cit.
25 Ibid.
26 Inter-Parliamentary Union, *Women in National Parliaments, Situation as of 30 April 2009,* Situation as of 31 July 2009, at: http://www.ipu.org/wmn-e/classif.htm (last visited: 2 September 2009).

Resolution 1820 asks the Secretary-General and his Special Envoys to:

- Invite women to participate in discussions related to prevention of conflict.

Reinforcing the thematic area of participation, the resolutions specifically name conflict prevention as a particular focus for the participation of women. Prevention includes initiatives aimed at the mainstreaming of a gender perspective into all conflict prevention activities and strategies, the development of effective gender-sensitive early warning mechanisms and institutions, and the strengthening of efforts to prevent violence against women, including various forms of gender-based violence.[27]

All countries share a common interest in preventing conflict. In spite of this, effective conflict prevention is still not well understood, particularly with regard to its gender dimensions.[28] The UN has undertaken measures to promote a comprehensive approach to conflict prevention. For example, the United Nations Development Programme helps address the structural causes of violent conflict through development programmes that take into account possible drivers of conflict and the diversity of societies.[29] The Organization now includes a conflict prevention framework in its development activities, and takes a three-pronged approach to conflict prevention, focusing on integrating conflict prevention into development programmes; building national processes and mechanisms for conflict management; and building consensus through dialogue.[30] These efforts have led to increasing recognition of the socioeconomic causes of violent conflict and the urgent need for addressing them.[31]

There are a number of gender sensitive warning signs that may point to a higher likelihood of the outbreak of conflict. Gender dimensions of pre-conflict situations may include increased commercial sex trade around military bases when there is greater mobilization of soldiers; a rise in gender-based violence because of increased opportunities due to political instability and the absence

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[27] *Implementation of Security Council Resolution 1325 (2000) in Latin America and the Caribbean*. Online training course developed by the Office of the Special Adviser on Gender Issues and Advancement of Women (OSAGI) in collaboration with UN-INSTRAW and the Economic Commission for Latin America and the Caribbean (ECLAC). Peace Operations Training Institute: 2010; *Implementation of Security Council Resolution 1325 (2000) in Africa*. Online training course developed by the Office of the Special Adviser on Gender Issues and Advancement of Women (OSAGI) in collaboration with UN-INSTRAW and the Economic Commission for Africa (ECA). Peace Operations Training Institute: 2010.

[28] Moyroud, C. *Ensuring the Inclusion of Women in Conflict Prevention: New Guidelines on Conflict Analysis and Gender.* New York: UNDP BCPR Newsletter, 2007, available at: http://www.undp.org/cpr/newsletters/2007_3_fall/article3.htm (last visited: 2 September 2009).

[29] Ibid.

[30] See the UNDP website at http://www.undp.org/cpr/we_do/conflict_prevention.shtml.

[31] See the UN Department of Economic and Social Affairs website at http://www.un.org/esa/peacebuilding/.

of the rule of law; or gender stereotypes propagated by mass media as part of mobilization campaigns.[32] Women's organizations, and civil society organizations (CSOs) more broadly, can provide information and data on these and other early warning signs forewarning impending conflict. Furthermore, CSOs can play a key role in improving local capacities to resolve conflict by facilitating and supporting mediation mechanisms; facilitating dialogues to help build consensus on divisive issues; and strengthening the skills of key stakeholders for negotiation and consensus-building.[33]

Incorporating women and women's groups into conflict prevention processes includes taking into account and drawing upon the varied perceptions and perspectives of women on why certain conflicts have developed, how they should be handled, and what opportunities there are to prevent escalation. This can help to better inform conflict prevention and management efforts. Profiling conflict in such a gender-sensitive way could "help conflict prevention policy-makers and practitioners address more effectively the factors that influence unequal control of and access to resources by women and men which may be related to: general economic conditions (poverty levels, infrastructure, access to employment and employment benefits, etc.); nature of governance, socio-cultural and religious beliefs and norms; demographic factors, legal system and norms", among other factors.[34]

Initiatives have been undertaken to engage men and boys in discussions about preventing violence against women. For example, in March and April 2009, over 450 participants from around the world came together in Rio de Janeiro for the Global Symposium on Engaging Men and Boys in Gender Equality. The Symposium offered an opportunity for participants to share their work around challenging rigid gender norms and engaging men and boys in reducing violence against women and girls, promoting sexual and reproductive health, and exploring alternative masculinities. The Symposium produced a Declaration which, among other things, calls on national governments to up-

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32 UN-INSTRAW (2006), page 37; and *Implementation of Security Council Resolution 1325 (2000) in Latin America and the Caribbean*. Online training course developed by the Office of the Special Adviser on Gender Issues and Advancement of Women (OSAGI) in collaboration with UN-INSTRAW and the Economic Commission for Latin America and the Caribbean (ECLAC). Peace Operations Training Institute: 2010; *Implementation of Security Council Resolution 1325 (2000) and in Africa*. Online training course developed by the Office of the Special Adviser on Gender Issues and Advancement of Women (OSAGI) in collaboration with UN-INSTRAW and the Economic Commission for Africa (ECA). Peace Operations Training Institute: 2010.

33 United Nations Development Programme, *Fast Facts: Bureau for Crisis Prevention and Recovery*, New York: UNDP, http://www.undp.org/cpr/documents/fastfacts_conflict_prevention_final.pdf (last visited: 27 November 2009).

34 Sikoska, T. and J. Solomon. *Introducing Gender in Conflict and Conflict Prevention: Conceptual and Policy Implication.* Santo Domingo: UN-INSTRAW, 1999, available at: http://www.un-instraw.org/en/special-collections/conflict/introducing-gender-in-conflict-and-conflict-prevention-conceptual-and-policy-implications/view.html (last visited: 2 September 2009).

hold Security Council resolutions, including 1325 and 1820, and to proactively contribute to the elimination of all forms of gendered violence, including in times of armed conflict.[35]

2.2.3. Protection

Resolution 1325 asks Member States and other actors to:

- Protect women and girls from gender-based violence, especially sexual violence.
- Respect the civilian and humanitarian character of refugee camps and settlements.
- Take the special needs of women and girls into account when planning and managing settlements.
- Ensure protection of the human rights of women and girls in the constitution, and the electoral, police and judiciary systems.

Resolution 1820 asks Member States and other actors to:

- Strengthen judicial and health-care systems and services for survivors.
- Prevent sexual exploitation and abuse and ensure accountability for misconduct.
- Heighten responsiveness of personnel to sexual violence, for example, by deploying more women.
- Enforce military discipline, uphold command responsibility, train troops and vet those who have committed sexual violence.
- Evacuate persons under imminent threat to safety.

Resolution 1820 requests that the Secretary-General and relevant UN entities:

- Develop effective mechanisms for protection from violence, drawing on the experience and knowledge of women and women-led organizations.

Resolution 1820 requests that the Secretary-General:

- Develop guidelines and strategies to enhance the ability of peacekeeping operations to protect civilians from sexual violence and systematically include observations and recommendations in this regard in written reports to the Council.

The thematic area of protection includes initiatives that strengthen and amplify efforts to secure the safety, physical or mental health, well-being, economic security, human rights and dignity of women and girls. This area also includes the mainstreaming of women's rights into legal and institu-

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35 Declaration of the *Global Symposium on Engaging Men and Boys on Achieving Gender Equality*. Rio de Janeiro: 29 March–3 April 2009, available at: http://www.engagingmen2009. org/42?locale=en_US (last visited: 2 September 2009).

tional reforms, such as constitutional reforms that deal with equality and equal access. Furthermore, protection encompasses the incorporation of international treaties and conventions that protect women's rights into national legal provisions.

Resolution 1325 specifically stipulates that the area of protection covers the rights and security of women and girls in refugee camps and settlements. The United Nations High Commissioner for Refugees (UNHCR) has recognized that there are a number of important aspects of protection. These include ensuring the safety and well-being of refugees in countries of asylum; meeting the needs of refugees including, in particular, the special needs of victims of violence, and especially women who are single heads of households; ensuring the prompt investigation of allegations of sexual abuse and exploitation; enhancing women's meaningful participation in decision-making processes related to refugee protection; empowering women so that there is equitable camp governance; ensuring accessible and confidential complaint and redress mechanisms for victims of sexual abuse; and ensuring the existence of adequate remedial measures for victims of such abuse.[36]

Sexual violence is one of the most persistent human rights violations that women and girls face during and in the aftermath of armed conflict. In many contemporary conflicts, sexual violence has been used strategically to intimidate and demoralize opposing forces. Opportunistic sexual violence also occurs due to general insecurity and the absence or weakness of the rule of law. While the prevalence of sexual violence is being increasingly recognized, to date, the broader political, economic and social costs of sexual violence have been largely underestimated and ignored. Women's abilities to participate in society and to influence peacebuilding processes can be compromised by the threat or actual experience of sexual violence. For example, Afghan women participating in public life face threats, harassment and attacks. Threats and different forms of intimidation and attacks are physically and psychologically harmful. In addition to women who are directly targeted, this type of violence inhibits the participation of other women in development or political processes due to the threat of violence.[37] Further, sexual violence can have broader economic and social consequences. As International Alert found in Sierra Leone, sexual violence, "compounds many of the challenges that women face in post-conflict environments such as extreme poverty, the destruction of social networks and coping mechanisms, limited options for

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36 Physicians for Human Rights. *Nowhere to Turn: Failure to Protect, Support, and Assure Justice for Darfuri Women.* Cambridge: Physicians for Human Rights, 2009, available at http://physiciansforhumanrights.org/sudan/news/nowhere-to-turn.pdf (last visited: 2 September 2009).

37 UNAMA and OHCHR. *Silence is Violence: End the Abuse of Women in Afghanistan.* Kabul: United Nations Assistance Mission on Afghanistan and the Office of the United Nations High Commissioner for Human Rights, 8 July 2009, available at: http://unama.unmissions.org/Portals/UNAMA/vaw-english.pdf (last visited: 2 September 2009).

employment and livelihood-generation, and the inability to access education opportunities or adequate and appropriate health care".[38]

Though the prevalence of sexual violence in armed conflict is receiving increasing attention internationally, sexual violence continues to be surrounded by a culture of silence and impunity. The range and complexity of underlying causes and the many resulting consequences of sexual violence make it a difficult issue to address. The protection of women and girls from this type of violence is deeply rooted in international law.[39] Resolution 1820 was passed with the recognition that further action needed to be taken at the international level to prevent and prosecute sexual violence. It condemns the use of rape and other forms of sexual violence in conflict situations, stating that rape can constitute a war crime, a crime against humanity, or a constitutive act with respect to genocide.

2.2.4. Prosecution

Resolution 1325 asks Member States to:

- End impunity and prosecute perpetrators of genocide, crimes against humanity, and war crimes, including those relating to sexual violence.
- Exclude these crimes from amnesty provisions where feasible.

Resolution 1820:

- Notes that rape and other forms of sexual violence can constitute war crimes, crimes against humanity, or an act of genocide.
- Considers targeted sanctions against forces who commit rape and other forms of sexual violence in situations of armed conflict.

Resolution 1820 requests that Member States:

- Avoid amnesty for sexual violence.
- Prosecute perpetrators of sexual violence.
- That contribute troops to peacekeeping operations take measures to prevent sexual violence perpetrated by their troops and to take any necessary measures to ensure accountability.

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38 Barnes, K. with P. Albrecht and M. Olson, *Addressing Gender-Based Violence in Sierra Leone: Mapping Challenges, Responses and Future Entry Points*, London: International Alert, August 2007, available at: http://www.international-alert.org/pdf/Addressing_Gender-based_Violence_in_Sierra_L.pdf (last visited: 2 September 2009).

39 Please see Appendix II on the key documents and events in the formation of resolutions 1325 and 1820.

Related to protection, limited access to justice is a core challenge in the context of post-conflict peacebuilding and reconstruction. The injustice of violence and impunity for abuses during and after conflict is one of the long-lasting legacies of conflict and can make healing at the individual and societal levels even more difficult, especially for survivors of sexual violence. Resolutions affirm the responsibility of governments to put an end to impunity and to uphold the rule of law by specifying that crimes against women should not be included in the amnesty provisions of peace treaties. Peace agreements that include amnesty provisions are difficult to reconcile with the goal of ending the culture of impunity, which inspired the creation of International Criminal Tribunals and other transitional justice mechanisms.

The International Criminal Tribunal for the Former Yugoslavia (ICTY) and the International Criminal Tribunal for Rwanda (ICTR) have developed international legal standards and jurisprudence criminalizing sexual violence as a war crime, a method of torture, a crime against humanity[40] and an act of genocide.[41] The International Criminal Court has built on the jurisprudence of the Tribunals and further expanded the definitions of gender-based crimes included within war crimes, crimes against humanity and genocide.[42]

At the national level, the criminalization of gender-based violence, including sexual violence, differs significantly from country to country and often lags behind international legal standards. Countries who are parties to the Rome Statute of the International Criminal Court have the legal obligation to bring their domestic law in line with the Rome Statute, which would, in some cases, mean expanding the definitions of gender-based violence crimes domestically. Furthermore, the revision of laws to include gender-sensitive provisions must be backed up and reinforced by justice and security sector institutions. "For gender-responsive laws to be implemented and enforced, law enforcement institutions, such as the police, often need to be reformed to eliminate gender bias. In Liberia, Timor-Leste and Kosovo, specialized police units and an enhanced female presence in the police forces is encouraging women to engage with the police, both to register their complaints and join the service".[43]

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[40] International Criminal Tribunal for the Former Yugoslavia (ICTY), Tadic, Dusko IT-94-1-A, (International Criminal Tribunal for the Former Yugoslavia, 1999).

[41] International Criminal Tribunal for Rwanda (ICTR), ICTR-96-4-0001, Akayesu, Jean Paul, (International Criminal Tribunal for Rwanda, 1998).

[42] For example, in its elements of crime, the Rome Statute of the ICC names forced pregnancy as a crime against humanity when it has the intent of affecting the ethnic composition of any population or carrying out other grave violations of international law.

[43] UNIFEM. *Who Answers the Women–Gender and Accountability,* World Progress Report 2008-2009. New York: United Nations Development Fund for Women, 2008, available at: http://www.unifem.org/progress/2008/media/POWW08_Report_Full_Text.pdf (last visited: 2 September 2009), p. 13.

Violence against women is often not addressed in peace accords or subsequent legal reforms. In the worst cases, perpetrators are given amnesty as part of peace agreements. This can reinforce broadly accepted gender norms that lead to gender-based and sexual violence in the first place. In this way, gender-based vulnerabilities can become normalized in the post-conflict period and gender-based violence can go largely unpunished. However, "Effective prevention of violence against women is an important signal that the justice system is accountable to women."[44] In Liberia, one of the first laws passed following the election of Ellen Johnson Sirleaf was a law criminalizing rape and making it a non-parole offence.

The fourth thematic area of prosecution includes crimes committed by perpetrators that are a part of the armed conflict, as well as the UN personnel deployed in peace operations. This is in line with the UN "Zero Tolerance" policy dealing with sexual exploitation and abuse committed by peacekeepers.[45] The policy was created in the hopes of addressing sexual violence perpetrated by UN peacekeepers in various countries, including the Democratic Republic of the Congo. Because of the various legal agreements that TCCs enter into with both the UN and the host country, the responsibility for the prosecution of offending personnel lies with the contributing country, making it difficult for the UN to effectively punish and prosecute offenders. In this area, resolution 1820 requests that troop- and police-contributing countries engage in pre-deployment and in-theater awareness trainings and other actions to prevent troops from committing sexual abuse. Furthermore, the resolution requires that these countries ensure full accountability in cases of such conduct involving their personnel.

2.3. Implementing women and peace and security

Implementation of resolution 1325 has been carried out at the international, regional, national and local levels. While substantial work has been done at each level, much more could be done. Further, coordination among actors at all levels, to construct a system of mutually reinforcing mechanisms for implementation, continues to be a challenge.

2.3.1. Implementation at the international level

At the international level, the United Nations implements resolution 1325 through different actions taken by various UN entities around the world. This includes mainstreaming gender into operations and activities as well

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44 Ibid., p. 12.

45 United Nations Secretariat, "Secretary-General's Bulletin: Special Measures for Protection from Sexual Exploitation and Sexual Abuse", (ST/SGB/2003/13), New York: United Nations, 2003.

as increasing programmatic activities specifically on women and peace and security issues. For example, the Department of Peacekeeping Operations adopted a policy directive on gender equality in peacekeeping operations. Additionally, the Department has undertaken important initiatives to ensure that military police and civilian peacekeeping personnel are properly trained on the protection, rights and particular needs of women.[46]

Through the Inter-Agency Task Force on Women, Peace and Security, UN entities coordinate individual entity actions towards the goals of resolution 1325. The monitoring and coordination of the efforts within UN entities is overseen by the Office of the Special Adviser to the Secretary-General on Gender Issues and Advancement of Women (OSAGI) through the UN System-wide Action Plan (SWAP) on Women and Peace and Security. The SWAP provides a detailed outline of activities conducted by each UN entity that works in these areas.[47]

To reflect on UN and Member State action on resolution 1325, the Secretary-General prepares an annual report on women and peace and security, which includes good practices, lessons learned and the measurement of progress through impact assessments, results-based management tools and performance indicators. In addition to highlighting action plans, this report thoroughly reviews activities and actions taken by various actors to implement resolution 1325.[48]

2.3.2.   Implementation at the regional level

Regional action plans can be seen as an intermediate step between actions at the international level and those taken at the national level. Regional action plans and initiatives can play a complementary and mutually supportive role with national action plans. Despite this, to date, action to implement resolution 1325 at the regional level has largely been lacking. Nevertheless, there are several ongoing noteworthy regional processes.

The European Union (EU) has been active in promoting the implementation of resolution 1325 through the development of several legal and political documents that form a comprehensive normative framework. The most recent documents are:

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46 UN. *Women and Peace and Security: Report of the Secretary-General* (S/2008/622). New York: United Nations, 2008, available at: http://daccessdds.un.org/doc/UNDOC/GEN/ N08/523/14/PDF/N0852314.pdf?OpenElement.

47 UN System-wide Action Plan on Women, Peace and Security for 2008-2009 available at: http://www.un.org/womenwatch/ianwge/taskforces/wps/actionplan20082009/pdfs/ OCHA%202008-2009%201325.pdf.

48 United Nations Security Council, Report of the Secretary-General on Women and Peace and Security, 25 September, 2008, S/2008/622.

1. The *EU Comprehensive Approach for the Implementation of UN Security Council Resolutions 1325 and 1820 on Women and Peace and Security* (2008)[49] which gives the EU a more coherent policy framework to guide the actions of all its institutions on gender and peacebuilding issues; and

2. The European Council's Note on *Implementation of UNSCR 1325 as reinforced by UNSCR 1820 in the context of ESDP,*[50] which focuses specifically on EU peacekeeping missions.

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49 Barnes, K. *Turning Policy into Impact on the Ground: Developing Indicators and Monitoring Mechanisms on Women, Peace and Security Issues for the European Union.* Brussels: Initiative for Peacebuilding, 2009, p. 7.

50 Council of the European Union. *Implementation of UNSCR 1325 as reinforced by UNSCR 1820 in the context of ESDP* (doc 15782/3/08 Rev 3). Brussels: 3 December 2008, available at: http://register.consilium.europa.eu/pdf/en/08/st15/st15782-re03.en08.pdf.

The *Comprehensive Approach* outlines three perspectives that the EU commits to adopting: i) integrating women and peace and security issues in its policy and political dialogues with partner governments; ii) mainstreaming a gender approach in its policies and activities; and iii) supporting strategic actions targeting the protection and empowerment of women. The document also highlights training activities, exchanges of information, and issues the EU will consider in the context of its programmes at the country and regional levels.[51] The adoption of the Comprehensive Approach signifies an increased level of commitment and understanding of women and peace and security issues within the EU and outlines a more coordinated framework for the various EU institutions.[52]

While there has been no consistent regional initiative in Africa relating specifically to women and peace and security, the African Union (AU) has been an active supporter of resolution 1325. Additionally, there has been a great deal of action taken to mainstream gender in all AU programmes. In February 2009, the African Union released its "Gender Policy". The Policy document builds on a number of different policy commitments, including resolution 1325. It identifies eight areas for gender equality and women's empowerment targets,[53] and spells out commitments and obligations for each of the target areas. While the Gender Policy is not specifically focused on resolution 1325, it is an important action for operationalizing AU gender-policy commitments and is a step toward an AU-level 1325 action plan.

At the subregional level, the Economic Community of West African States (ECOWAS) has finalized the preparation of an action plan for the implementation of resolution 1325. The Southern African Development Community (SADC) and the Intergovernmental Authority on Development (IGAD) have also taken steps to include a gender perspective into policies and programmes. For instance, IGAD has developed a gender and early warning training manual.[54]

Although a specific regional approach to resolution 1325 has not been developed in Latin America, the region has a number of legal and policy initiatives on women and peace and security issues, including the Inter-American Convention on the Prevention, Punishment and Eradication of Violence against

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51 European Union, *EU Comprehensive Approach for the Implementation of UN Security Council Resolutions 1325 and 1820 on Women and Peace and Security*, Brussels: European Union, 2008.

52 Barnes, K., (2009), p. 11.

53 The areas are: The creation of an enabling and stable political environment; legal protection actions against discrimination for ensuring gender equality; mobilization of different players for gender equality in Africa; rationalization and harmonization of regional economic communities gender policies and programmes; resource mobilization; capacity-building for gender mainstreaming; gender mainstreaming in all sectors; maintenance of peace, security, settlement of conflicts and reconstruction. African Union, *African Union Gender Policy*, Addis Ababa: African Union, 10 February 2009.

54 UN (S/2008/622), 2008.

Women (Convention of Belem Do Para).[55] This Convention has been ratified by every country in the region except Canada and the United States and is enforced through the Inter-American Commission and the Court on Human Rights, which can consider cases of gender-based violence.

2.3.3. National level implementation

Because of their prominence in conflict resolution, peacebuilding and re-construction, national governments are the most central actors for the implementation of resolution 1325. As parties to armed conflict, contributors of peacekeeping troops, members of the UN Security Council and donors, their actions have a multidimensional impact on the lives of women affected by conflict. Since its adoption in 2000, it has become clear that national level implementation of resolution 1325 is critical to successfully addressing women and peace and security issues.

There are a number of ways in which countries have operationalized resolution 1325 at the national level. Some countries, such as Israel and Serbia, have included provisions on resolution 1325 in their national legislation, providing a means for their citizens to hold them to account for the implementation of the resolution. A number of governments have also made attempts to mainstream a gender perspective into different aspects of their peace and conflict policies. For example, Argentina has developed an action plan to mainstream gender into its defence policies. In other cases, it may be more effective and relevant to combine the implementation of multiple resolutions on women and peace and security in a joint plan, as has been done in Uganda, or to include actions to implement women and peace and security resolutions in overall women's action plans, as was the case in Fiji.[56] This may be a particularly effective course of action in conflict-affected countries where it is difficult, and often unnecessary, to make a clear distinction between activities under the women, peace and security agenda and broader gender issues since they overlap so substantially. Implementing resolution 1325 in this way can help ensure that activities are not duplicated and that there is a clear process for government ministries, donors and civil society organizations to engage with each other.

One of the key methods through which national governments are implementing resolution 1325 is the development of national action plans (NAPs).[57] A national action plan (NAP) is a document that details the actions that a government is currently taking, and those initiatives that it will undertake within

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55 *Inter-American Convention on the Prevention, Punishment, and Eradication of Violence against Women: "Convention of Belem Do Para" (*9 June 1994).

56 Website of the Government of Fiji: http://www.fiji.gov.fj/publish/page_11775.shtml.

57 Because resolution 1820 is relatively new, the majority of the national action plans to date have only covered resolution 1325. Nevertheless, because of their complementary nature, ongoing implementation efforts should strive to include provisions toward the realization of both resolutions.

a given time frame to meet the obligations contained in resolution 1325. The UN has strongly emphasized this type of implementation. In October 2002, the President of the Security Council called on UN Member States to pursue implementation of resolution 1325, including through the development of national action plans. This call was reiterated in the follow-up Presidential Statements of the Security Council. The Secretary-General's annual reports to the Security Council on women and peace and security in 2002-2009 consistently recommended that Member States accelerate the development of both national and regional action plans for the implementation of resolution 1325.[58]

Developing a NAP can increase the visibility and accountability of national efforts to implement women and peace and security policies. It can help tie "together the different policy and operational areas within a government's diverse institutions and programmes".[59] A NAP is an important first step in building mechanisms to ensure that Member States fulfil their promises and that their citizens can hold them accountable. The development of a NAP has a number of other benefits, including:

- **Coherence and coordination between government agencies:** Resolution 1325 is a broad resolution that requires Member State action in a number of different areas. A NAP is therefore a good mechanism for a government to reflect on what is already being done and to elaborate on further commitments and plans. A NAP allows government departments to have a clear division of labour and can help to identify potential civil society partners for implementing the resolution.
- **Improved monitoring and evaluation and enhanced accountability:** NAPs can provide objectives, benchmarks and indicators which can enhance implementation and increase accountability. Realistic and clear workplans often increase the effectiveness of monitoring and evaluation.
- **Increased ownership and awareness:** The development of a NAP provides a forum for discussion and the sharing of experiences on women and peace and security issues for people from diverse government agencies, CSOs and international organizations.[60]
- **Increased relevance:** NAPs can be "a way of pulling out the relevant parts of UNSCR 1325 and bringing them to national processes and frameworks, making the resolution relevant to domestic and foreign policymaking".[61]

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58 UN (S/2008/622), 2008.

59 Sheriff, A. with K. Barnes, 2008, p. 61.

60 Valesek, K. and K. Nelson, 2006; Sheriff, A. with K. Barnes, 2008; Gahr Støre, J. "The Launching of the Government's Plan of Action for the Implementation of UN Security Council Resolution 1325 (2000) on Women and Peace and Security". Oslo: Press Release, 8 March 2006.

61 Valesek, K. and K. Nelson, 2006, p. 5-6.

As of August 2009, 16 countries[62] have adopted and publicly launched national action plans on resolution 1325, and several other countries are in the process of developing NAPs. Depending on the context, NAPs can be and have been developed in many different ways to meet the requirements set by available resources, time frame and actors involved. "They can be stand alone or integrated into other existing policy frameworks; they can be developed quickly or through a more detailed consultation process; and they can be used as a tool for generating more awareness and ownership among different government stakeholders who will play a direct or indirect role in implementation."[63]

Because the greatest challenge to the realization of resolution 1325 is the translation of existing legal provisions and policies into concrete actions that impact the lives of people affected by conflict, it is important that any legislation or mainstreaming efforts are combined with a tangible action plan that outlines the responsibilities of all actors and includes a framework for funding and monitoring. Furthermore, it is important that national action plans are

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62 Countries that have already adopted NAPs for resolution 1325 are: Austria, Belgium, Chile, Côte d'Ivoire, Denmark, Finland, Iceland, Liberia, the Netherlands, Norway, Portugal, Spain, Sweden, Switzerland, Uganda and the United Kingdom.

63 Sheriff, A. with K. Barnes, 2008, p. 62.

closely linked to other existing policies relevant to peace and security in order to ensure that these issues are not addressed in an *ad hoc* fashion, but rather that a gender perspective is integrated across all aspects of policy and practice.

Implementation of resolution 1325 is most critical in countries that are currently experiencing or have recently been affected by conflict. Until recently, most NAPs were adopted by European Governments. A recent welcome development is the adoption of NAPs by conflict-affected countries in the global South, namely Côte d'Ivoire, Liberia and Uganda, as well as ongoing NAP processes in other conflict-affected countries.

There are a number of reasons that can help to explain the absence of national action plans in many countries around the world. These include the lack of political will, lack of awareness about the resolution, competing priorities, and the perception that gender issues are not important or are already sufficiently addressed in national policies. Conflict-affected and other developing countries also face problems such as scarcity of resources and limited capacity or technical expertise to undertake the planning process. An additional issue is the difficulty in translating broad goals into tangible policies and practices. The following sections aim to provide tangible examples of how resolution 1325 has been translated into national action plans.

3. Developing national action plans: coordinating actors and assessing strategic priorities

National action plans are developed by and for a government to translate the provisions included in resolution 1325 into actions to be carried out by different ministries, councils and commissions. Although government institutions are always at the forefront of the development of NAPs, civil society organizations, academic institutions, collaborating governments, and other actors can also be involved in planning processes. Engaging actors with different roles and functions can contribute to a planning process that takes into account a variety of different perspectives. This, in turn, can make the resulting NAP more inclusive and increase the level of ownership and commitment to its implementation.

Because women and peace and security issues are so broad, the participatory formulation of a NAP needs to involve all relevant thematic areas and ministries. A stakeholder mapping may be a useful exercise to identify the different groups that a planning process could involve as well as the roles and responsibilities that a NAP could designate to each of these actors (see table 3.1).

3.1. Collaboration and coordination

Before beginning the formulation of a NAP, it is crucial to raise awareness about resolution 1325 and to build political will within each group of stakeholders. Activities organized by civil society organizations, government institutions and international organizations can contribute to the dissemination of information, and to building momentum around the planning process. Such activities aim at informing all relevant stakeholders and increasing their involvement in the process. Awareness-raising is particularly important within government ministries that have not actively dealt with women and peace and security previously. Sensitization and capacity-building workshops or meetings held prior to beginning the formulation of a NAP can be a good way to involve different stakeholders. Such activities can help to ensure that different stakeholders are on the same page with regards to the content and formulation of the plan.

Once all relevant ministries have been effectively informed and convinced of the relevance of women and peace and security issues to their sector, there must be a process of internal organization among government offices to determine how the planning process will be undertaken. The first step in this is to determine who will lead the planning process. In order to ensure broad awareness

Table 3.1
Potential stakeholders in the formulation of NAPs

Government agencies and donor governments	Relevant ministries and departments may include: • Defence • Justice • Foreign affairs • Internal affairs/interior • Development cooperation • Gender equality/women • Social issues Bilateral donors, including "twinning" governments
UN entities	Relevant UN entities, such as: • UN peacekeeping missions (DPKO) • UN Development Fund for Women (UNIFEM) • UN Population Fund (UNFPA) • UN Development Programme (UNDP) • International Organization for Migration (IOM)
International, national and local civil society organizations	Civil society organizations covering a wide array of activities, such as: • Human rights organizations • Peacebuilding organizations • Development and humanitarian organizations • Women's organizations • Media • Academic institutions and think tanks • Religious groups

and buy-in, the planning process should sit within a high-level ministry and the action plan process should have high-level backers. This can help to raise awareness, political will and sufficient funding. A number of countries have demonstrated buy-in at the highest levels of government during the process of developing their NAPs. In Ireland, for example, Ministers from the current government have been present at major conferences discussing the possibility of an Irish 1325 NAP, and former Irish President Mary Robinson has been a strong advocate for the formulation of a plan. Similarly, in Finland, President Tarja Halonen and the Foreign Minister as well as a number of other Ministers were present at the launch of their own NAP, and Halonen also attended the launch of the Liberian NAP in March 2009.[1] Finally in Liberia, President Ellen Johnson Sirleaf has been a constant and vocal supporter of the formulation of their NAP.

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1   President of the Republic of Finland. *President Halonen in West Africa: Women Need More Opportunities*, Press release, Helsinki: 2009, available at: http://www.presidentti.fi/netcomm/news/showarticle.asp?intNWSAID=72309&intSubArtID=28424.

The choice of which ministry or ministries should lead the planning process largely depends on the country context. In developed countries, NAPs have targeted security issues outside their state borders and therefore have often been led by ministries for external issues, such as the Ministry of Foreign Affairs, as in Denmark, or a ministry covering development assistance and cooperation. National action plans in developing countries, on the other hand, have mostly focused on internal issues. For example, in Liberia, the planning process was led by the Ministry of Gender and Development. No matter which ministry or ministries lead the process, it is important that the responsible body has sufficient governmental support, resources and authority to generate a document that is supported and implemented by all relevant actors. It is also important to note that a Ministry of Defence may have more authority and resources to realistically implement NAPs and build strategic alliances across government than ministries of gender or women's issues, which can be rather marginalized and under-funded in most governments. It is probably too early to say what implications there are of housing a NAP in a gender or women's ministry, but it is important to acknowledge that their status in most governments can have implications for the sustainability of the plan.

In some countries, such as Belgium, Denmark, Iceland, Liberia, Norway, Sweden and Uganda, only one government agency initiated and led the formulation of the NAP, supported by civil society organizations and, in some cases, international organizations or donors. Another approach has been to form a task force or working group that involves relevant ministries and stakeholders within the government as well as actors from civil society, such as representatives from academic institutions and women's groups. Task forces, steering committees, and working groups allow different perspectives and needs to be heard. This can make the development process more inclusive and participatory. This approach was used during the formulation of the NAPs of Iceland,[2] and the Netherlands.[3]

In other cases, such as Austria, Côte d'Ivoire, Spain, Switzerland and the United Kingdom multiple ministries or ministry working groups jointly coordinated the formulation of the NAP. For example, in order to face the challenges of coordinating the different ministries, the UK formed a working group that consisted of members of the Foreign and Commonwealth Office (FCO), the Department for International Development (DFID) and

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2   Government of Iceland, Ministry of Foreign Affairs. *Women, Peace and Security: Iceland's Plan of Action for the Implementation of United Nations Security Council Resolution 1325 (2000).* Reykjavik: Ministry of Foreign Affairs, March 2008, available at: http://www.un-instraw.org/images/files/Plan%20of%20Action%201325.pdf.

3   Government of the Netherlands, Ministry of Foreign Affairs. *Dutch National Action Plan on Resolution 1325, Taking a Stand for Women, Peace and Security, Policy Department, DSI/SB.* The Hague: Ministry of Foreign Affairs, December 2007.

the Ministry of Defence (MOD).[4] The civil society network "UK Working Group on Women, Peace and Security" (now called Gender Action for Peace and Security, or GAPS), the UK Mission to the United Nations in New York and the Women's National Commission in the Department of Trade and Industry were also involved in the development of the initial draft of the NAP.[5] Forming a steering committee or working group can help to increase collaboration and communication between different ministries and provide the drafters of the action plan with multidimensional input and different perspectives on complex issues.

No matter what actors are included, the NAP development process should involve and coordinate all actors who will subsequently be involved in the implementation of the NAP. The involvement of a wide range of actors, such as representatives from civil society, international organizations and academic institutions, allows different perspectives and needs to be heard.

3.2. Involving other stakeholders

3.2.1. International organizations: supporting national initiatives to implement resolution 1325

The support of international organizations, including but not limited to the UN, has been crucial to the development of some NAPs, particularly in developing countries. For example, the United Nations Population Fund (UNFPA) strongly supported the development of Uganda's NAP; Côte d'Ivoire had the support of the United Nations Development Programme (UNDP); and Liberia's Ministry of Gender and Development worked with the Office of the Gender Adviser of the United Nations Mission in Liberia (UNMIL-OGA), UN-INSTRAW and other international organizations. In other countries, such as the UK and Italy, the Governments' diplomatic missions to the UN have been important advocates for resolution 1325 at the national level.

In Nepal and the Democratic Republic of the Congo (DRC), the UN has actively supported activities towards implementing resolution 1325. In Nepal, the UN and donor agencies established a forum to enhance implementation of 1325 among UN entities and donors called the Peace Support Working Group 1325 (PSWG 1325). This forum has worked to identify gaps at the policy and/or project levels. UNFPA provides secretariat support to PSWG 1325.[6]

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4   Government of the United Kingdom. *United Kingdom National Action Plan to Implement UNSCR 1325*, London: Government of the United Kingdom, March 2006.

5   The NGO Working Group on Women, Peace and Security, K. Lynes and G. Torry (eds). *From Local to Global: Making Peace Work for Women, Security Council Resolution 1325- Five Years On Report*, New York: The NGO Working Group on Women, Peace and Security, 2005, p. 54.

6   GAPS. *Global Monitoring Checklist on Women, Peace and Security: Afghanistan, Democratic Republic of the Congo, Nepal, Northern Ireland, Sri Lanka*. London: Gender Action for Peace

In the Democratic Republic of the Congo, the UN peacekeeping mission (MONUC) has initiated a variety of capacity-building and awareness-raising activities to advocate for a comprehensive implementation process.[7]

The European Union has supported civil society advocacy and cross-learning around national action plans in Europe, most recently through the Initiative for Peacebuilding. Several Members of the European Parliament have also expressed their support for resolution 1325.[8] Supporting the development of NAPs in conflict affected countries is also an explicit objective in the EU *Comprehensive Approach to the EU Implementation of Resolutions 1325 and 1820.*

3.2.2. Cross-learning and support between countries

The exchange of information and good practices between countries in the same region can be very helpful to the formulation of NAPs since the context, culture and infrastructure may be similar. Regional meetings can provide an excellent forum for such exchange. To this end, in 2007 and 2008, OSAGI organized two high-level policy dialogues on the national implementation of

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and Security, 2009, p. 89. Available at: http://www.gaps-uk.org/img_uploaded/Global%20Monitoring%20Checklist%20full%20resource.pdf.

7 Ibid., p. 61.

8 See for example: European Peacebuilding Liaison Office (2008) "Acting Together for Sustainable Peace: National Action Plans for UNSCR 1325", Roundtable, 4 March 2008, European Parliament. Available at http://www.eplo.org/documents/Report_4_March_EP_event_final.doc.

resolution 1325 in Latin America and the Caribbean and in Africa.[9] These dialogues were organized in collaboration with relevant regional commissions (the Economic Commission for Latin America and the Caribbean and the Economic Commission for Africa) and sponsored by the Government of Norway. The objectives of the Dialogue were to raise awareness among governments about the importance of national implementation of the resolution.

A year after the Dialogue in Latin America, Chile and Argentina held a bilateral meeting in order to share common experiences and approaches for developing national action plans (see the case study on Chile). Since both countries were in the process of developing their NAPs at the time, the meeting provided space for a sharing of good practices and lessons learned. Different mechanisms and strategies for coordinating local and national actors were also discussed. During the meeting, Pamela Villalobos, Gender Adviser of the Chilean Ministry of Defence, spoke about the gender policies that are being implemented in the Ministry, as well as the activities held and progress made towards the implementation of resolution 1325.[10] She noted that some of the main challenges when formulating a national action plan are resource allocation and ensuring that each government institution carries out its implementation responsibilities.

Another good example of an effective exchange of information during an action planning process was a discussion between the Swedish Government, the United Kingdom and the Netherlands that was held while the Swedish Inter-Ministerial Working Group was drafting the country's NAP. The discussion provided a forum for gathering recommendations and sharing experiences.[11] During the Norwegian action planning process, the Ministry of Foreign Affairs, which had the overall responsibility for the coordination and development of the NAP, consulted the Governments of the United Kingdom and Sweden. Additionally, the Government worked with a committee and two consultants from the International Peace Research Institute (PRIO) to develop and finalize its NAP and consulted several civil society organizations.[12]

International Alert has supported cross-learning in Africa and Europe around the implementation of resolution 1325. In July 2009, governmental civil society representatives from Burundi, Liberia and Sierra Leone met in

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[9] See: http://www.un.org/womenwatch/osagi/cdrom/start.html for more information about the HLPDs.

[10] Bi-national Seminar. *Gender Perspective and International Security: The Participation of Women in Peace Operations.* Buenos Aires, 4 November 2008.

[11] The NGO Working Group on Women, Peace and Security, K. Lynes and G. Torry (eds). *From Local to Global: Making Peace Work for Women, Security Council Resolution 1325-Five Years On Report*, New York: The NGO Working Group on Women, Peace and Security, 2005, p. 62.

[12] Government of Norway, Ministry of Foreign Affairs. *The Norwegian Government's Action Plan for the Implementation of UN Security Council Resolution 1325 (2000) on Women, Peace and Security.* Oslo, Norwegian Ministry of Foreign Affairs, March 2006.

Freetown to share information about NAP processes in the three countries, of which Liberia had adopted its NAP earlier that year and Burundi and Sierra Leone were both in the process of developing their NAPs. In Europe, civil society representatives from more than 15 European countries came together in Brussels in September 2009 to exchange experiences of advocating for, developing, implementing and monitoring NAPs and to formulate recommendations for the EU and its member States.

Bilateral financial support can be essential to the development of a NAP in any country, particularly in conflict-affected or post-conflict countries. The provision of funding can also lead to the exchange of information and further collaboration between two countries and can help to support monitoring and evaluation mechanisms. Through this process, donor countries can receive input, information and data from people directly affected by armed conflict, which can lead to women and peace and security policies that are better informed. The Irish Joint Consortium on Gender Based Violence, for example, organized an international conference in November 2008 to inform the Irish Government's NAP process. The conference organizers invited civil society advocates from Liberia, Northern Ireland and Timor-Leste in order to share good practices and formulate recommendations for the Irish NAP. Countries such as Norway, Denmark and Austria have provided funding to support advocacy work for the implementation of resolution 1325 in conflict-affected countries such as Liberia.

"Twinning" two or more countries with national action plans has been developed by the Irish Government as an innovative approach to provide more structured opportunities for cross-learning for governmental and civil society representatives as well as bilateral technical assistance and funding. This process could involve partnerships between a donor country and conflict-affected countries to provide peer-review and monitoring mechanisms as well as a platform for support for the implementation of resolution 1325. As such, twinning could fill two gaps often identified in NAP processes: the lack of sustainable funding mechanisms for developing country NAPs and a lack of perspectives and input from women in conflict-affected countries in developed country NAPs. This input could help developed countries develop better informed, strategic and relevant plans and policies.[13]

3.2.3.   Civil society advocacy

Civil society covers a wide range of actors who work at the international, regional, national and local levels. Civil society organizations (CSOs) work on the wide range of issues (see table 3.2) that are covered in resolution 1325. Because of this, there are a number of benefits to involving civil society organi-

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13 Goetz, A. *1325/1820 National Action Plans* (Presentation). New York, UNIFEM, 24 April 2009, available at: http://www.realizingrights.org/ppt/UNIFEM_April_24_NAPS.ppt.

zations in the formulation of NAPs. CSOs can raise awareness, create political will, contribute to advocacy initiatives, and provide important knowledge, input and critical views on security and gender-related topics. In post-conflict or transitional societies, where data has often been lost or data-collection systems destroyed, civil society can serve as an essential source for initial data collection and later on can provide data and other inputs to strengthen monitoring and evaluation processes.

CSOs can provide perspectives on the socio-cultural roots of gender-based discrimination and armed, domestic, psychological and other types of gender-based violence. CSOs that work at the local level often have knowledge

Table 3.2
Examples of civil society involvement in the formulation of NAPs[a]

Country	Civil society involved	Type of civil society involvement
Iceland[b]	CSOs and academic experts, e.g. University of Iceland	CSOs were involved in the design of the NAP. The Ministry of Foreign Affairs signed a Memorandum of Understanding with University of Iceland that set up an International Research Centre for Gender Equality and a Training Programme focusing on peacebuilding, post-conflict reconstruction and development.
Liberia	Representatives from local, national and international CSOs; media institutions; religious organizations; representatives of the private sector (finance and micro-credit institutions)	Through a steering committee and consultative round tables, CSOs gave input in the first drafting phase and were able to revise the first draft and comment on the issues raised and indicators developed. After the launch of the NAP, a CSO oversight mechanism was formed so that civil society might contribute to overseeing the implementation process.
Netherlands[d]	Peace organizations, churches, unions, women's groups, human rights organizations, academic institutions, scientific research organizations and other NGOs as well as with individual citizens	On 30 June 2007, the Dutch Government and members of civil society signed the Pact of Schokland, in which all signatories have expressed their commitment to take an active role and responsibility for the implementation of the Dutch NAP. CSOs, led by the Dutch Gender Platform WO=MEN, formed Working Group 1325 (WG 1325) and met regularly in order to formulate recommendations and feedback on the draft. The Working Group provided an inventory of its activities and issued an initial set of recommendations for a Dutch NAP and continued its overseeing role also during the implementation phase of the NAP. One year after the launch of the NAP, Working Group 1325 commissioned two consultants to undertake an evaluation of the implementation of the Dutch NAP in three focus countries: Afghanistan, Burundi and the Democratic Republic of the Congo[e].

Country	Civil society involved	Type of civil society involvement
Sweden[c]	Operation 1325, an NGO network, and other civil society organizations	Operation 1325, a network of five organizations established in 2003, started lobbying for a national action plan from the start and the Government's decision to develop a NAP was preceded by these advocacy efforts. During the drafting process, CSOs like Kvinna till Kvinna had regular meetings with the Government representatives in charge of the plan. In 2005, CSOs were invited to a workshop organized by the Collegium for Development Studies as part of their ongoing study on other countries' strategies of implementing SCR 1325, initiated by the Swedish Ministry of Foreign Affairs as a fact-finding project in the early process of drafting the first NAP. Later that year, a large group of civil society organizations were invited by the Ministry for a consultative seminar to discuss and scrutinize the NAP draft. When Sweden developed its second NAP in 2009, CSOs were again invited to contribute but some observers raised the concern that the process was not as interactive as during the development of the first action plan.
United Kingdom	Peacebuilding organizations, women's rights organizations, humanitarian organizations, independent consultants	Civil society organizations formed a policy network "Gender Action for Peace and Security" (GAPS UK) in 2006 to influence the UK NAP process. GAPS UK hosts the Associate Parliamentary Group on Women, Peace and Security, and works in close collaboration with policymakers to provide expertise on women, peace and security issues and to maintain resolution 1325 on the political agenda. In 2009, GAPS published the *Global Monitoring Checklist*[f], a resource monitoring UK implementation of their action plan in five focus countries: Afghanistan, the Democratic Republic of the Congo, Nepal, Northern Ireland and Sri Lanka.

a   For more information see also Annex 1.

b   Statement by Ambassador Hjálmar W. Hannesson, Permanent Representative of Iceland to the United Nations, *Open Debate in the Security Council on Women, Peace and Security*, New York, 29 October 2008, available at: http://eng.utanrikisraduneyti.is/publications/aifs/nr/4573.

c   Isabelle Nilsson, "Case study: Sweden", a case study document prepared for Conference on *National Implementation of UN Security Council Resolution 1325 in Europe*, 7-8 September 2009, Brussels.

d   Government of the Netherlands, 2007, p. 67.

e   Majoor, H. and M. Brown. *1 YEAR NAP 1325 - Evaluating the Dutch National Action Plan on UNSC Resolution 1325 After One Year of Implementation*. The Hague: Working Group 1325, December 2008, available at: http://www.un-instraw.org/images/documents/GPS/DutchNAP-EvalReportDec2008.pdf.

f   GAPS, 2009.

about the day-to-day realities of women, men, boys and girls. CSOs play a particularly important role in working with survivors of gender-based violence, providing legal, psychological and other support and advocating for equality

and justice. The inclusion of individuals and institutions that have worked with victims and perpetrators of violence, both during and after a conflict, are able to provide input on what is needed for their recovery and reintegration. When such CSOs are involved in the planning process, information that might otherwise have been left out or not considered can inform the NAP. The involvement and consultation of civil society organizations makes a NAP and the resulting implementation strategies and actions more transparent and democratic.

While most NAPs have been developed and implemented with the assistance of civil society (see table 3.1 and 3.2), the NAPs of Côte d'Ivoire and Spain do not mention any such collaboration.[14] External interventions, or those government-based interventions that do not include civil society engagement, run the risk of missing essential information, experiences and, consequently, the capacity to more effectively respond to the needs of all stakeholders or push for gender equality and sustainable peace. Governments should also consider ways in which they can consult with civil society organizations in conflict-affected countries while developing or monitoring their action plans.

3.3. Assessing strategic priorities

Given the differences in national contexts and priorities around women and peace and security issues, it can be difficult to compare and contrast national level approaches to resolution 1325. What is important is that a government develops a plan "that is relevant to its commitments and priorities related to women, peace and security issues, realistic given available capacity for implementation, resourced fully, and involves regular collaboration and coordination between a range of stakeholders".[15]

Conducting a women and peace and security assessment is a good way to start the process of identifying strategic priorities and evaluating current capacities, resources and gaps. A women and peace and security assessment is "a systematic data-collection process that aims to reflect a given situation. This process analyses the context—including different factors, actors, risks and needs—in order to determine programme objectives and create a baseline for future monitoring and evaluation".[16] It aims to gather information about key stakeholders and actors as well as the core issues relevant to the formulation of a NAP. This information then provides the basis for a comprehensive yet

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14 These plans do, however, mention consultations with various government agencies and with other partner governments.

15 Barnes, K. in Gunda-Werner-Institute. *Hoffnungstraeger 1325–Resolution fuer eine geschlechtergerechte Friedens- und Sicherheitspolitik in Europa.* Koenigstein, Ulrike Helmer Verlag, 2008.

16 Popovic, N. "Security Sector Reform Assessment, Monitoring and Evaluation and Gender". *Gender and Security Sector Reform Toolkit.* Geneva, DCAF, OSCE-ODIHR, UN-INSTRAW, 2008, p. 1.

targeted action plan. The assessment can also produce a data baseline, including establishment of specific indicators. This can provide a snapshot of the situation prior to the implementation of a NAP. The baseline can then be used, in conjunction with specific data-collection efforts, to monitor the implementation of a NAP, and to measure change in relation to the specific indicators established.

Two types of assessments can be very useful to the formulation of a NAP: context assessments, which provide an overview of women and peace and security issues in the country; and institutional audits, which assess the work of relevant government department(s) on women and peace and security issues; existing human and financial resources; and persistent gaps and needs.

3.3.1.   Context assessments

The purpose of a context assessment on women and peace and security issues is to provide a comprehensive overview and critical analysis on the current situation in a particular country. Gender dynamics are culturally specific, as are perceptions of peace and security. Assessments that focus on issues related to how men and women are differently affected by security threats, discrimination and violence can provide a government with context-specific information. This is an essential step towards the successful development of a NAP.

The range of issues highlighted in resolutions 1325 and 1820, such as the level of women's political participation or the extent of gender-based violence, should be covered in a women and peace and security assessment. Additionally,

there are issues that are covered implicitly in the provisions of the resolutions. Women's economic insecurity and lack of access to sustainable livelihoods, for example, are among the major obstacles to many of the aims articulated in the two resolutions, but are not specifically mentioned. It is important that context assessments fully explore factors that underlie other types of insecurities and inequalities to fully understand the women and peace and security situation. The socio-economic analysis techniques highlighted in table 3.3 can help to bring these factors to the surface.

Context assessments can bring to light elements in a country situation that might bolster implementation efforts as well as areas that can impede implementation of the resolutions. For example, in 2007, Medica Mondiale assessed women and peace and security issues in Afghanistan. The assessment identified a growing women's movement and economic growth, but found that the fragile security environment continued to be a major obstacle. In consultation with partner organizations from within and outside of Afghanistan, Medica gathered information about the potential implementation of resolution 1325, women's political participation, the promotion of women's rights and their protection from gender-based violence. The assessment concluded that "UN Security Council resolution 1325 presents a powerful counterpoint to the violent conflict and human insecurity prevailing in Afghanistan in 2006. Yet, for the resolution to take effect, immediate action toward its further implementation is required from the key stakeholders in Afghanistan's peacebuilding process. In order to ensure women's peace and security in Afghanistan, this effort needs to be supported by a long term vision, and strong political will led from the top."[17]

In order to assess women and peace and security issues prior to initiating the formulation of a NAP, a consultation with a variety of stakeholders may identify different topics that need to be analysed and sources of information about these topics. Participatory data collection through personal interviews, focus groups and other activities helps to raise awareness and to gather qualitative information on women and peace and security issues. Such methods also provide an opportunity for men and women at the community level to have their voices heard in national planning processes, which can help ensure that the plans reflect these realities and priorities.

A good example of a participatory context assessment was the one conducted in Liberia in preparation for the formulation of the Liberian NAP. The assessment included consultation with a variety of stakeholders such as governmental representatives, international organizations, community leaders, CSOs and academia. Participatory consultations were held across five counties in the traditionally marginalized south-east Liberia, where women and men were able to learn about the Government's NAP process and discuss their priorities.

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17 Oates, L. *Women, Peace and Security in Afghanistan, Implementation of United Nations Resolution 1325-Six Years On: Post-Bonn Gains and Gaps.* Kabul: Medica Mondiale, 2007.

Table 3.3
Gender and socio-economic analysis techniques[a]

Disaggregated statistics	The collection and analysis of data by categories (e.g. sex, age, ethnicity, etc.) in order to identify socio-economic gaps and patterns of discrimination in a given situation, such as those between women and men, or between women and men of various ethnicities.[b]
Gender-sensitive indicators	Measurements, numbers, facts, opinions or perceptions that reveal gender-related changes over time. These include indicators that are: • Disaggregated by sex (value for the indicator is calculated separately for men and women); • Gender-specific (related to policies explicitly targeted at men or women, e.g. quotas for women in parliament); • Implicitly gendered (e.g. number of reported rape cases); and • Chose specifically by women or men.[c]
Practical needs assessment	The measurement of the immediate needs of women that arise due to their subordinate status in society, such as disparities in living conditions, health care, employment, etc.[d]
Strategic needs assessment	The evaluation of the broader needs of women that challenge their subordinate status relative to men, such as legal rights, risk of violence, equal wages, participation in policy- and decision-making processes, etc.[e]
Participatory data collection	Participatory approaches recognize that local community members' involvement and support is of central importance in action planning and do not consider assessments only as an end in them selves but also as a process whereby citizens can share and analyse their knowledge concerns and perceptions. Specific techniques include: • Community mapping; • Interactive theatre; • Action planning; • Focus group discussions.[f]

a   Adapted from: Valasek K. and K. Nelson, 2006, p. 24.

b   San Francisco Commission on the Status of Women, *Guidelines for a Gender Analysis: Human Rights with a Gender Perspective*, San Francisco: San Francisco City and County Government, August 2000, available at: http://www.ci.sf.ca.us/site/cosw_page.asp?id=10854#howto (last visited: 2. September 2009).

c   UNDP. *Measuring Democratic Governance: A Framework for Selecting Pro-poor and Gender Sensitive Indicators*. New York and Oslo, United Nations Development Programme, Oslo Governance Centre, 2006; Barnes, K., 2009.

d   ILO Sub-Regional Office for South-East Asia and the Pacific. *Online Training Module on Gender, Unit 1: A Conceptual Framework for Gender Analysis and Planning*, 8 February 2005, available at: http://www.ilo.org/public/english/region/asro/manila/gender/modggn.htm.

e   Ibid.

f   CIDA. *Additional Resources: Participatory Appraisal Techniques*. Available at: http://www.acdi-cida.gc.ca.

Through personal interviews with a number of stakeholders and group discussions, several important topics regarding the implementation of resolution 1325 in Liberia were identified: the security sector, disarmament activities, health issues, socio-economic issues, media and communication, general awareness of the public on gender issues and international norms and legal provisions.[18]

Context assessments should include quantitative and qualitative information on the situation and status of women in a given country. An effective assessment, and the subsequent monitoring and evaluation (M&E) process, has to be designed with available data sources and statistics in mind (see table 3.4). Thus, a representative from the national statistics office or other research and data-collection institutions should be involved in both the assessment and in the formulation of the NAP. This may also contribute to increasing the gender-sensitivity of national data-collections processes, and improving the availability of sex-disaggregated statistics and other information on gender inequalities. Disaggregation of data on other factors such as age, ethnic group, religious beliefs, sexual orientation and social status may further help to identify information about the most vulnerable groups in a given society who may require special attention in particular areas.

Data collection can be challenging, particularly in post-conflict societies where data may have been lost and the infrastructure to collect national statistics may have collapsed. Additionally, some information may be difficult to collect due to cultural or logistical barriers. In (post-) conflict settings, a lot of information is considered confidential, particularly information about crimes committed against women or by security personnel. This type of information needs to be collected and managed in a responsible way so that the data collected does not contribute to provoking hostilities or generating resentment. The protection of people who provide information or evidence as witnesses is a particularly important issue. In addition, infrastructure, security, transport, water supply and electricity can often not be guaranteed, which contributes to an overall challenging context for information-gathering. Local civil society organizations can be important allies in data-collection processes, as their presence on the ground and their familiarity with local contexts may overcome many of these logistical and cultural barriers. CSOs that are involved in this type of work should be financially and technically supported.

3.3.2.   Institutional audits/analytical mapping of actors

Any meaningful NAP must be backed by sufficient financial and human resources and based on a realistic understanding of existing capacities, priorities,

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18 Adrian-Paul, A., N. Stolze and N. Popovic. *Women, Peace and Security in Liberia: A Baseline Assessment to Support the Implementation of Resolution 1325*. Santo Domingo: UN-INSTRAW, 2009 (forthcoming).

achievements, levels of commitment and challenges. An institutional audit can provide a government with institution-specific information that addresses these areas. This type of audit is an "independent, objective assurance activity designed to add value and improve an organization's operations. It helps an organization accomplish its objectives by bringing a systematic, disciplined approach to assess and improve the effectiveness of risk management, control and governance processes".[19] An audit aims to assess the existence of gender policies and their implementation; the availability of human resources, including personnel who have expertise on gender, peace and security issues; existing gender training; financial resources; and organizational culture.[20]

Often, different government departments and agencies routinely undertake activities that are consistent with the spirit of resolution 1325, but they may not be labelled as such. An institutional audit can help to identify the ongoing activities, gaps and areas of strategic priority related to resolution 1325 within a specific government. Further, the data collected during an institutional audit can serve as a baseline for future monitoring and evaluation.[21]

Several countries that have already formulated NAPs carried out institutional audits during their pre-planning assessments. In the UK, an inter-departmental working group was established to conduct an audit looking at gender-related activities across the government. This helped to identify existing initiatives and remaining gaps.[22] Norway hired two external consultants to conduct an audit of the government's implementation of resolution 1325.[23] In Sweden, the Ministry of Foreign Affairs prepared a review of ongoing activities on resolution 1325, which considered all of Sweden's existing development programming at the time.[24] The study included countries such as development programmes in Canada, the Netherlands and the United Kingdom and highlighted good practices and different methods of policy planning.

In preparation for the formulation of its NAP, Ireland's Conflict resolution Unit of the Department of Foreign Affairs (DFA) has requested coopera-

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19 OECD-DAC Working Party on Aid Evaluation. *Glossary of Key Terms in Evaluation and Results Based Management.* Paris: OECD, 2002, available at: http://www.docstoc.com/docs/1002682/OECD-Glossary-of-Key-Terms-in-Evaluation-and-Results-based-Managment (last visited 2 September 2009).

20 Underwood, T. *Developing a Revised Gender Audit Strategy for ACORD.* London: Agency for Cooperation and Research in Development, 2000, p. 4, available at: http://www.acord.org.uk/Gender%20Audit%20Report%20-%20T%20Underwood.doc (last visited: 2 September 2009).

21 Barnes, K. in Gunda-Werner-Institute, 2008; Valasek, K. and K. Nelson, 2006.

22 Long, A. *UNSCR 1325—UK Presentation on National Action Plan*, OECD, HDIM (DEL/417/07), 4 October 2007, available at: http://www.osce.org/documents/odihr/2007/10/27041_en.pdf (last visited: 28 May 2009).

23 Valasek, K. and K. Nelson, 2006, p. 36

24 Lindestam, G. *Making It Work. Experiences in Canada, the Netherlands and the United Kingdom Study.* Stockholm: Swedish Ministry of Foreign Affairs, 2005.

Table 3.4
Potential areas for research and data collection on resolution 1325[a]

Area	Indicator	Potential data source
National government financial resources	Budget allocated to national women's ministry or equivalent	National budgetary information, including ministerial budgets
	Budget allocated for promoting resolution 1325 and 1820	Ministerial budgets, donor information
Peace negotiations and peace agreements	Inclusion of CSOs within peace negotiation	Press releases, CSO shadow reports
	Number and percentage of women at national peace negotiations	Press releases
Governance and institution-building	Number and percentage of women on constitutional drafting committees	Press releases, government reports, CSO reports, institutional data
	Constitutional clauses for protection of women's/girl's rights	Constitution
	Number and percentage of women in decision-making positions	Government rosters; membership lists of political parties; Inter-Parliamentary Union statistics
	Number and percentage of women candidates	Election records
Security sector reform and disarmament, demobilization and reintegration	Number and percentage of women and girl combatants during the conflict	CSO reports, recruitment records
	Number and percentage of women and girls in the DDR processes	UN reports, governmental records, CSO reports.
	Number and percentage of women in police and military	Police records, military records
	Gender training and sensitization of national actors	Training records, curriculum, training evaluations
	Status of women within security personnel (pay, existence of sexual harassment, etc.)	Budget information, surveys, opinion polls, interviews
	Mechanisms for oversight of the security sector (both public and by civil society)	Legislation and policy documents; CSO reports
Transitional justice and judicial reform	Number and percentage of women as commissioners in truth and reconciliation or human rights commissions	Press releases, TRC records
	Number and percentage of women who testified by type of violation	TRC records
	Number and nature of provisions/recommendations in the TRC final reports on women and women's rights	TRC records

Area	Indicator	Potential data source
Transitional justice and judicial reform (*continued*)	Provisions for witness protection, particularly for survivors of sexual violence	Founding documents of transitional justice body, policy documents, press releases, CSO reports
	Definition of crimes covered under truth commission mandate	Founding documents of truth commission
Sexual and gender-based violence prevention and response	National government and/or civil society protection measures against GBV	Legislation, policy documents, civil society documents
	Number of reports to police of GBV and other abuses of women's rights	Police records
	Number and percentage of GBV successfully prosecuted	Court statistics, newspapers, CSO reports
	Legal provisions addressing GBV	Legislation, policy documents
	Capacity of security personnel to respond to GBV	Training records, recruitment records, police records, CSO reports
	Number and percentage of GBV survivors who received care and quality of care	Hospital records, CSO reports, surveys
	Infant and maternal mortality rates	National and international health statistics, e.g. WHO, UNDP
	HIV/AIDS infection rates disaggregated by sex.	National and international health statistics, e.g. WHO, UNDP
Economic participation	Female participation in formal/informal economies	National and international employment statistics, e.g. ILO
	Type of economic activities carried out by men/women	National and international employment statistics, e.g. ILO
	Access to education and level of achievement for girls and boys	National and international education statistics, e.g. UNDP
	Average incomes (disaggregated by sex)	National and international employment statistics, e.g. ILO

a   Adapted from GAPS UK Monitoring Checklist

tion from the Ministries of Justice and Defence, as well as other parts of the DFA for an audit of what Ireland is already doing on resolution 1325. The assessment will give the Conflict Resolution Unit, which is leading the formulation of the NAP, a better idea of Ireland's current initiatives and will help to identify the specific issues on which the NAP should focus.[25]

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25 Government of Ireland, Department of Foreign Affairs, Conflict Resolution Unit, personal communication.

After a women and peace and security assessment and/or institutional audit has been completed, it is essential to gather feedback about the assessment process. This can help identify any remaining gaps and can provide learning for future assessment processes. By collecting key findings and recommendations from civil society and other organizations involved, the process can be made participatory. Key findings should be summarized in a feedback report for future workshops and meetings. The feedback can highlight missing areas and potential gaps and make suggestions about further analyses that may be necessary. Focus group discussions about the assessment process and how it was conducted can broaden or focus future assessments or audits.

3.4. Lessons learned: developing national action plans

- The process of developing a NAP is as important as the final product. The process should be inclusive and participatory, giving particular consideration to potentially marginalized groups.
- The agency coordinating the planning process needs to have the authority to effectively lead the planning and implementation processes among the different ministries and other collaborating partners.
- International organizations can be important allies in supporting the development of a national action plan.
- The exchange of ideas, experiences and good practices between countries in the same region can provide important inputs to a planning process that reflect common challenges and opportunities.
- Civil society actors should be involved from the beginning in the formulation of a national action plan. Governments in the North should also consider ways to involve civil society organizations from conflict affected areas.
- The use of existing platforms and the establishment of networks to connect with other actors that work on women and peace and security issues can be an effective way of sharing information.
- Prior data and information gathering through a desk review and other information gathering methods, but also as part of an assessment, can help to avoid duplication and can aid in building on existing policies and plans.
- A context assessment can help to identify and address inequalities based on gender, race, ethnicity, age, migration status and other variables.
- A participatory context assessment is a key input to the formulation of an effective and relevant national action plan.
- Governments should assess existing policies, programmes and activities related to resolution 1325 in order to understand their strengths, existing capacities as well as key gaps.

Case study: Chile

Collaborating regionally to mainstream gender in the defence sector and peacekeeping missions

Over the past few years, Chile has become known for its record of developing gender-sensitive policies and reforms. Under the leadership of President Michelle Bachelet, the formulation of a national action plan on resolution 1325 began in early 2008, and culminated with the adoption of the Chilean NAP in August 2009. The Chilean NAP is unique because it focuses almost exclusively on the participation of women in the armed forces, putting particular emphasis on the role of Chilean troops in peace support operations.

Timeline: Development of Chilean NAP

8 March 2008	Inter-ministerial working group (Ministry of Defence, Ministry of Foreign Affairs, and the national women's service) is established in order to lead the formulation of the NAP.
July 2008	Thematic workshops in subgroups held to discuss content of plan.
November 2008	Bi-national seminar on "Gender Perspectives and International Security: The participation of women in peace operations" organized with the Government of Argentina.
March 2009	Draft NAP under revision.
4 August 2009	NAP is launched.

In March 2008, the Chilean Government began the formulation of its NAP by establishing a working group of representatives from the Ministry of Defence, the Ministry of Foreign Affairs and the National Women's Service (SERNAM). Throughout its first year, the inter-ministerial working group met on a regular basis to coordinate efforts to advocate for a comprehensive implementation strategy, forming eight thematic subgroups. The objective of these sub-group meetings was to brainstorm specific activities to be included in the NAP. In the defence sector, these subgroups focused on formal and academic education and capacity-building, as well as on operational issues in the military.

The objective of the working group's activities was to reflect on the participation of women in the armed forces, and to collect suggestions for improvement from participants. Meetings with different ministries and experts served a dual purpose: on the one hand the meetings offered an opportunity to present the content of the resolution; on the other, they were a chance to reflect on how to increase female participation in the armed forces. Drawing on the input from these meetings, the objectives of the NAP include the integration of gender training into the formal curricula of the defence and police academies; mainstreaming gender issues into defence and security policies; increasing technical capacity on gender issues in public institutions related to the security sector; and international collaboration and coordination on implementing resolution 1325.[a]

Collaboration between the Defence Ministries in the region has been a priority for the Government of Chile and has greatly influenced the formulation of NAPs. In this area, Chile has established strong relationships with Argentina, Bolivia, Ecuador and other countries from the region, particularly through its peacekeeping training center. The bilateral coordination between Argentina and Chile, particularly on defence issues, has been strong in the past and has also come into play in the development of gender-sensitive defence policies. While Argentina has developed an action plan for its Ministry of Defence to mainstream gender issues

Case study: Chile

Collaborating regionally to mainstream gender in the defence sector and peacekeeping missions (*continued*)

into military policies and activities,[b] Chile has tried to take a cross-governmental approach, involving its Ministries of Foreign Affairs, Health, and Education and the National Women's Service (SERNAM) to advocate for an cross-governmental NAP on women, peace and security that focuses on the inclusion of gender perspectives in the armed forces. A bilateral seminar in November 2008 on the exchange of good practices and lessons learned between Argentina and Chile provided the opportunity to discuss the experiences of both countries with regard to resolution 1325.[c]

The formulation of the Chilean NAP also involved civil society, mainly through a group of experts that gave input on the eight thematic areas of the NAP. This group included experts from academic institutions as well as prominent civil society organizations and was involved in the revision of the draft NAP. Coordination between the defence sector and civil society has been recognized as a challenge, as pointed out by the Gender Adviser to the Ministry of Defence, Pamela Villalobos: "security experts can have trouble understanding gender issues, while gender experts are often wary of the defence sector, which needs to be overcome in order to reach a mutual understanding and further collaboration".[d]

The NAP does not contain a specific section on monitoring and evaluation mechanisms. The lack of concrete indicators is aimed to be addressed in close future together with a annual reviews of the action plan's activities by the working group and all implementing Ministries that collaborate with or build upon the existing Ministerial Committee on Equality, and considering the input of the group of experts.

[a] Government of Chile, Ministry of Foreign Affairs. Plan de Acción Nacional Para la Implementación de la Resolución del Consejo de Seguridad de la Organización de las Naciones Unidas 1325/2000, "Mujeres, Paz y Seguridad", Santiago de Chile: Ministry of Foreign Affairs, 2009.

[b] Available on the website of the Ministry of Defence of Argentina: http://www.mindef.gov.ar/genero_consejo_politica.html.

[c] Bi-national Seminar "Gender Perspective and International Security: The Participation of Women in Peace Operations" Buenos Aires, 4 November 2008.

[d] UN-INSTRAW interview with Pamela Villalobos, Gender Adviser at the Chilean Ministry of Defence, (SERNAM) on the formulation of the Chilean NAP (15 June 2009, Santiago de Chile).

4. Implementing national action plans: harnessing resources, accountability and political will

While the process of developing a NAP is extremely important, it is in the implementation of the plan that the commitment of a government to gender, peace and security issues is really tested. It is important to draw lessons about implementation from the experiences of countries who have already adopted NAPs, including those that have taken innovative approaches to their implementation. The experiences of various countries in recent years have shown that there are significant challenges in ensuring that the right structures and resources are in place to translate the NAP into action and, eventually, impact. Additionally, the past few years have demonstrated a number of challenges in maintaining momentum, consolidating political will and holding governments accountable for their commitments to women and peace and security.

Ideally, implementation, monitoring and evaluation processes should be considered even during the development of a NAP. Because "implementation of the NAP is the most important aspect of the process, stakeholders have realized that planning for implementation, monitoring and evaluation of the NAP needs to be agreed and planned for from the outset".[1] This underlines the need to identify concrete actions, indicators, responsible actors, budgetary allocations as well as timelines within NAPs to enable all stakeholders to move more smoothly into implementing the plan.

4.1. Translating NAPs into action

When a national action plan is finalized and adopted, governments and other implementing agencies are faced with the challenge of turning the entities and actors that drafted the NAP into mechanisms that are able to lead its implementation and monitoring. Coordination between different ministries is often challenging. It requires clear planning and political will at a high-level within the government. Because of the number of different groups potentially involved in implementation, and subsequently in monitoring and evaluation, it is essential that a NAP include clear lines of responsibility and a delineation of

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1   Irish Joint Consortium on Gender Based Violence. *Stepping Up Ireland's Response to Women, Peace and Security: United Nations Security Council Resolution 1325.* Dublin: Irish Joint Consortium on Gender Based Violence, 2008, p. 21.

tasks for each actor involved. This is important so that relevant agencies and individuals can be held accountable for their part in the implementation process.

Coordination of implementation activities has taken a number of different forms in the existing national action plans. The most common method of coordination to date has been the establishment of an inter-agency working group or task force made up solely of representatives from governmental institutions. This approach has the benefit of bringing different actors around one table to ensure coordinated action, accountability, and the exchange of experiences and information. Inter-ministerial working groups have been put in place to oversee implementation efforts in Austria, Spain, Sweden and the UK, among others.

An example of an inter-ministerial working group overseeing the implementation of a NAP, is in Austria, where the Federal Ministry of European and International Affairs has established a working group of various government agencies.[2] The working group is responsible for coordinating, monitoring and reporting on the implementation of the NAP. The plan spells out which particular bodies are responsible for the implementation of each activity and requires that each actor report on the current status of its implementation efforts, develop indicators[3] and propose a time frame for when the first productivity and implementation report should be written.

The Norwegian NAP establishes a consultative body consisting of an inter-ministerial working group, research institutions and NGOs to exchange information and experiences from ongoing projects, where the Ministry of Foreign Affairs is responsible for any follow-up and revision required in the implementation of the NAP. The working group is requested to present its findings in an annual report delivered to the Ministry of Foreign Affairs.[4]

Where joint governmental and civil society working groups have been formed, the relationship and working methods of the groups may need to be revisited in the implementation phase. Working groups that were established in the Netherlands and Finland to develop the NAPs "have had to re-assess their purpose and goal following the completion of drafting and actors have

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2   The working group consists of the Austrian Development Agency (ADA), the Federal Chancellery (FCH), the Federal Ministry for Health, Family and Youth (FMHFY), the Federal Ministry for European and International Affairs (FMEIA), the Federal Ministry of the Interior (FMOI), the Federal Ministry of Justice (FMOJ), the Federal Ministry of Defence (FMOD). Federal Ministry for European and International Affairs, *"Austrian Action Plan on Implementation UN Security Council Resolution 1325 (2000)"* (Vienna: Federal Ministry for European and International Affairs, August 2007).

3   The Austrian Government uses their indicators in the national action plan as a benchmark that should be achieved by the time the action plan activity is completed.

4   Government of Norway, Ministry of Foreign Affairs. *The Norwegian Government's Action Plan for the Implementation of UN Security Council Resolution 1325 (2000) on Women, Peace and Security.* Oslo: Norwegian Ministry of Foreign Affairs, March 2006, http://www.un-instraw.org/images/files/Norway%201325%20Action%20Plan%20English.pdf.

been faced with the question 'what now?' following the launch of their NAPs".[5] As outlined in the Netherlands case study (see below), for example, the relationship between the Working Group 1325, other NAP signatories and the Dutch Government still needs to be defined and agreed upon. The Working Group's one-year evaluation of the NAP found that "the members of the Working Group and the Ministries of Foreign Affairs and Defence all clearly strive towards implementing NAP 1325 as well as possible, but opinions sometimes differ on the road to follow".[6] Additionally, there are differences within the civil society coalition on whether the Working Group 1325 should play more of a watchdog role vis-à-vis the government or cooperate with the government more closely in order to achieve as much as possible under the NAP.

In other plans, the government entity in charge of developing a NAP is also responsible for leading its implementation. This is the case in Côte d'Ivoire, Liberia, the Netherlands and Norway. Within the Dutch Government, the Ministry of Foreign Affairs (MoFA) is responsible for coordinating the implementation and monitoring of the Dutch NAP, and has appointed a 1325 Coordinator. Implementation is carried out by a number of agencies within the MoFA. The Ministry of Defence of the Netherlands is also a signatory of the NAP and is responsible for supporting its implementation.[7] Uniquely, the

5   Irish Joint Consortium on Gender Based Violence, 2008, p. 21.
6   Majoor, H. and M. Brown, 2008, p. 29.
7   Majoor, H. and M. Brown, 2008, p. 18.

civil society organizations and academic institutions that also signed on to the Dutch NAP act as implementing partners and coordinate their actions within the Working Group 1325 platform set up after the adoption of the NAP.

To take advantage of all opportunities and available resources, the implementation process should be dynamic and evolve over time. Actors tasked with implementing and monitoring the NAP have to be flexible and able to adapt to changing realities, including possible changes in governments.[8] For example, to ensure flexibility and broad-based input, the Spanish NAP includes a provision for input by CSOs, including the need for inclusion of amendments to the plan once it is formulated.[9] The Swiss plan also includes the possibility for civil society to submit revisions.[10] As NAPs are, or should be, time-bound documents, they should eventually be fully revised and a new plan should be developed at the end of the set time frame. Sweden, for example, adopted its second 1325 NAP in 2009, which allowed the Government to adapt its plan in the wake of the adoption of resolution 1820 in 2008.[11] Additionally, Denmark updated its national action plan in 2008 and incorporated achievements and lessons learned. It is important that both implementation and M&E processes allow government agencies to learn from past experiences and adapt to changing circumstances as needed.

The allocation of sufficient human and financial resources is a crucial component for the implementation of NAPs, but has often been a stumbling block. If provisions within the NAP are not clearly linked to specific departmental responsibilities and budgets, it is unlikely that civil servants with heavy workloads and long lists of deliverables will ensure that the plan is effectively implemented. In most cases, the implementation of NAPs will rely on the capacity, willingness, dedication and opportunities of individual civil servants rather than a more structured government-wide approach. Furthermore, experience with gender action plans in the past has shown that if no funding is allocated to implementation of the plan, which has often been the case, the plan is likely to have little impact.[12]

One good example in this regard is the Norwegian NAP, which requires that all Norwegian-funded projects promote the implementation of resolution 1325. This ensures that government officials across thematic and geographical areas, as well as agencies applying for Norwegian funding, will pay attention to the provisions of the resolution.

In conflict-affected countries, the government's ability to fully finance their commitments under NAPs is likely to be limited. In these cases donors should support the development and subsequently the implementation

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8   Irish Joint Consortium on Gender Based Violence (2008).

9   Ibid.

10   Ibid.

11   Government of Sweden, 2006.

12   Irish Joint Consortium on Gender Based Violence (2008).

of these plans. NAPs can act as a concrete framework for donors who wish to support government action to implement resolutions 1325 and 1820. It can bring the activities funded by different donors into one clear and strategic framework, as well as help align donor reporting requirements. Furthermore, NAPs should fit into and inform other donor government policies and action plans, such as those around peacebuilding, gender equality or development and poverty reduction.

To date, none of the European NAPs have explicitly included as a specific objective support to the formulation or implementation of NAPs in developing countries. Despite this, some governments have played an active role in supporting the formulation of NAPs in conflict-affected countries. For example, Austrian and Danish funding was crucial to the formulation of the Liberia NAP, supporting stakeholder consultations as well as the drafting process. Similarly, the idea of "twinning" between developed and developing countries that are developing NAPs can provide a framework for increased support, collaboration and exchange of information and experiences.

The provision of funding to civil society organizations or the channelling of funds through international NGOs or the UN system feature prominently in many of the donor country NAPs, e.g. Austria, Denmark, Finland, Iceland, Norway and the UK. This type of funding is aimed at projects that include research, capacity-building and programmatic work to support women in peace processes, participation of women in conflict prevention and reconstruction, and women's political participation. Funding the work of CSOs that provide support and services to women affected by conflict and that promote women's voices at all levels of decision-making is crucial to the promotion of resolution 1325. It is particularly important to support the work of grass roots and community-based initiatives, which are often the only providers of services and support but which also often have very limited capacity and access to funding. Donors need to improve coordination on women and peace and security issues and align reporting mechanisms in order to ease the burden on organizations that receive funding as well as to generate information that can help them better understand the impact of their interventions and strategies.

Although project-based support for the implementation of resolutions 1325 and 1820 through CSOs or various UN entities in conflict-affected countries is important, governments must not "outsource" their responsibilities with regard to resolution 1325 to outside agencies exclusively on a project basis. Instead, each government agency should also consider how it can work to support women affected by conflict. In addition to financial resources, technical capacity is particularly important in the implementation phase. Sufficient expertise and resources are needed in order to mainstream gender through all institutions and departments. Integrating a gender perspective into agencies' activities and programmes requires specific knowledge. This can be provided by gender advisers, leadership at a high-level and through capacity-building

among staff, such as through gender training. It is important that institutional structures, such as reporting mechanisms and staff performance assessments, promote a gender perspective so that staff members are provided a framework that encourages gender-sensitivity and also holds employees in relevant departments professionally responsible for implementing the NAP. Gender focal points can assist in including a gender perspective into security policies but political buy-in is needed at highest levels in Ministries of Defence, Foreign Affairs or Justice so that the issues do not become marginalized.

4.2. Maintaining momentum and ensuring accountability

As mentioned above, the process of developing a NAP provides a good opportunity for raising awareness and building political will across government agencies for action on women and peace and security issues. Awareness-raising efforts should be continued throughout implementation in order to secure continued commitment to the NAP.

The momentum developed during the formulation and adoption of a NAP is often hard to maintain when it comes to the day-to-day implementation of the plan. This is largely because progress is long term and often intangible. In the UK, for example, civil society organizations express frustration with the declining status of the NAP within the key government ministries in charge of implementing it, particularly the MOD and the Foreign and Commonwealth Office (FCO) (in comparison to a similar government document, the Gender Equality Action Plan of the Department for International Development).[13] Additionally, there is often fierce competition for limited government resources, particularly resources for security issues. Another factor is the difficulty in ensuring accountability for NAPs, which often span several government departments and can have less than concrete objectives.

Civil society organizations, parliamentarians and academic institutions can continue to play a crucial role after the adoption of NAPs to make sure that the plans are adequately implemented and that they do not decline in political urgency and visibility. CSOs and research institutes collect detailed information on the situation of women affected by conflict and can use this for targeted advocacy aimed at government departments as well as in broader awareness-raising and media campaigns. Civil society shadow monitoring activities can help keep the NAP on the government agenda and can highlight gaps in implementation.

Civil society organizations play an important role in maintaining governmental momentum for the implementation of NAPs, but they must also ensure that they do not lose momentum themselves after the adoption of a NAP. CSOs need to revise their own objectives and may find it necessary to consolidate ad hoc groupings that have come together to advocate for and to

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[13] Irish Joint Consortium (2008).

influence the NAP process into a more established working group or network with a credible voice on women and peace and security issues. This has been the case in the UK, where GAPS was formed from the ad hoc UK Working Group on Women, Peace and Security. In the Netherlands, civil society signatories to the NAP and other CSOs came together to form the Working Group 1325 (see case study below). In Belgium, CSOs have also recognized the need to establish a working group or joint platform to engage with the Government on women and peace and security issues.

In some countries, parliamentarians have also played a role in overseeing the implementation of the NAP. Working with parliamentarians to maintain political will is a complementary approach to civil society advocacy, and works well in countries like the UK, where parliamentarians can use a wider variety of accountability mechanisms vis-à-vis the government than those that civil society actors have at their disposal. In the UK, for example, a parliamentary forum, the Associate Parliamentary Group (APG) on Women, Peace and Security, was set up in 2006 to enable regular exchange between parliamentarians across the political spectrum, civil servants from the ministries leading the implementation of the NAP and civil society organizations. Progress in implementing the UK NAP is reviewed at an APG meeting every six months, when the Foreign and Commonwealth Office, the Department for International Development and the Ministry of Defence report on their activities over the past months. The Group uses various procedures at the disposal of British Members of Parliament to ensure that women and peace and security issues are on the parliamentary and government agendas, such as asking questions in Parliament; making contact with government ministers on specific issues; and inter-

vening during parliamentary debates.[14] The Parliamentary Group, coordinated by GAPS, has become an important mechanism for maintaining productive relationships between different government ministries, the NGO community as well as increasing awareness on the women and peace and security agenda in Parliament.

4.3. Lessons learned: implementing national action plans

- Implementation is the stage where the government's commitment to the issue is really tested. A realistic time frame for implementation and a commitment to regular review, evaluation and re-design improve the probability that the plan will be comprehensively implemented.

- Allocation of sufficient human and financial resources is necessary for full implementation of NAPs and should be considered already during the development of the plan. In conflict-affected countries, NAP can act as a concrete framework for donor funding.

- Sufficient expertise and resources are needed in order to mainstream gender through all institutions and departments.

- Gender focal points and specific institutions can assist in including a gender perspective into security policies but need the political buy-in by other departments and institutional authority in order to not remain marginalized.

- It is important to maintain political will and to keep assumed responsibilities clear throughout the implementation process. This has often been a challenge during the implementation of NAP. To reach its aim, the NAP needs high status within government.

- The role of civil society lobbying and parliamentary oversight remain crucial to make sure NAP does not slowly decline in political priority.

Case study: The Netherlands
Innovation in government-civil society collaboration

[The Dutch Action Plan] *can perhaps be best characterised as both a joint approach to women, peace and security by the Dutch Government, civil society and knowledge institutions, and a framework, as concrete as possible, within which these partners can coordinate their work better and more effectively. […] So far it is unique: there has been no other plan of this magnitude produced jointly by a government and civil society organizations.*[a]

The Netherlands launched its NAP on resolution 1325 in December 2007 following a six-month planning process. The NAP is signed by 18 partners, including three Government Ministries

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14 For more information, see Associate Parliamentary Group on Women, Peace and Security website at http://www.gaps-uk.org/APG.php.

(the Ministries of Defence, Foreign Affairs, and the Interior and Kingdom Affairs) and a range of development, humanitarian and human rights NGOs, and academic and research institutions. The Dutch NAP is unique in its involvement of civil society organizations as signatories, and as implementing partners, of the plan. The NAP recognizes that "getting results requires an integrated policy in the fullest sense of the word: working with NGOs, women's networks and their local partners, and Dutch knowledge institutions".[b]

Timeline: Development of Dutch NAP

June 2007	Schokland Agreement on Women, Peace and Security signed by CSOs, the private sector and Government.
August 2007	Drafting process starts, led by Ministry of Foreign Affairs; first draft of plan presented to civil society actors.
October 2007	Initial set of recommendations issued by NGO coalition.
December 2007	Dutch NAP is launched.

The development of the Dutch NAP was based on existing Dutch commitments to resolution 1325 as well as the Government's efforts to engage civil society on broader issues, particularly relating to the Millennium Development Goals. "The process that led to the NAP actually began in 2003, […] when the Women, Security and Conflict Task Force was created. This Task Force, comprised of civil society representatives and government officials, made several recommendations for national and international action. It continued its work until 2006 and inspired the process that resulted in the adoption of the NAP".[c]

The Government initially agreed to work towards a Dutch NAP at an event in Schokland in June 2007, where the Government signed the Pact of Schokland, which consisted of a series of agreements between Government and the public on efforts to reach the MDGs. The drafting process began in August 2007 and was led by the Ministry of Foreign Affairs. Soon after, the Government presented civil society actors with a first draft of the plan.

When CSOs became aware that the Government had started drafting an action plan, a number of groups[d] decided to work together to provide a coherent and thorough response. CSOs, led by the Dutch Gender Platform WO=MEN, formed Working Group 1325 (WG 1325). The Group met regularly in order to formulate recommendations and feedback on the draft.[e] The Working Group provided an inventory of its activities and issued an initial set of recommendations to be considered in the formulation of a Dutch national action plan.

Because of their coherent and effective work, CSOs were subsequently invited to meet with Government officials on a regular basis.[f] A small committee was set up, made up of Government representatives, CSOs, and think tanks, and coordinated by the Women and Development Division of the Ministry of Foreign Affairs. According to the Dutch Government: "This broad spectrum of expertise and experience in the field of women, peace and security, brought together in a single committee, resulted in a thorough analysis, well-thought-out objectives and common commitments".[g]

On 4 December 2007, only six months after the pact of Schokland, the Dutch NAP was launched. The plan identifies a multitude of roles for civil society, including as watchdogs for monitoring the implementation of policies once they have been adopted and in making a contribution to international debates on resolution 1325 and its implementation. Further, the NAP mentions the effectiveness of implementing resolution 1325 through support for local women's organizations in conflict-affected countries and in making the voices of women heard in public policy debates at both the national and international levels.

Case study: The Netherlands
Innovation in government-civil society collaboration (*continued*)

Since the launch of the Dutch NAP, the nature of WG 1325 has changed from a temporary net-work for collaboration to a more permanent coordination and advocacy body. The WG meets approximately once per month and holds formal meetings with government representatives twice a year.[h] "The WG 1325 sees its role as twofold: on the one hand, the WG 1325 will co-operate with the Dutch Government to implement the NAP 1325 as well as possible under existing circumstances. In this regard, members have their own programme and projects and lobby activities on the NAP 1325. On the other hand, the WG 1325 seeks to monitor the activities of the Dutch Government and perform concerted advocacy and lobby activities in response to gaps identified".[i]

Some of the key challenges identified during the first year of implementation of the NAP have included the difficulty in coordinating the number of civil society actors and in streamlining processes with all relevant ministries. The lack of clear indicators in the plan has also made monitoring more difficult. To address this, to this effect the external one-year evaluation of the NAP suggests specific indicators that could be used to monitor the plan.[j] Regardless of these challenges, commitment to the NAP and resolution 1325 remains strong within both the Dutch Government and civil society.

a   Government of the Netherlands (2007). Op cit. p. 11

b   Government of the Netherlands, 2007, p. 9.

c   "UN-INSTRAW Interview on the National Action Planning Process on Women, Peace and Security in the Netherlands, with Bert Koenders, the Dutch Minister for Development Coopera-tion", Santo Domingo: 3/14/2008 6:49 AM, http://www.un-instraw.org/en/gps/general/imple-mentation-of-un-scr-1325.html.

d   Aim for human rights, Amnesty International Nederland , Cordaid, Fatush/Cos, Gender Concerns International, Interchurch Organisation for Development Cooperation (ICCO), International Fel-lowship of Reconciliation (IFOR) / Women's Peacemakers Program (WPP), IKV Pax Christi, Justi-tia et Pax, Multicultural Women Peacemakers Network (MWPN), Nederlandse Organisatie voor Wetenschappelijk Onderzoek (NOW), Oxfam Novib, PSO, Redeem Hope, SCSI, Stichting Azza voor Soedanese vrouwen, Stichting Vrouwenorganisatie Nederland-Darfur (VOND), Platform Vrouwen & Duurzame Vrede (VDV), VluchtelingenWerk Nederland, Tilburg University • Women's Global Network for Reproductive Rights (WGNRR), WO=MEN, Dutch Gender Platform, Wagenin-gen University and Research Centre (WUR).

e   Geuskens Geuskens, I. Militarism, Security and Peace: 1325—Challenges and Opportunities in National Action Plans. The Hague: Presentation at the WIDE Annual Conference, 10 October 2008.

f   Irish Joint Consortium on Gender Based Violence (2008). Op cit. p. 19.

g   UN-INSTRAW interview with Bert Koenders (2008).

h   Geuskens, I., 2008.

i   Majoor, H. and M. Brown, 2008, p. 8.

j   Irish Joint Consortium on Gender Based Violence (2008). Op cit. p. 19.

5. Monitoring national action plans: measuring progress and assessing impact

In the hopes of proving the phrase "what gets measured gets done", many initiatives have attempted to identify and operationalize appropriate monitoring and evaluation (M&E) tools and indicators for the implementation of resolution 1325. These include activities undertaken by governmental and intergovernmental bodies as well as civil society organizations, which often play a "watchdog" role in terms of the implementation of NAPs. M&E allows those who are responsible for programmatic activities to track results, inform future planning efforts, and judge what is working and what could be modified. Further, M&E contributes to institutional learning or the "continuous, dynamic process of investigation where the key elements are experience, knowledge, access and relevance".[1]

Despite the substantial work done to identify effective M&E tools, however, there remains confusion, contradicting definitions and a vivid debate around which specific tools are the most useful and best support implementation efforts. Additionally, despite the importance of M&E as a support for sustained and effective implementation, most NAPs to date fail to incorporate any concrete or explicit provisions for monitoring, reporting or detailed information about who is accountable for implementation (see table 5.1). Those that do include this type of information rarely back up these planned activities with adequate and verifiable indicators. This section aims to outline existing monitoring and evaluation mechanisms that have been applied in existing national action plans and highlight examples of practices that seem to have worked in each specific context.

5.1. Defining monitoring and evaluation

As defined by the UNDP Handbook on Monitoring and Evaluating for Results, monitoring is a "continuing function that aims primarily to provide… main stakeholders with regular feedback and early indications of progress or lack thereof in the achievement of intended results. Monitoring tracks the actual performance or situation against what was planned or expected according to pre-

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[1] Church, C. and M. Rogers. *Designing for Results: Integrating Monitoring and Evaluation in Conflict Transformation Programs*. Washington D.C.: Search for Common Ground, 2006, p. 83.

Table 5.1

Comparison of monitoring provisions within national action plans[a]

Denmark **(June 2005)**	• No indicators or monitoring information.
Norway **(March 2006)**	• No indicators. • Yearly implementation evaluation by the Ministry of Foreign Affairs. • Living document to be revised regularly in cooperation with relevant national authorities and other interest actors.
United Kingdom **(March 2006)**	• No indicators, no publicly-available monitoring or accountability framework. • HMG has prepared one update to the national action plan.
Sweden **(June 2006)**	• No indicators, but regular follow-up, midterm evaluation. • Living document which will be developed to meet new needs as they are identified. • Revised NAP released in 2009.
Switzerland **(March 2007)**	• No indicators. • Yearly meeting of relevant stakeholders to assess implementation. • NAP is designed to evolve, be updated and completed whenever necessary.
Austria **(August 2007)**	• Specific activities with clear lines of responsibility, baseline status, indicators and timeline. • Annual report to be delivered to the Council of Ministers, forwarded to Parliament.
The Netherlands **(Dec. 2007)**	• No indicators. • Includes an Action Point Matrix with focus area, goal, activity and responsible actor. • Evaluated by consultants in 2008.
Spain **(early 2008)**	• No indicators. • Plan will be subjected to continuous tracking and an annual report will be submitted by the inter-ministerial group.
Iceland **(March 2008)**	• No indicators. • Will be revised and updated three years after release, following consultations with civil society and academic experts. • Includes 10 action items with corresponding activities.
Finland **(Sep. 2008)**	• No indicators. • Defines objectives and actions. • Will report on the implementation to, inter alia, Advisory Board on Human Rights.
Uganda **(Dec. 2008)**	• Identifies five goals with strategic objectives, strategic actions, performance indicators, impact and key actors for each. • Includes an extensive reporting and M&E framework.
Belgium **(Feb. 2009)**	• General activities listed but no specific indicators. • Annual evaluations by relevant Government departments resulting in recommendations. • Evaluation by civil society in 2010 to input into development of Belgian EU presidential priorities (July-Dec 2010). • Evaluation in 2012 when, if necessary, amendments can be made.

Liberia (March 2009)	• Over 190 indicators, which will be consolidated into 8-10 high-priority indicators.
	• Interim and final progress report to be developed by the Government.
	• Living document that can be adapted according to changes in the Liberian context.
	• Civil Society Monitoring Observatory will produce a shadow report by 2013.

a   Table adapted from Barnes. K., 2009. This information is based only on publicly available and English language information, and so may overlook any internal non-public mechanisms that have been set up.

determined standards".[2] Evaluation, on the other hand, is the "systematic and objective assessment of an ongoing or completed project, programme or policy, its design, implementation and results. The aim is to determine the relevance and fulfilment of objectives, efficiency, effectiveness, impact and sustainability".[3]

Both monitoring and evaluation utilize data to inform decision-making and to contribute to generating lessons learned, though they differ in terms of when and how often the activities are carried out and what decisions each informs (see table 5.2).[4]

As mentioned, it is important to continuously check if the objectives of the NAP need adjustment in response to changing contexts of implementation, and if the "activities required to achieve the desired results are on track to be implemented effectively, and are having the intended effects".[5] These types of feedback are particularly important since the majority of NAPs to date are open-ended and explicitly provide for revisions and adjustments. For instance, the Belgian NAP will be evaluated and analysed on an annual basis and recommendations will be formulated. After two years, in 2010, the NAP will be evaluated by civil society and their recommendations handed over to the Government. Finally, in 2012, the plan will be evaluated by the Government as well as by the civil society working group, and revised according to the conclusions of the evaluation.[6] The NAPs of Côte d'Ivoire, Iceland, Liberia, Norway, Sweden and Switzerland include similar "living document" provisions that allow for adjustments and revision on an ongoing basis during their implementation.

National action plans on resolution 1325 are gender-focused documents, all activities and processes, including M&E, must be undertaken in a gender-sensitive way in order to show the extent to which a particular activity is effectively working towards the provisions contained in resolutions 1325 and 1820. In particular, this includes the collection of data that is disaggregated by

2   UNDP. *Handbook on Monitoring and Evaluating for Results*. New York: United Nations Development Programme Evaluation Office, 2002, available at: http://www.undp.org/eo/documents/HandBook/ME-HandBook.pdf (last visited: 2 September 2009).

3   OECD-DAC Working Party on Aid Evaluation. *Glossary of Key Terms in Evaluation and Results Based Management.* Paris: OECD, 2002.

4   Church, C. and M. Rogers, 2006, p. 83.

5   Quoted in Popovic, N., 2008, p. 11.

6   Government of Belgium, 2009.

Table 5.2
Distinguishing monitoring and evaluation[a]

	Monitoring	**Evaluation**
What is it?	Ongoing collection and analysis of data on progress toward results, changes in the context, strategies, and implementation.	Reviewing what has happened and why, and determining relevance, efficiency, effectiveness, impact, etc.
Why do it?	• Inform day-to-day decision-making. • Accountability and reporting.	• Strengthen future programming. • Provide evidence of success. • Deepen our understanding of how and why things work.
Who does it?	Programme staff and/or partners and/or participants.	External consultant, staff, participants or combination of these groups.
When to plan	At design stage.	Core decisions taken at design stage and refined prior to implementation.
When to implement	Throughout the programme – periodically, frequently or continuously.	• Midterm (formative). • Completion (summative). • After completion (impact).

a   Ibid.

sex, age and other social, economic and political variables in order to consider the differential impact that planned activities may have on different groups.[7]

5.2. Dividing responsibilities

Depending on the country context, a variety of actors can potentially be involved in monitoring and evaluation of NAPs. These actors can include governmental bodies and institutions, members of civil society, and independent experts and consultants. As with implementation, a NAP must include a clear delineation of what actors are responsible for the various tasks involved in M&E.

As noted, a variety of actors is often engaged in the formulation and implementation of NAPs. Because monitoring occurs throughout the implementation of the plan, the actors involved are often also in charge of monitoring, and should have the required technical knowledge and capacity. Reviews and evaluations conducted internally can have long-term benefits for the agency or institution, since the skills acquired remain in-house and can be used for future assessments and evaluations. Furthermore, staff members are more familiar with the institutional history, approach, organization and assumptions that underlie the NAP.[8]

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7   World Bank. *Integrating a Gender Dimension into Monitoring & Evaluation of Rural Development Projects.* Washington, D.C.: World Bank, 2001, available at: http://sitesources. worldbank.org/INTGENDER/Resources/metoolkit.pdf (last visited: 2 September 2009).

8   Church, C. and M. Rogers, 2006, p. 127.

As a complement to ongoing internal evaluation, periodic external evaluation of the implementation of a NAP can help to challenge implicit assumptions and organizational norms that have become standard practice, independently of political interests or bureaucratic fatigue. This can help to achieve a more objective evaluation of programming, which can lend the evaluation, and the implementation of the NAP, greater credibility.[9] Civil society organizations, in particular organizations outside the government that are already involved with women and peace and security issues, can act as external evaluators of the implementation of NAPs. Such organizations may have access to privileged community-based information that national governmental institutions may not be able to access.

For example, the Dutch Working Group 1325 has had a considerable input in the M&E of the Dutch NAP. Through monthly meetings, the Working Group gives continuous input and support to the monitoring of the activities outlined in the NAP. The Working Group produced a one-year evaluation which was conducted by two external consultants and compiled through semi-structured interviews with key stakeholders and desk research. It "focused on peacekeeping missions, security sector reform (SSR) and development cooperation in three conflict/post-conflict countries where Dutch engagement is high: Afghanistan, Burundi and the Democratic Republic of the Congo (DRC)"[10] and suggests indicators for a more effective measuring of the impact of the different initiatives especially outside of the Dutch state borders.

Of the NAPs that have already been developed, many put the agency (or group of agencies) that is responsible for implementation in charge of coordinating M&E activities as well. For example, in the NAP of Switzerland M&E is a decentralized process, where the ministries in charge of specific activities are also in charge of monitoring and evaluating them. In other cases, M&E activities are coordinated by a lead agency. In Uganda, the ministries and institutions that are responsible for the development of the NAP are also responsible for M&E processes. The Ministry of Gender, Labour and Social Development is responsible for the facilitation of the M&E process by providing benchmarks and indicators as well as for measures such as annual reporting on implementation, task forces in charge of monitoring and focal points for implementation. The Belgian and Norwegian NAPs contain similar provisions.

The responsibility for the M&E of the NAPs of Austria, Côte d'Ivoire, Finland, Spain and Sweden lies with their inter-ministerial working groups responsible for the implementation. In Côte d'Ivoire, a National Coordinating Committee, chaired by the Ministry of the Family, Women and Social Affairs, will be established in order to gather government and civil society stakeholders together to report to the government on the status of the NAP. The group will publish a progress report on the plan and the results achieved. Additionally,

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9   Ibid.

10   Majoor, H. and M. Brown, 2008, p. 4.

smaller M&E committees will be set up for each project related to the implementation of the plan. These committees will be made up of government and civil society stakeholders working in the specific areas of the NAP, and will produce regular reports on activities carried out and results achieved.[11]

The Liberian NAP includes several groups in its M&E processes, among them a Civil Society Monitoring Observatory made up of women's groups and other NGOs that has been specifically established to oversee the implementation of the NAP; the 1325 National Steering Committee, made up of representatives of governmental institutions, UN entities and civil society organizations and which was the leading force behind the formulation of the NAP; and a Technical Monitoring and Evaluation Task Force comprised of technical experts from government ministries and agencies, including the Ministry of Planning and Economic Affairs and the Liberian Institute for Statistics and Geo-Information Services.[12] In addition to these national bodies, the M&E process is decentralized to the county level, where M&E will be the responsibility of the Gender County Coordinators and County Support Teams. The accountability and responsibility for implementation of the Liberian NAP will, however, rest primarily with the relevant ministries.[13]

5.3. Civil society involvement in monitoring and evaluation

As was noted above, civil society actors have been incorporated in a number of M&E activities around the implementation of NAPs. CSOs and other civil society actors can provide important feedback and views on national policies through shadow reports, data collection and analysis. When CSOs are included in NAP review meetings and can provide input into evaluation reports, the ministry responsible for leading the implementation process can benefit from multidimensional feedback. This can help the ministry continuously improve and increase the effectiveness of its own activities, programmes, and projects. Furthermore, CSOs can support accountability and monitoring processes in the following ways, by:

- Providing expertise on the impact of conflict on women and women's role in conflict resolution and peacebuilding to governments.
- Acting as a conduit of information from the field to policymakers by providing support to grass-roots peacebuilders to enable them to travel to meet with delegations.

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11 Government of the Republic of Côte d'Ivoire. *National Action Plan for the Implementation of Resolution 1325 of the Security Council (2008-2012)*. Abidjan: Ministry of the Family, Women and Social Affairs, 2007.

12 Government of the Republic of Liberia. *The Liberia National Action Plan for the Implementation of United Nations Resolution 1325*. Monrovia: Ministry of Gender and Development, 2009, p. 9.

13 Ibid.

- Acting as a watchdog by monitoring government action and providing information to a broader constituency of other CSOs and other governments.
- Facilitating dialogue by enabling representatives and officials to meet with local women's groups and other marginalized stakeholders in conflict-affected countries to assess their needs and priorities.
- Providing gender sensitization and training workshops to government officials and representatives that focus specifically on resolutions 1325 and 1820, their areas of action, and potential ways to take women and peace and security issues into account.[14]

Almost all of the NAPs that have been produced to date have included some provision for civil society involvement. The Austrian, Icelandic and Swiss NAPs note that CSOs will be asked for input during the M&E process. CSOs will be part of monitoring groups in Côte d'Ivoire, Finland, Liberia and Norway. The Belgian, Dutch and Liberian NAPs explicitly request that CSOs produce shadow reports.

In some cases, civil society organizations have collaborated with parliamentarians to monitor the governments' activities to implement its action plan. In the UK, for example, the Associate Parliamentary Group on Women, Peace and Security, has proved the most useful monitoring mechanism and tool for ensuring the Government complies with its 1325 commitments. GAPS Working Group provides the secretariat and coordinates the Associate Parliamentary Group, which has continued to grow in importance since 2006. It has become

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14 Barnes, K., 2009, p. 18.

essential for maintaining productive relationships between the different government ministries, MPs and the NGO community, as well as encouraging increased awareness in Parliamentary debate.[15]

5.4. Mechanisms for monitoring and oversight

A variety of methods and tools can be employed for monitoring purposes. In general, an effective monitoring process follows these steps: first, planned outputs are defined; second, appropriate indicators or clusters of indicators and performance targets to track each output are identified; and finally, verification, timing and reporting responsibilities are established.[16] With the support of UNFPA, the Ugandan NAP includes an extensive reporting and M&E framework that follows this process explicitly. The framework includes intended results (objectives), result indicators, mechanisms for data collection and specific sources, and reporting mechanisms and frequency of reporting, which also assigns responsibility for reporting to specific institutions. For example, in its Strategic Objective 1, which aims for an improved environment for enacting laws and policies on gender-based violence, the NAP spells out seven "Results Intended (Objectives)". The following framework is an example:

Results intended (objectives)	Result indicator	Mechanism for data collection and data source	Reporting mechanism/ frequency of reporting
Strengthening of the justice system at the district level to handle cases of GBV	• Strengthened capacity of the courts to handle GBV cases and local leaders to mediate and/or refer and report cases of GBV. • Improved implementation of laws and administrative measures to address gender and GBV concerns in the justice delivery system. • Number of GBV and GBV cases handled to completion at the district level. • Number of women and girl beneficiaries from court services. • Number of trained court officers to handle GBV and GBV cases. • Number of awareness and concretizations activities organized for the local communities.	A coordination centre for GBV at parish level to collect, document and report on the cases of GBV at the level and forward them to higher levels. **Data sources** • Court records at the district level. • Justice Law and Order Sector reports.	• Ministry of Justice and Constitutional Affairs Annual Report. • Half yearly reports by lower Courts. • Quarterly reports by the Police Gender Desks.

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15 Onslow, Charlotte, "Case study: the United Kingdom", an unpublished case study document prepared for Conference on *National Implementation of UN Security Council Resolution 1325 in Europe,* 7-8 September 2009, Brussels.

16 UNFPA. *Programme Manager's Planning Monitoring & Evaluation Toolkit.* New York: United Nations Population Fund, Division for Oversight Services, 2004, p. 2, available at: http://www.unfpa.org/monitoring/toolkit.htm (last visited: 2 September 2009).

Monitoring activities include follow-up meetings, review workshops, evaluation reports, and the identification and ongoing monitoring of indicators. These activities feed into specific outputs that should be clearly spelled out in a NAP. In existing NAPs, outputs have been defined mainly as reports and recommendations that will be produced on biannual or annual bases. These reports and recommendations will be given to various agencies and ministries. Additionally, some NAPs explicitly mention including progress on implementation and monitoring information in their country reports to the Committee on the Elimination of Discrimination against Women (CEDAW). None of the existing NAPs include exhaustive impact assessments[17] analysing the impact and effect the different initiatives have on women's lives on the ground over a certain amount of time. No matter what methods are chosen for monitoring activities, "monitoring mechanisms should be realistic and achievable and, in particular, they should be linked to training and adequate investment of resources to ensure that the necessary processes and actions that they call for can be carried out".[18]

It is crucial that monitoring and evaluation mechanisms be identified and included in the formulation of the NAP, before its implementation begins. As noted above, the preliminary context assessment can be an important source of both baseline data and indicators for monitoring and evaluating the implementation of the NAP. In addition, mechanisms and specific activities should be established to ensure that monitoring feeds input back into policy development. "If feedback into the policy cycle does not occur, then the effects of monitoring may be limited."[19]

In conflict or post-conflict situations, some monitoring tools and methodologies may be more difficult to apply. Mobility may be limited due to ongoing security issues and expertise, data and resources may be scarce. In these situations, outside funding can bolster M&E processes. When such funding is provided, the monitoring and reporting processes that most donors assign to their funding contributions can also be important mechanisms for monitoring and evaluating the implementation of a NAP, if activities, indicators and reporting processes are adequately linked.

While European countries have formulated their NAPs independently of other countries and international organizations, post-conflict and developing countries have already and will likely continue to rely on foreign financial and technical support for formulating, implementing, monitoring and evaluating

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17 "Gender Impact Assessment (GIA) is the core tool for implementing gender mainstreaming. It helps to estimate the different effects (positive, negative or neutral) of any policy or activity implemented in terms of gender equality". In *European Commission, Evaluating Socio Economic Development, Sourcebook 2: Methods & Techniques Gender Impact Assessment*, available at: ec.europa.eu/regional.../sb2_gender_impact_assessment.doc (last visited: 1 September 2009).

18 Barnes, 2009, p. 17.

19 Ibid.

their NAPs. Nevertheless, all countries can benefit from the opportunity to make use of the knowledge and assistance of international actors in order to create a document that reaches beyond the national agenda and meets international normative standards.

5.5. Indicators

An indicator is "a measure that helps answer the question of how much, or whether, progress is being made toward a certain objective".[20] An indicator can be a number, a fact or even an opinion that describes a specific situation or change.[21] In general, "indicators translate change, achievements and impact into measurable and comparable, qualitative or quantitative figures. Indicators can be determined in the initial phases … and then used as a tool for monitoring and evaluation in order to determine whether the … objectives are being met."[22]

As mentioned in the case study on Liberia at the end of this chapter, the M&E process detailed in the Liberian NAP is unique. The plan contains over 190 indicators that aim to measure the implementation of a large number of activities, most of which will require support from external donors. The number of indicators represents an enormous challenge in a context where data-collection mechanisms are still being rebuilt. Because of this, the Ministry of Gender and Development, with the support of UNIFEM, OSAGI and UN-INSTRAW, has worked to identify specific priority indicators. The 21 priorities indicators identified cover a time frame from 2009-2012 (see table 5.3).

The most basic differentiation between indicators is between quantitative and qualitative indicators. Quantitative indicators are expressed in numbers. They can be collected through sex- and age-disaggregated data from surveys, polls and administrative records. An example of a quantitative indicator from the Dutch NAP is the percentage of peace mission personnel that have received gender-sensitivity training.

Qualitative indicators, on the other hand, document opinions, perceptions, or judgments, and can be developed through attitude surveys, interviews, public hearings, participant observations, and focus group discussions.[23] An example of a qualitative indicator is the nature of CSO inclusion within peace negotiations as observers and as participants[24]

These two types of indicators are complementary, and both are important for effective monitoring and evaluation, particularly since they can cross-validate one another.[25]

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20 UNDP Governance Centre, 2006, p. 1.

21 Popovic, N., 2008, p. 12.

22 Ibid., p. 2.

23 Popovic, N., 2008, p. 12-13.

24 GAPS, 2009.

25 CIDA, 11.

Table 5.3
Strategic indicators of the Liberian NAP

Time	Strategic indicators
March–June 2009	**11:** Number of donors accessing the website and contacting the MoGD regarding funding of the LNAP.
March–June 2009	**12:** Number of donors indicating interest in and providing funding for the implementation of the LNAP.
June 2009–ongoing until December 2012	**15:** Participation of girls from rural areas of the counties in the youth parliament.
June–September 2009	**18:** Number of staff attending training and utilizing the monitoring and evaluation forms.
June 2009–ongoing until 2012	**19:** Number of women's groups that are active members of the Observatory. **20:** Frequency of meetings held by the Observatory. **21:** Number of parallel reports including midterm progress report, produced and disseminated.
December 2009	**5:** Number of HIV/AIDS positive women and girls living positively or those caring for people living with HIV/AIDS with increased access to programmes on HIV/AIDS.
December 2009 Check date	**6:** Number of community GBV groups established, supported and in place to prevent VAW and girls in line with LNAP and GBV POA.
December 2009	**9:** Degree of increase in women's access to credit facilities and financial resources.
September 2009– December 2010	**7:** Increase in number of women represented in decision-making on peace and security and subregional, national, county and community levels.
September 2009– September 2010	**17:** Effectiveness of gender-budgeting courses measured by implementation of gender-budgeting principles.
June 2010	**8:** Increase in numbers of women property and landowners.
September 2010	**13:** Number of schools/training centres that introduce leadership and critical thinking courses. **14:** Number of girls participating in the courses.
Ongoing until December 2011	**1:** Percentage of the population accessing health, psychosocial and trauma counselling services (measured by community, district and county figures) compared to the number of cases reported (i.e. through the SGBV task force).
December 2011	**10:** Number of women in communities around forest and mineral resources areas involved in the protection and management of forestry, mineral and other natural resources as well as in mining and logging industries.
Ongoing until December 2012	**2:** Number of GBV cases reported, prosecuted and concluded through criminal court "E" and other circuit courts.
Ongoing until December 2012	**3:** Degree of participation of women in individual SSIs and SOBs at the decision-making levels increasing at least to 20 per cent within 2 years.
Ongoing until December 2012	**4:** Increase knowledge of HIV/AIDS, reproductive health and family planning among women and girls through awareness creation, testing, protection and available medication.
Ongoing until 2012	**16:** Number of ministries and other government bodies implementing the LNAP and that develop workplans incorporating the LNAP.

The identification of indicators and planning for data collection can be informed by and built upon baseline data collected during the context assessment and audit process described above. Baseline data and indicators provide a starting point from which a comparison can be made with data gathered for monitoring and evaluation purposes.[26] As noted above, an effective context assessment should focus both on examining the context prior to the formulation of the NAP as well as gathering baseline data that can then be used for monitoring the implementation of the plan. Such information is used for different purposes, including:

- To compare with information collected at a later time to show the change that has taken place over time;
- To inform and refine programming decisions;
- To set achievable and realistic targets;
- To enable monitoring data to have greater utility earlier in the project cycle;
- To ensure accuracy and utility of indicators.[27]

Any baseline information and data should be organized and stored so that the actors responsible for M&E can refer back to it and/or analyse the data from a different perspective.[28]

As noted above, though there has been a great deal of work done on development-related indicators, there have been few initiatives on indicators for peacebuilding activities, particularly with regard to the issues surrounding resolutions 1325 and 1820. There is very little information available on women's overall participation in peace processes. There are no data on the extent to which emergency and post-conflict funding responds to women's needs and very weak data on sexual and gender-based violence or on women's access to and benefit from the justice system. Finally, there is no agreed set of indicators on peacebuilding or consolidation. In response to this gap, UNIFEM has compiled a wish-list of indicators for monitoring resolution 1325 (see table 5.4).[29]

There are a number of issues that come up when trying to collect data for indicators for the implementation of NAPs. For countries that have recently faced or are still in the midst of conflict as well as countries who's NAPs address foreign policy and development agendas, developing indicators to measure impact in conflict-affected societies can prove difficult. First, as noted above, there are often substantial difficulties in collecting credible data and statistics, because of weak state institutions and infrastructure, the destruction of previous data and information, and ongoing security concerns. Second, indicators

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26 Church, C. and M. Rogers, 2006, p. 62.

27 Ibid., p. 65.

28 Ibid.

29 Goetz, A., 2009.

Table 5.4
**Excerpt from Areas for Design of Indicators**[a]

Area	Potential indicators
Women peace-keepers and peace-builders	• Staff and funding of complex peacekeeping operations are dedicated to gender (at least at the budget level). • Number of Special Representatives of the Secretary-General out of total.
Constitutional and legislative reform processes since 2000	• Number of newly developed or modified constitutions that include provisions for gender equality and non-discrimination. • Special provisions in the constitutions and legislation that deal with gender equality (social, economic and cultural rights) in each country.
Institution-building and state capacity to respond to women's needs	• Number of women (and proportion of total) in the judiciary in each country. • Ratification of CEDAW and regular submission of reports. • Submission of national action plans on gender equality or gender-based violence (with a budget). • Extent to which gender equality is included in Millennium Development Goals/Poverty Reduction Strategy reports, plans, etc.
Security sector reform	• Extent to which security sector supports female participation through training, changes in infrastructure (housing, transport, vulnerable persons units, etc.). • Extent to which security forces respond to women's security needs (special response units, patrolling for domestic violence, training, etc.). • Increased investigation and development of cases of GBV for prosecution.

a   Goetz, A., 2009.

may not be sufficient in capturing complex changes that are linked to power relations and social dynamics. Measuring the impact on the local population of different measures and activities undertaken remains a challenge and is not necessarily connected with the number of women recruited in security forces per se. Third, because gender mainstreaming is a long-term, ongoing process, it can be challenging to capture incremental changes using indicators associated with specific interventions.

Another important consideration in measuring success and monitoring the implementation of a policy is the interpretation of the indicators and results. For example, an increase in the number of reported cases of sexual violence could be interpreted in a number of different ways. On the one hand, it could be the result of revisions or legislation, better security policies, or better provisions for protection. On the other hand, it could be interpreted as there being an actual increase in the amount of sexual violence happening in a particular situation. Finally, indicators alone cannot necessarily show why gender relations or gender inequalities exist or how they change. This requires a deeper gender analysis of the data collected.[30]

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30 Barnes, 2009, p. 15.
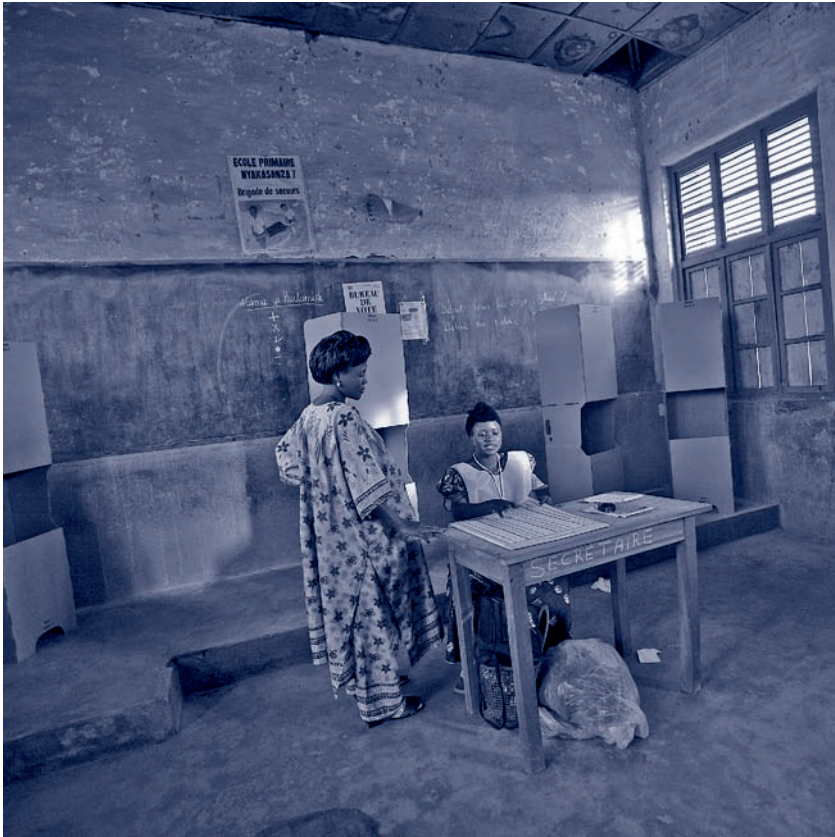
5.6. Lessons learned: monitoring national action plans

- A NAP should have a clear outline of who is responsible for implementing various activities and should ensure that all relevant governmental and civil society actors are included.
- Civil society organizations and actors can play an important role in monitoring and evaluating the implementation of NAPs.
- M&E activities should provide a clear view of what activities and outputs are expected, including reporting requirements and guidelines.
- Mechanisms and sources for comprehensive data collection, as well as adequate funding and technical resources, need to be identified during the formulation of a NAP in order to support effective monitoring and evaluation.
- It is important to include realistic indicators in all NAPs and to set up monitoring mechanisms to track these indicators through quantitative and qualitative data collection.

Case study: Liberia

Ensuring accountability through extensive consultation and monitoring

Post-conflict Liberia was brought into the international spotlight in 2005 when it elected Ellen Johnson Sirleaf as Africa's first female President. Liberia's politics and society have since seen impressive advances in the realm of gender issues, for instance in the representation of women in the government. Despite this, gender-based violence continues to be an entrenched and often accepted norm throughout society. Sexual violence continues to plague women five years after the official end of the conflict.

Recognizing the ongoing gendered challenges facing society and the particular relevance and importance of resolutions 1325 and 1820, the Liberian Government launched its national action plan on resolutions 1325 and 1820 in March 2009 after a lengthy process of engagement, consultation and awareness-raising among a range of stakeholders throughout the country, a process that was notably participatory in its nature. The Liberian case provides a unique perspective on how a participatory approach can be carried out in a post-conflict country with strong support from the international community.

Timeline: Development of Liberian NAP[a]

August 2007	Ministry of Gender and Development leads the development of a framework for the NAP, supported by International Alert and UNMIL.
December 2007	Inter-Agency Steering Committee is established.
May–October 2008	Extensive consultations are conducted across rural Liberia and with key government and civil society stakeholders.
December 2008	A first draft of the NAP is released and made available for revision by different ministries, civil society and international organizations.
February 2009	Workshops and expert meetings are held to finalize the draft NAP ; indicators are prioritized.
10 March 2009	Liberian NAP is launched at the International Colloquium on Women's Empowerment, Leadership Development, International Peace and Security.

The participatory process involved a number of activities, including assessments, workshops, consultations and dialogues involving different actors and affected groups. To understand obstacles that rural Liberian women face, International Alert conducted a series of dialogues in May and June 2008 in collaboration with UNMIL, the Ministry of Gender and Development and three local partner organizations.[b] The dialogues reached 145 rural communities across five counties in the traditionally marginalized south-east region. Through the use of participatory methodologies, such as theatre and separate discussion groups for men and women, the dialogues allowed the facilitators to gather information, hear different perspectives, and raise awareness on resolution 1325, and the Government's commitment to implementing it. In the north-west of the country, focus group discussions were held with the support of international organizations. These supplemented the findings from the south-east consultations and were able to bring further regional input into the planning process. The initial assessment also included:

- Interviews with Ministers and heads of Government agencies. Twelve out of the eighteen Liberian Ministries and heads of two Government agencies were interviewed.
- Round-table discussions conducted with Ministries, such as the Ministry of Education, where several Directors of the Ministry as well as the Deputy Minister for Instruction were present.
- Interviews with Resident Representatives and Deputy Representatives of United Nations agencies in Liberia, as well as people from different sections of UNMIL.[c]

Case study: Liberia
Ensuring accountability through extensive consultation and monitoring
(*continued*)

The Ministry of Gender and Development of Liberia began the formulation of the NAP with a small team composed of two consultants and one administrative assistant hired by UNMIL and UN-INSTRAW. The team was supported by different UN entities and a large number of CSOs. A Steering Committee was established to guide the drafting process. Made up of representatives from governmental institutions, UN entities, and national and international CSOs, the Committee held meetings on an ongoing basis to review and comment on the different drafts of the plan. The Committee continues to take part in overseeing the implementation of the NAP.

During the assessment and the formulation of the NAP, it became clear that the plan must be linked to other related policies. As the Liberian Minister of Gender and Development, Vabbah Gayflor, stated, *"We already have a National Women's Conference Action Plan, we already have the Poverty Reduction Strategy and the implementation of 1325 is part of all that. It is about taking up those issues and just prioritizing them and then we can see how we can move forward, but I think that we are well situated for the implementation of 1325."* Ensuring a clear link to other policy frameworks remains one of the major challenges as Liberia prepares to implement its NAP. Concrete reference to women and peace and security projects, programmes and commitments in other existing policy documents could have strengthened this aspect of the plan.

Following the completion of the NAP, a section on monitoring and evaluation has been developed for inclusion in the plan. Over 190 indicators were identified to assess implementation using both quantitative and qualitative data. Many of these indicators are quite ambitious and will require the investment of a great deal of resources and analysis. This may prove unrealistic, particularly in a post-conflict context. UNIFEM, in collaboration with UN-INSTRAW and OSAGI, supported the Ministry of Gender and Development to identify priority indicators.[d]

The Liberian NAP includes a provision for an interim and final progress report during the period of implementation (2009-2013), as well as the establishment of a Civil Society Monitoring Observatory (CSMO) that should act as a watchdog and produce a shadow monitoring report by 2013.[e] It will be critical to ensure that the representatives sitting on the CSMO receive the capacity-building necessary to strengthen their skills in monitoring and evaluation, as well as in using the identified indicators.[f]

The Liberian NAP was launched with high levels of national and international attention at the International Colloquium on Women's Empowerment, Leadership Development, International Peace and Security on 10 March 2009. The broad-based and consultative nature of the Liberian process is commendable and has resulted in raised awareness, as well as expectations. It is important, however, that this momentum is not lost and that women at all levels start to see improvements in their daily lives. To this end, international organizations and the civil society involved in the formulation of the NAP should continue to support the government with its implementation.

a   Please see the Liberian National Action Plan for an extensive overview of the timeline for the NAP process.
b   These were Foundation for International Dignity (FIND), Media Women's Centre for Development and Democracy (MEWOCEDE) and South Eastern Women's Development Association (SEWODA)
c   Adrian-Paul, A. N. Stolze and N. Popovic., 2009.
d   Foster, J. *Development of Monitoring and Evaluation Framework for the Liberian National Action Plan for the Implementation of United Nations Security Council Resolution (SCR) 1325 and SCR 1820 on Women and Peace and Security.* Background paper commissioned by UNIFEM for the Workshop on Indicators of Peace Consolidation from a Gender Perspective: The Case of Liberia, 19-20 February 2009.
e   Government of Liberia, 2009, p. 45.
f   Barnes, K., 2009.

6. Conclusion

As we move towards the 10th anniversary of resolution 1325, governments, international organizations and NGOs are increasingly taking stock of the past decade and evaluating progress to date in the implementation of the ground-breaking resolution. It is becoming clear that there remains enormous room for improvement in making the spirit and provisions of the resolution a reality and in making a real impact in the lives of women affected by conflict.

Despite this, extensive work has been undertaken around resolution 1325, particularly through awareness-raising activities and through the development of national action plans. Drawing on the experiences and lessons learned from these planning processes, it is important to remember some key points when drafting, implementing, and monitoring and evaluating national action plans.

6.1. Raising awareness and building political will

From the beginning of the action planning process, it is crucial to raise awareness about resolution 1325 and to ensure that all groups of stakeholders are adequately informed about the resolution's content. Such awareness-raising can help to build and sustain political will within various government bodies. These activities should be continued throughout the planning, implementation and monitoring phases. International organizations, particularly donors, and civil society organizations and networks can play an important role in convincing governments to develop action plans. Nevertheless, it is important that the plan is owned and supported by the government, otherwise it can be difficult to ensure buy-in and political will at high-levels of the government in the longer term. Further, once it is developed, a national action plan should have clear delineation of what activities each stakeholder is responsible for and should include mechanisms for ensuring accountability. International and civil society organizations can play an important role in assisting and supporting the implementation of resolution 1325 and ensuring the accountability of implementing actors.

6.1.1. Lessons learned

- Awareness raising activities should be started prior to the development of a national action plan and should continue throughout the planning, implementing and monitoring phases.
- International, regional, and civil society organizations can be important allies assisting and supporting the development, implementation and monitoring of national action plans.
- It is important to maintain political will and to ensure accountability for responsibilities throughout the development and implementation of a national action plan.
- A national action plan should have a clear outline of who is responsible for what activities, including all governmental and civil society actors.

6.2. Coordination and collaboration between different actors

Resolution 1325 involves a wide range of diverse issues; therefore a variety of actors should be involved in the implementation processes of resolution 1325 to ensure that every aspect of the resolution is fully observed. Different actors within the government as well as organizations working on issues addressed by the resolutions can provide important input into the planning, implementing and monitoring processes. Involving different actors throughout the processes enhances the participatory nature of the national action plan. Further, such involvement can increase the comprehensiveness of the issues considered and can help to determine the most important governmental priorities. Actors can be effectively coordinated through the establishment of inter-ministerial working groups, steering committees or task forces.

No matter what ministry or ministries are involved with, and in particular are leading, the planning process, these actors should receive adequate governmental support and have the authority to ensure the implementation of women and peace and security policies and activities. Further, adequate resources need to be allocated to this actor's women and peace and security coordination responsibilities.

To date, civil society organizations have contributed substantially to nearly all existing national action plans and many continue to be involved in overseeing the implementation of various plans. In some countries, the formation of civil society networks has been a key method for effectively lobbying and supporting government efforts around resolution 1325.

A national action plan should be linked to existing, related policies to avoid potential gaps and overlapping areas. This can help to ensure the comprehensiveness of the various activities. Further, linking policies in this way can increase the government's efficiency and effectiveness in implementing women and peace and security policies. Information gathered during assessments and audits can help to identify existing policies and activities.

6.2.1.   Lessons learned

- Because the process of developing a national action plan is important as the final product, the development process should be inclusive and participatory and should pay particular consideration to involving potentially marginalized groups.

- The coordinating agency needs to have the authority and resources to lead the implementation process among the different ministries and collaborating partners effectively.
- Existing platforms and networks should be utilized to connect and collaborate with other actors that work on similar issues. Additionally, the formation of new networks, particularly civil society networks, can help to ensure that different perspectives are heard and integrated into the development and implementation of a national action plan.
- Existing data and information from various sources should be gathered through a desk review before and during an assessment to avoid duplication and to help a national action plan to build on existing policies and plans.
- The assessment and establishment of priorities as well as the drafting of the national action plan should be a participatory process.
- Inter-ministerial working groups, steering committees, or task forces can help to bring all actors to one table.

6.3. Allocation of adequate resources

Though the process for the development of a national action plan is extremely important, the implementation of the plan demonstrates a government's commitment to women and peace and security issues. The effectiveness of the national action plan depends on the resources allocated. Adequate human, technical and financial resources are needed throughout the development, implementation and monitoring and evaluation phases. The assessment of existing policies and activities as well as institutional audits can help to identify current and potential capacities in order to set realistic objectives.

Appropriate time frames and realistically set goals also substantially contribute to the successful implementation of a national action plan. Because of this, these plans should have a clear outline of who is responsible for what activities. This includes all governmental and civil society actors involved.

6.3.1.   Lessons learned

- Governments should assess existing women and peace and security policies, programmes and activities to understand the strengths, capacities and gaps in current resource allocation.
- Realistic timelines and sufficient funds are the basis for effective implementation.
- Sufficient expertise on gender issues and adequate human resources are needed in order to mainstream gender through all institutions and departments.

6.4. Data collection, monitoring and accountability

A decade after the adoption of resolution 1325, the paucity of data on the impacts of conflict on women as well as their roles in conflict resolution and peacebuilding has been identified as one of the key challenges in the implementation of the resolution. While the absence of data may initially present a challenge in the implementation of a national action plan, it can also be seen as an opportunity for governments and their partners to consolidate what data does exist and to set up coherent processes for collecting data. Mechanisms for comprehensive data collection that provide information for monitoring and evaluation activities need to be established during the planning process. The input of civil society organizations can be a key source of information for monitoring and evaluation.

Mechanisms for monitoring and evaluation should be considered during the development of the national action plan and should be explicitly included in the plan's provisions. Monitoring and evaluation activities should have a clear outline of what activities and outputs are expected, including reporting requirements and guidelines. The establishment of realistic, measurable indicators can help to set up accountability frameworks. Monitoring and evaluation needs to be supported by adequate funding and technical resources.

Monitoring and evaluation alone does not guarantee the full accountability of governments for implementing resolution 1325. This requires mechanisms for civil society and parliamentarian oversight, including statutory oversight bodies. Such mechanisms can help to ensure that the government is held to account for its commitments. Further, this type of participatory involvement can help to support more democratic governance in conflict-affected countries.

6.4.1.   Lessons learned

- Civil society organizations and actors can play an important role in monitoring and evaluating the implementation of national action plans.
- Monitoring and evaluation activities should have a clear outline of what outputs are expected, including reporting requirements and guidelines.
- Mechanisms and institutions that can help with a comprehensive data-collection process should be established during the planning process. Monitoring and evaluation needs to be supported by adequate funding and technical resources.
- Realistic indicators should be included in national action plans. Monitoring mechanisms should be set up to collect and track these indicators.

This Review was drafted to document experiences and good practices using national action plans to implement resolution 1325. It is meant to provide ideas and guidance for governments who are considering ways to improve their efforts around women and peace and security. It has discussed a wide range of lessons learned around implementing resolution 1325 at the national level. In the light of the newly adopted resolutions 1820, 1888 and 1889 as well as the run-up to the 10th anniversary of resolution 1325, it is hoped that this Review can enhance the momentum and political will to push the women and peace and security agenda forward.

Annex I. Comparative table National Action Plans[a]

Austria (released August 2007)

Developed by	Coordination responsibility	Civil society & NGO access	AP actions	M&E
• Ministry for European and International Affairs • Ministry for Health, Family and Youth • Ministry of the Interior • Ministry of Justice • Federal Chancellery • Ministry of Defence • Austrian Development Agency • Concerned institutions (NGOs, research institutions, etc.)	Ministries and concerned institutions jointly responsible for development of Action Plan are also responsible for coordination	Representatives of civil society were involved in the development of Action Plan (specific institutions not named in the NAP)	• **Increase participation of women in the promotion of peace and the resolution of conflicts, in particular by supporting local peace initiatives by women** *For ex.:* Develop strategies to increase the representation of women among the total number of Austrian participants in international operations • **Preventing gender-based violence and protecting the needs and rights of women and girls in peace missions, humanitarian operations and IDP camps** *For ex.:* 1) Supporting rule-of-law reforms concerning violence against women; 2) Supporting activities aimed at raising awareness of violence against women within society • **Increasing representation of Austrian women in peace operations as well as decision-making positions** *For ex.:* Develop strategies to increase the representation of women among the total number of Austrian participants in international peace operations	• Ministries and concerned institutions responsible for development of Action Plan are also responsible for monitoring and evaluation • A report is to be produced annually, prepared after consultation with civil society representatives • Civil society representatives will also be asked to give ad hoc advice on specific cases

a   Sheriff and Barnes (2008) and UN-INSTRAW.

Belgium *(released: February 2009; cover: 2009-2012)*

Developed by	Coordination responsibility	Civil society and NGO access	AP actions	M&E
• Federal Public Service (FPS) for Foreign Affairs, Foreign Trade and Development Cooperation • Ministry of Defence • FPS of the Interior • FPS Justice • Institute for the Equality of Men and Women (IEWM) • Commission on Women and Development	• FPS for Foreign Affairs, Foreign Trade and Development Cooperation (mainly responsible) - FPS of the Interior • FPS Justice • Ministry of Defence	• Commission on Women and Development was an editing body of NAP; Commission is made up of 14 representatives of women's and development organizations, universities, Directorate-General for Development Cooperation, and 10 experts specializing in gender equality • Punctual bilateral consultation with other Belgian and international civil society organizations and UN organizations	NAP includes 95 guidelines and action items under five thematic headings: • **Normative framework** *Guidelines, for ex.:* Promote women's candidatures for international organizations *Actions, for ex.:* Support consultations on women and women's groups in transition and reconstruction processes • **Violence against women** *Guidelines, for ex.:* Encouraging initiatives that develop and implement national legislation preventing sexual violence *Actions, for ex.:* Organizing debate with stakeholders to reflect on ways to strengthen international judicial framework concerning VAW in armed conflict • **Conflict prevention and peacebuilding** *Guidelines, for ex.:* Highlight gender dimension in planning, training and development of SSR and DDR programmes *Actions, for ex.:* Promoting women's networks which will be involved in peacebuilding and election processes • **Development cooperation** *Guidelines, for ex.:* Give priority to gender equality and women's empowerment in countries with armed conflict *Actions, for ex.:* Support and/or develop awareness-raising activities concerning resolution 1325 • **Peacekeeping** *Guidelines, for ex.:* Providing support in setting up gender units for peace missions *Actions, for ex.:* Systematize consultations with women and women's organizations in fact-finding missions	Institutions responsible: • Ministry of Defence • FPS of the Interior • FPS Justice • IEWM • Commission on Women and Development AP will be analysed and evaluated on an annual basis; in 2010, AP will be analysed and evaluated by civil society and recommendations will be given to administrations; in 2012, AP will be evaluated and revised by administrations as well as by working group with civil society A civil society working group with NGOs, academics and parliamentarians will be established to supervise implementation

Chile (*released: August 2009*)

Developed by	Coordination responsibility	Civil society and NGO access	AP actions	M&E
• Ministry of Defence • National Women's Service (SERNAM) • Ministry of Foreign Relations Contributions and suggestions from the Ministry of Health, Ministry of Education, and Ministry of Planning were taken into consideration	• Ministry of Foreign Relations • Ministry of Defence • National Women's Service	The NAP does not specify the role civil society plays in the development process although different CSOs and academic experts have been consulted during the planning phase. However, it does identify civil society's role in the evaluation and monitoring of Chile's NAP	Chile's NAP identifies four areas of focus: • **Gender:** Promote the inclusion of a gender perspective in the understanding and approach to conflict prevention, conflict, and post-conflict settings *I.e. Inter-Ministerial Duties:* Strengthen the technical capacity of civil servants, which would develop into a group that would critically evaluate materials on gender, peace processes and peacebuilding • **Human Rights:** Respect, guarantee and protect the rights of women and girls in conflict and post-conflict settings *I.e. Ministry of Foreign Relations:* The "responsibility to protect" will be deemed related to sexual and gender violence • **Participation:** Generate conditions for the equal participation of women in peace operations, and decision-making processes with regards to international peace and security *I.e. Ministry of Defence:* On a yearly basis identifies available positions in peace operations that women could be appointed to • **Coordination:** Strengthen coordinating efforts at the international, national and civil society levels *I.e. Inter-Ministerial Duties:* Actively support the participation of women in positions of leadership, and the activities of non-profit organizations, which include a gender perspective	The Cabinet for Equal Opportunity, Inter-Ministerial Committee, civil society and NAP Coordinating Ministries (Ministry of Foreign Relations, Defence, and National Service for Women) will be involved in the monitoring and evaluation process

Côte d'Ivoire *(released: January 2007; cover: 2008-2012)*

Developed by	Coordination responsibility	Civil society & NGO access	AP actions	M&E
Ministries of: • Family, Women and Social Affairs • Planning and Development • Foreign Affairs • Justice and Human Rights • Economy and Finance • Defence • Interior • Solidarity and War Victims • Health and Public Hygiene • National Education • Reconstruction Other national and international partners not named specifically	• Ministries responsible for development of Action Plan are responsible for coordination; Ministry of Family, Women and Social Affairs has primary responsibility • Support staff including a national coordinator, four sectional coordinators, and technical staff working under supervision of Ministry	Civil society actors are engaged in the project monitoring and evaluation	AP identifies four major areas and strategic results, effect results, output results, and actions for each • **Protecting women and girls against sexual violence and female circumcision** *For ex.:* Communication for social behavioural change aimed at preventing sexual violence and fighting against stigmitization of victims • **Inclusion of gender issues in development policies and programmes** *For ex.:* Drafting of initial or periodical reports for the conventions ratified • **Participation of women and men in National Reconstruction and Reinsertion Process** *For ex.:* Inclusion of gender parity considerations during peace talks and in reconstruction programmes • **Strengthening participation of women in decision-making processes** *For ex.:* Development of partnerships at local, national, regional, and international levels with experienced female and male associations	A National Coordinating Committee chaired by the Ministry of Family, Women and Social Affairs is set up to gather Government and civil society players; NCC reports to Government about status of AP; annually it publishes a progress report on results achieved For each project, an M&E committee is set up by Ministry in charge of sector; committee is made up of Government bodies and relevant civil society players. Each semester, committee should produce report on activities carried out and results achieved AP is open-ended and can be adapted at any time

Denmark (*released: September 2005; updated: 2008; cover: 2008–2013*)

Developed by	Coordination responsibility	Civil society & NGO access	AP actions	M&E
• Ministry of Foreign Affairs • Ministry of Defence	• Ministry of Foreign Affairs • Ministry of Defence	Civil society consultation were held to a minimum	AP includes three prioritized focus areas, which are to be implemented at both operational and policy levels: • **Increase gender balance in recruitment of staff members to Danish defence forces and in their role in international operations** • **Protection of women's and girl's rights in areas where Danish troops are deployed** • **Increase participation and representation of women in peacebuilding and reconstruction processes in areas where Danish troops are deployed** AP then outlines how each focus area will be applied at various levels: National Defence, in UN system, EU's crisis management, OSCE, NATO, AU and African sub-regional organizations, and in Danish development cooperation	No timetable or M&E mechanisms are included in plan An Inter-Ministerial Working Group on SCR 1325 is responsible for reporting on the implementation of the NAP. The IMWG meets every six months to consider interim progress reports and will prepare annual NAP progress reports. The Ministry of Foreign Affairs, the Ministry of Defence and the National Police will each develop an internal implementation plan. Every year, the Government will hold a dialogue with civil society. In 2011 the NAP will be reviewed and updated as appropriate

Finland (*released: September 2008; cover: 2008-2011*)

Developed by	Coordination responsibility	Civil society & NGO access	AP actions	M&E
• Working Group led the process, consisting of representatives from different Ministries, the 1325 NGO Network and research institutions • Ministry for Foreign Affairs, Ministry of Justice • Ministry of the Interior • Ministry of Defence	• Ministry of Foreign Affairs • Ministry of Defence • Ministry of Justice • Ministry of the Interior • Ministry of Social Affairs and Health • Ministry of Education • Ministry of Employment and the Economy • Ministry of the Environment	Civil society plays an important role in implementation of the Action Plan (no explicit details mentioned in the NAP)	Nine action items (objectives) are broken out into three categories; some action items are divided into responsibilities at national, international and local levels: • **Conflict prevention, peace negotiations and peacebuilding** *For ex.:* Finland will call attention to gender-based impacts of climate change *National level* *For ex.:* Finland acts in favour of addressing positions of women in discussion on climate change • **Crisis management** *For ex.:* Military and civilian crisis-management staff will have an explicit Code of Conduct and will serve as role models *National level* *For ex.:* Finland ensures that gender equality and non-discrimination are incorporated into operation- and mission-specific statutes and codes of conduct *International level* *For ex.:* Finland aims for Code of Conduct for crisis-management operations to include effective elements for promoting gender equality and prevention discrimination and exploitation • **Strengthening, protecting and safeguarding the human rights of women and girls** *For ex.:* Finland will participate in fight against impunity *International and local levels* *For ex.:* Finland emphasizes that national legislation in countries that receive development cooperation funds comply with international standards in respect of criminalization of rape	• Follow-up Group will be appointed to systematically monitor realization and implementation of goals; Group will consist of representatives of different ministries, research institutions, and NGOs • Implementation of AP and preparation and evaluation of actions will be carried out in cooperation with actors in conflict areas, especially with women and groups of women • Finland will report on implementation of NAP to, inter alia, Advisory Board on Human Rights • Periodic reports on CEDAW and Government's annual development cooperation report to Parliament will also address implementation of NAP

Iceland (*released: March 2008*)

Developed by	Coordination responsibility	Civil society & NGO access	AP actions	M&E
• Ministry of Foreign Affairs • Civil society and academic institutions • Government's Nordic partners	Not explicitly stated, but seemingly Ministry of Foreign Affairs	Civil society and academic institutions were involved in design and will be involved in implementation	The AP includes 10 action items. It identifies three main focuses of resolution 1325 and, accordingly, has action items in each category: • **Increased women's participation in decision-making and peace processes** *For ex.:* The Government will work to enable more women to assume positions of responsibility in the field of peace and security • **Protection of women and girls in conflict zones** *For ex.:* Sexual abuse and gender-based violence by deployed peacekeepers or other posted personnel is not tolerated • **Integration of gender perspectives and gender education into peacekeeping** *For ex.:* Gender perspectives and the clauses of resolution 1325 will be considered in the selection, execution and evaluation of peacekeeping missions that Iceland takes part in	AP will be revised and updated three years after its release following consultations with civil society and academic experts; Ministry of Foreign Affairs will publish results of such revisions and updates every three years

Liberia (*released: March 2009; cover: 2009-2013*)

Developed by	Coordination responsibility	Civil society & NGO access	AP actions	M&E
• Ministry of Gender and Development led process Two United Nations consultants, carried out assessment using bilateral interviews, focus group and round-table discussions with stakeholders from Government and Para-statal Agencies, UN entities, UNMIL departments, private sector organizations and civil society (LNGOs, INGOs, CBOs)	• Ministry of Gender and Development (mainly responsible) in collaboration with other Ministries	Civil society was involved in development of NAP; in indicator identification; will be engaged in monitoring and evaluation President of Liberia and Ministry of Gender and Development prioritized inclusion and advancement of rural and market women Calls on CSOs at national, international and community levels to be watchdogs Emphasis on a bottom-up approach emphasizing sustainability and ability to replicate projects and successes	AP Identifies three goals: • Strengthen and develop both prevention, and response and protection policies, as well as procedures and mechanisms that promote human rights for women and girls, guaranteeing their security at both national and personal levels • Promote design, development, and development processes at all levels, including decision-making levels • Strengthen coordination and coherence of gender mainstreaming activities in Liberia by raising awareness of UNSCR 1325, its letter and intent on women, peace, and security. In addition to this, implementing UNSCR 1325's underlying principles	M&E is identified as a priority—must be mainstreamed into mechanisms already in place Reporting requirements include yearly reports to President of Liberia on implementation status, an Interim Progress report to country at end of 18 months and a Final Report to the President and Cabinet at end of a 48-month implementation period At international level, implementation of LNAP will require reporting along lines of CEDAW Plan contains over 190 indicators that will be consolidated into eight to 10 high priority indicators A Civil Society Monitoring Observatory will produce a shadow report by 2013

Netherlands *(released: December 2007)*

Developed by	Coordination responsibility	Civil society & NGO access	AP actions	M&E
• Ministry of Foreign Affairs • Ministry of Defence • Ministry of Interior and Kingdom Relations • Civil society, academic institutions and scientific research organizations	• Every signatory of the Pact of Schokland signatory is responsible for the implementation of an assigned task • Signatories responsible for the development of the Action Plan are also responsible for the coordination	Civil society members, such as unions, churches, individual citizens and NGO's, were heavily involved in the development, implementation, coordination and M&E processes of the AP	Dutch AP outlines three focus areas for action point/activities: • **The legal framework** *For ex.:* Ministry of Foreign Affairs will encourage fragile states to bring national legislation into line with international human rights agreements, particularly the Universal Declaration of Human Rights, CEDAW, resolution 1325 and the Rome Statute. Where necessary, states will be called to account for their failure to observe international laws and conventions • **Conflict prevention, mediation and reconciliation** *For ex.:* Dutch NGOs and women's and peace organizations and their partners abroad will keep relevant ministries informed of general policy dialogue and early warning indicators, of disquieting gender-related developments in various societies • **International cooperation** *For ex.:* Ministry of Foreign Affairs will seek to stimulate cooperation with like-minded countries in promoting the development of NAPs in countries where they do not yet exist • **Peace missions** *For ex.:* Ministry of Foreign Affairs will press for the incorporation of 1325 into all relevant Security Council resolutions and mandates (as well as terms of reference for missions) and tasks relating to peacekeeping or building • **Harmonization and coordination** *For ex.:* Signatories to this AP will jointly establish an adequate coordinating strategy for implementing and monitoring resolution 1325 and this NAP	• All signatories of the Action Plan are responsible for the monitoring and evaluation process • Each signatory is to assign monitors responsible for their regional level

Norway (*released: March 2006*)

Developed by	Coordination responsibility	Civil society & NGO access	AP actions	M&E
• Ministry of Foreign Affairs • Ministry of Justice and Police • Ministry of Defence • Ministry of Child and Equality • Two consultants from International Peace Research Institute • Consultations with Sweden and the UK; Ministry of Foreign Affairs got official feedback from both	• Ministry of Foreign Affairs (mainly responsible) • Ministry of Justice and Police • Ministry of Defence • Ministry of Child and Equality	Civil Society including Forum Norge 1325 (a network of eight organizations) and other NGOs were consulted during the AP development	Norwegian AP includes 89 specific actions arranged under three main headings • **International efforts and peace operations** *National level, for ex.:* At least 25 per cent of the students attending military officer training schools will be women *Actions in relations with UN, NATO, OSCE, EU and AU, for ex.:* Reports of Security Council missions must include a gender perspective • **Conflict prevention, mediation and peacebuilding** *National level, for ex.:* A gender perspective will be integrated into all institutions that are drawn up for delegations and committees *Actions in relations with UN, NATO, OSCE, EU and AU, for ex.:* Norway will seek to strengthen the position of the Group of Friends 1325 and its work for more proactive and result-oriented measures • **Protection and Human Rights** *National level, for ex.:* Government will continue its strict enforcement of guidelines and codes of conduct intended to prevent sexual exploitation and abuse by Norwegian personnel engaged in operations abroad *Actions in relations with UN, NATO, OSCE, EU and AU, for ex.:* Norway will support projects in conflict areas that are designed to protect women and girls against sexual violence	• Each Ministry and each responsible unit has appointed a person responsible for coordination and the follow-up of the plan • Inter-ministerial Working Group consisting of relevant directories, research institutions and NGOs has two meetings per year for exchange of information and closer follow-up on ongoing projects • Annual evaluation concluded with annual report will be produced by Ministry of Foreign Affairs based on reports from the inter-ministerial working group • Annual Evaluation Report is available for public

Portugal (*released: August 2009*)

Developed by	Coordination responsibility	Civil society & NGO access	AP actions	M&E
"Working Group" which includes representatives from the following Ministries: • Ministry of Foreign Affairs • Ministry of Presidency: Council of Ministers • Ministry of Internal Administration • Ministry of National Defence • Ministry of Justice	The Ministry of Foreign Affairs and Ministry of Presidency will take the initiative to begin the process of collaboration and elaboration of the NAP Ultimately, Ministries and concerned institutions responsible for the development of the NAP are responsible for coordination	Spaces of dialogue were created in order to include the views and opinions of civil society, non-profits, and research institutes. The work of international networks, other governments working on their action plans, and UN initiatives were all reviewed and taken into account	Portugal's NAP focuses on five strategic objectives, 30 specific goals. Activities and indicators that measure NAP'S progress are identified: • **Increase representation and participation of women in peace, security operations, and in decision-making processes at the national and international levels** *For ex.:* Develop incentive campaigns that promote the inclusion of women in the armed forces and security forces • **Train and educate individuals involved in peace operations on gender equality, and resolutions 1325 and 1820** *For ex.:* Translate Gender, Security Sector Reform Kit into Portuguese and include it in training curriculum • **Promote and protect the rights of women and girls in conflict zones** *For ex.:* Support projects promoting partnerships between civil society organizations focused on women and youth, faith based organizations, and women factions in political parties, in developing countries • **Broaden public and decision-making bodies' understanding on women, peace and security** *For ex.:* Create a website that would include Portugal's NAP and other relevant information individuals can access • **Promote the participation of civil society in the implementation of resolution 1325** *For ex.:* Include members of civil society in the analysis, evaluation, and implementation of 1325 National Action Plan	In addition to the Working Group responsible for the development of the Action Plan, civil society will be play an active role in the monitoring and evaluation process

Spain (*released: November 2007*)

Developed by	Coordination responsibility	Civil society & NGO access	AP actions	M&E

• Ministry of Foreign Affairs
• Spanish Agency for International Co-operation for Development
• Ministry of Labor and Social Affairs
• Women's Institute
• Ministry of Home Affairs and Justice
• Ministry of Education and Science
• Ministry of Health and Consumer Affairs
	Ministries responsible for development of the Action Plan are also responsible for the coordination	Representatives of Civil society were involved in the development of the Action Plan, but the plan does not specify to what degree	Identifies six main objectives to be implemented at four levels:
			• **Strengthen participation of women in peace missions**
			  For ex.: At national level: Provision of health care for women participating in peace missions
			• **Promote a gender perspective in all peacebuilding activities**
			  For ex.: At UN level: Continuity and tracking of actions performed in coordination with UN entities for compliance with accords on gender equality in peace missions
			• **Gender training for peacekeepers**
			  For ex.: At national level: Government shall put together an inter-ministerial group in charge of tracking application of resolution 1325, which shall meet regularly
			• **Foster empowerment and participation of women in post-conflict areas**
			  For ex.: At national level: Peace mission personnel shall try to contact reps of women's groups and women leaders where mission is acting to incorporate their analyses in mission planning
			• **Incorporate equal treatment and opportunities in DDR activities**
			  For ex.: At national level: Government shall promote participation of personnel with gender expertise
			• **Foster civil society participation in connection with resolution 1325**
			  For ex.: At national level: Support shall be given to disseminate CSOs actions in response to conflict or post-conflict situations
				• The Ministries responsible for the development of the Action Plan are also responsible for the monitoring and evaluation process
				• No timetable is included in the Action Plan
				• Planning to establish the mechanisms of coordination work with civil society in order to exchange information on actions taken in connection with resolution 1325
				• Annual report submission

Sweden (*released: October 2006; updated: 2009; cover: 2009-2012*)

Developed by	Coordination responsibility	Civil society & NGO access	AP actions	M&E
• Ministry of Foreign Affairs • Ministry of Defence • Ministry of Justice and Industry • Ministry of Employment and Communication • Armed Forces • Swedish International Development Cooperation Agency (SIDA) • National Police Board	• Ministry of Foreign Affairs • Ministry of Defence • Ministry of Justice and Industry • Ministry of Employment and Communication • The Prime Minister's Office; SIDA	A large number of civil society organizations were involved in drafting an action plan, including Operation 1325 (a network of six women's organizations), research institutions and peace and development NGOs were informally consulted, in addition to formal seminars and workshops Ministry of Foreign Affairs got a formal letter of recommendation for changes from Operation 1325 Sweden commissioned an extensive assessment study and received a broad number of recommendations on the implementation from Canada, the Netherlands and the United Kingdom	Swedish AP outlines three priority areas to be implemented at three levels: nationally, regionally and in the UN • **Full participation of women in conflict areas in conflict prevention operations** • **Protection of women and girls in conflicts areas** • **Strengthen the participation of women in international peace support and security-building** *National level, for ex.:* • Government will continue to support and cooperate with Swedish NGOs in work to implement resolution 1325 • SIDA's work on conflict prevention will continue to take account of a gender perspective *Regional level, for ex.:* • Government will take action to ensure that a resolution 1325 perspective and issues concerning the participation of women are reflected in different training programmes and activities • Resolution 1325 has to be taken into consideration in negotiations with EU applicant and candidate countries with experience of conflict *In the UN system, for ex.:* • Sweden will continue to demand clear guidelines for the Secretary-General's special envoys and representatives, heads and commanders of peace support operations, mediators and other similar functions • Sweden will actively support the Peace-building Commission and its Support Office in their task of increasing the participation of women and integrating a gender equality perspective into their work	• Inter-Ministry group is responsible for the overall implementation and coordination • Each Ministry is responsible for a concrete implementation in its own operations • Half-annual reports are produced for closer follow-ups • Annual reports on action and reports on special issues will be produced • Priorities between actions are given

Switzerland (released: February 2007; cover: 2007-2009)

Developed by	Coordination responsibility	Civil society & NGO access	AP actions	M&E

• Working Group within Task Force Peace
• Specialists from Department of Defence
• Civil Protection and Sport
• Federal Department of Foreign Affairs
	Division on Human Security of the Federal Department of Foreign Affairs (Gender Focal Point of the Division)	• Draft version of AP was discussed with a number of NGOs who also submitted its comments in writing
		• Consulted informally other countries that have developed Action Plans
		• Representatives from the NGO's will be informed about the annual meetings and the current status of the work of implementation
		• Individuals and organizations active in peacebuilding have the possibility to submit a request to review any proposed additional measures
			Switzerland's AP concentrates on three main objectives, which are implemented on policy, personal and operational levels
			• **Greater involvement of women in peacebuilding**
			  For ex.: At the policy level: Government is committed to the creation of a framework condition in the UN, as well as in other regional and international organizations such as the OSCE, that will enable women to participate on equal footing with men in peacebuilding efforts
			• **Prevention of gender-based violence and protection of the rights and needs of women and girls during and after armed conflicts**
			  For ex.: At the operational level: Government supports projects and actors that address specific problems of VAW in the context of armed conflicts, either through prevention, protection of the victims or by efforts to end impunity
			• **A gender-sensitive approach to all peacebuilding projects and programmes**
			  For ex.: At the personnel level: Greater efforts will be made to train staff of the federal administration as well as civilian and military peacebuilding experts in the practices of gender mainstreaming
				• The Ministries responsible for the development of the AP are also responsible for M&E
				• Annual meetings will be held to discuss implementation measures and progress and to discuss further steps for implementation
				• Annual protocol as an outcome of the annual meeting will be drawn up

Uganda (*released: December 2008*)

Developed by	Coordination responsibility	Civil society & NGO access	AP actions	M&E

• Ministry of Gender, Labour and Social Development	• Ministry of Gender, Labour and Social Development
	• Ministry of Justice and Constitutional Affairs
	• Ministry of Ethics and Integrity
	• Ministry of Health
	• Ministry of Finance, Planning and Economic Development
	• Ministry of Internal Affairs
	• Parliament
	• Legal bodies, including the Law Council - Uganda Human Rights Council
	• Men's, women's, youth, and adolescent's groups
	• Development partners
	• Police Training Unit, Prison's Service
	• Faith-based organizations, NGOs, CSOs
	• Uganda Bureau of Statistics
	• National Women's Council
	• Local governments
		Civil society organizations (NGOs) are involved in implementation and M&E	NAP identifies five goals with strategic objectives, strategic action, performance indicators, impact and key actors for each:
			• **Legal and policy framework**
			  Strategic Objective example: Improved legal and policy environment in relation to enacting laws and policy making on GBV
			  • **Improved access to health facilities, medical treatment and psychosocial services for gender based violence victims**
			  Strategic Objective: Increase access to appropriate health services and psychosocial services to victims of SGBV
			  • **Women in leadership and decision-making**
			  Strategic Objective: Increase women's visibility, representation and participation in leadership and decision-making in national, regional and international institutions and mechanisms for the prevention, management and resolution of conflict
			  • **Prevention of gender based violence in society**
			  Strategic objective: Build community and institutional capacity to ensure the prevention of GBV in society
			  • **Budgetary allocations for implementation of UNSCR 1325 and 1820 and the Goma Declaration**
			  Strategic Objective: Increased financing to all sector for implementation
				• The Ministries and institutions that are responsible for the development of the Action Plan are also responsible for the monitoring and evaluation process

United Kingdom *(released: March 2006)*

Developed by	Coordination responsibility	Civil society & NGO access	AP actions	M&E
• Foreign and Commonwealth Office • Department for International Development • Ministry of Defence	Not specified	Civil society and international community members, and other governments working on their action plans, played a role during the development stage; for instance: • UN Mission in NY • Women's National Commission of the Department of Trade and Industry • NGO WG on women and peace and security participated in Cross-Whitehall meetings • UK held discussions with Norway and Canada • Established virtual network for additional participation • Civil society was not given a chance to provide a feedback	• **UK support to UN** 　*For ex.:* HMG to ensure that gender perspectives are reflected in all relevant Security Council mandates for peacekeeping/ support operations and when negotiating UN peace agreements • **Training and Policy within HMG (Her Majesty's Government)** 　*For ex.:* HMG to raise awareness amongst key programme/ project stakeholders of the importance of taking into consideration gender issues in programme/project activity • **Gender Justice including GBV** 　*For ex.:* HMG to continue to implement its Sexual Exploitation and Abuse (SEA) Strategy by systematically looking for opportunities to ensure that language against sexual exploitation and abuse it included in Security Council resolutions and in peacekeeping mandates • **Disarmament, Demobilization and Reintegration** 　*For ex.:* Address gender issues in UK supported disarmament, demobilization and reintegration (DDR) programmes in countries emerging from conflict by providing guidelines to UK officials involved in DDR programmes to review the appropriate incorporation of gender aspects • **Working with Non-Government Organizations** 　*For ex.:* HMG to liaise with NGOs, civil society and parliamentarians on the implementation of SCR 1325, continuing regular dialogue on gender related issues	Foreign and Commonwealth office (FCO) Department for International Development Ministry of Defence

Annex II. Key documents and events leading to the adoption of resolution 1325

Date	Document or event	Key provisions
1945	United Nations Charter	• Reaffirms the "faith in fundamental human rights, in the dignity and worth of the human person, in the equal rights of men and women…"
1974	Declaration on the Protection of Women and Children in Emergency and Armed Conflict	• Prohibits attacks and bombings on the civilian population, the use of chemical and bacteriological weapons, and measures such as persecution, torture, and degrading treatment • Requests that States involved in armed conflicts and military operations spare women and children from the ravages of war • Reinforces the application of other rights documents, including the Universal Declaration of Human Rights, during times of conflict
1975	The Report of the World Conference of the International Women's Year, Mexico City, Mexico	• Identified international cooperation, strengthening of international peace and women's political participation as areas for action • Addressed women's participation in struggles against colonialism, racism, racial discrimination and foreign domination
1979 1999	Convention on the Elimination of All Forms of Discrimination Against Women Optional Protocol to the Convention	• Defines all forms of discrimination against women as fundamental human rights violations • Pays particular attention to the legal status of women, including women's political participation • Obligates States to take measures to suppress all forms of traffic in women and the exploitation of prostitution of women • 19th General Recommendation of the CEDAW Committee recognizes that gender-based violence is a form of discrimination that inhibits women's ability to enjoy rights and freedoms on a basis of equality with men
1980	World Conference of the United Nations Decade for Women: Equality, Development and Peace, Copenhagen, Denmark	• Acknowledged that women are agents of change at the national and international levels, in political, social and economic areas • Recognized women's roles in building more just societies and in the struggle for fundamental rights and self-determination of peoples against wars of aggression • Dealt specifically with the situation of women living under apartheid in South Africa and Namibia, and the situation of Palestinians

Date	Document or event	Key provisions
1981	African [Banjul] Charter on Human and Peoples Rights	• Sets forth rights and obligations for all individuals without distinction of any kind including sex • Obligates States to ensure the elimination of discrimination against women and to ensure the protection of the rights of women and children
1985	World Conference to review and appraise the achievements of the United Nations Decade for Women: Equality, Development and Peace, Nairobi, Kenya	• Considered women's participation in the efforts for peace in decision-making positions, and in education for peace as vital to peacebuilding • Discussed strategies for women's participation in maintaining world peace, averting nuclear disaster, halting the arm's race and in disarmament efforts • Highlighted for the first time the detrimental effects of violence against women in everyday life for the achievement of peace
1993	UN World Conference on Human Rights in Vienna and the Vienna Declaration of Action	• Recognized sexual violence as no longer a private matter for the first time • Considered rape and other forms of sexual violence as more serious human rights violations • Declared that violations of women's human rights in situations of armed conflict are violations of international human rights and international humanitarian law
1993	Declaration on the Elimination of Violence against Women	• Recognizes violence against women as a human rights violation based on gender discrimination • Underlines unequal power relations men and women and the resulting domination over and discrimination against women
1994	Inter-American Convention on the Prevention, Punishment and Eradication of Violence against Women (Convention of Belem Do Para)	• Gives an extensive definition of violence against women • Requires that States take a number of substantive actions to prevent, punish, and eradicate violence against women • Pays particular attention to women who may be more vulnerable, including women refugees and migrants • Requires that States take special account of the vulnerability of women affected by armed conflict
1995	Fourth World Conference on Women, Beijing, China	• Identified women and armed conflict as one of the Critical Areas of Concern and suggested measures to promote and protect women's rights during conflict • Recognized that civilian casualties outnumber military casualties; acknowledged that women and children make up a significant number of victims • Called for the upholding and reinforcement of the norms of international humanitarian and human rights law • Called for the participation of women in peace processes and in decision-making positions

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