



---

**OFFICE OF THE SPECIAL ENVOY ON WOMEN, PEACE AND SECURITY  
OF THE CHAIRPERSON OF THE AFRICAN UNION COMMISSION**

Tel. + 251-11-5517700 ext.2047; +251-11- 518 2047

E-mail: [wpsa@africa-union.org](mailto:wpsa@africa-union.org)

[www.peaceau.org](http://www.peaceau.org); [www.au.int](http://www.au.int)

---

**CONSULTATIVE MEETING OF MEMBER STATES AND REGIONAL ECONOMIC  
COMMUNITIES THAT HAVE DEVELOPED ACTION PLANS ON UNSCR 1325:  
REVIEWING AND SHARING EXPERIENCES TOWARDS ENHANCED  
IMPLEMENTATION AND MONITORING**



**DECEMBER 14-15, 2015**

**AFRICAN UNION HEADQUATERS**

**ADDIS ABABA, ETHIOPIA**

**REPORT ON THE CONSULTATIVE MEETING WITH MEMBER STATES  
AND REGIONAL ECONOMIC COMMUNITIES THAT HAVE DEVELOPED  
ACTION PLANS ON UNSCR 1325: *REVIEWING AND SHARING  
EXPERIENCES TOWARDS ENHANCED IMPLEMENTATION AND  
MONITORING***

## TABLE OF CONTENTS

### Executive Summary

I. Introduction .....	3
II. Background and Rationale .....	3
III. Objectives.....	4
IV. Format.....	5
V. Expected Outcomes.....	5
VI. Participation.....	5
DAY 1.....	6
• Opening Remarks.....	6
• National Perspectives on 1325 Plans Session 1:.....	6
- Burkina Faso.....	6
- Burundi .....	7
- Togo.....	8
- Liberia.....	8
- Nigeria.....	8
- Discussion Points.....	9
- Recommendations.....	10
• National Perspectives on 1325 Plans Session 2: .....	10
- DRC .....	10
- Guinea .....	10
- Namibia.....	11
- Mali.....	11
- Discussion Points .....	11
- Recommendations.....	12
• National Perspectives on 1325 Plans Session 3: .....	13
- Uganda .....	13
- Rwanda .....	13
- Senegal .....	14
- Sierra Leone.....	14
- Djibouti .....	14
- Discussion Points.....	15
- Recommendations.....	15
• National Perspectives on 1325 Plans Session 4: .....	16
- IGAD.....	16
- ECOWAS .....	16
- EAC .....	17
- COCAFEM.....	17
Day 2 .....	18
• Developing the Continental Results Framework.....	18
• Group Sessions .....	19
• Conclusion.....	19

Annex: Agenda of Consultative meeting

List of Participants

## EXECUTIVE SUMMARY

Member States and Regional Economic Communities in Africa that have developed action plans on United Nations Security Council Resolution 1325 met at the Headquarters of the African Union Commission on 14-15 December 2015 at the invitation of the Special Envoy on Women, Peace and Security. Presentations by Member States and Regional Economic Communities on their respective Action Plans highlighted the diversity of approaches and plans on 1325 implementation. Countries such as Namibia have chosen an integrated approach, while the vast majority of African Member States had developed stand-alone 1325 Action Plans. National actions plans also exhibited varying choices with regards to pillars and priorities, reflecting the range of contexts in which these plans are developed, from conflict affected, to post-conflict, and stable countries. Having developed their NAPs at different points, countries are at varying stages of implementing their NAPs, with a number embarking on a second NAP. Indeed, a country like Mali, has developed a 'second generation' NAP grounded in its recent post-conflict settlement. Countries have also to varying degrees partnered and collaborated with civil society in NAP implementation and monitoring.

A number of achievements have been observed across the various NAPs which can be clustered around legal and policy reform and adoption; increase in women's participation in decision making, in particular within legislatures-mostly due to special measures and quotas, as well as within the security sector and peacekeeping forces through specific measures and policies; establishment of implementation institutions and mechanisms within existing institutions, within and across Ministries; and creation of coordination and monitoring entities of multi-stakeholder nature, which include CSOs, partners, and the private sector.

Member States and RECs present identified a number of cross-cutting issues and challenges. The most referred to challenge is the issue of sustainable and adequate funding for implementation and monitoring. Others include, strong systems for capturing lessons learnt and statistical capacity for enhanced reporting and accountability; coordination and leadership at national level including the imperative of bringing the Ministries of Gender and Defense closer together; and addressing emerging issues such as violent extremism, climate change, and irregular migration as part of a broader women, peace, and security agenda.

Aside from inputs into the draft continental results framework, a number of recommendations arose from the meeting, including:

- The need to harmonization of reporting procedures to facilitate the work of Member States
- Shift to a more integrative approach, which seeks to align with national development planning and engage in gender budgeting
- Support the development of more NAPs/RAPs, as well as facilitating resource mobilization for existing plans and programs
- Engage national statistics bodies in gathering and compiling data; greater focus on empirical evidence and data/statistics on achievements

## I. INTRODUCTION

The African Union (AU) Commission Chairperson's Special Envoy on Women, Peace and Security (WPS), H.E. Mme Bineta Diop, convened a two day consultative meeting with over 45 representatives of AU Member States and Regional Economic Communities (RECs) which have put in place national and regional action plans (NAPs/RAPs) for the implementation of United Nations Security Council Resolution (UNSCR) 1325 in Africa. They met to discuss achievements, best practices, as well as challenges in the implementation and monitoring of UNSCR 1325 – including in creating multi-stakeholder partnerships and collaboration, and to propose inputs into a continental results framework.

The meeting was made possible through funding from the Gender, Peace and Security Programme (GPSP) of the Department of Peace and Security (PSD) and additional technical and financial support from the UNDP Regional Services Center for Africa .

## II. BACKGROUND AND RATIONALE

October 2015 presented a critical milestone for the Women, Peace, and Security agenda globally. It marked the 15<sup>th</sup> year anniversary of United Nations Security Council Resolution 1325, and the launch of the High Level Review and Global Study on Implementation of 1325. This review of 1325 implementation also coincided with a number of related review processes ongoing at the global level, from a review of the UN peacebuilding architecture, UN peace operations, post-Hyogo, post-MDGs, to the World Humanitarian Summit. These are all opportunities to bring more prominence to the Women, Peace, and Security agenda within them, as well as bring African perspectives to bear on these issues. The UN Security Council (UNSC) subsequently adopted UNSCR 2242, which among other things, states that the UNSC

***“Welcomes the efforts of Member States to implement resolution 1325 (2000), including the development of national action plans, further welcomes the increase in national action plans in recent years, and calls upon Member States to further integrate the women, peace and security agenda into their strategic plans such as national actions plans and other planning frameworks... further welcomes the efforts of regional organizations to implement resolution 1325 (2000), including through the adoption of regional frameworks, and encourages them to pursue further implementation;”***

This then highlights the critical role for regional organizations in driving this agenda and the further progress required at the national level.

As Africa deliberates on a post 2015 agenda for 1325 and the wider Women, Peace and Security agenda, it must be acknowledged that broadly, as a continent, Africa has steadily built up a body of instruments and policies on women, peace, and security to strengthen UNSC resolution 1325, at all levels. Major among these are the Protocol to the African Union Charter on Human and Peoples' Rights on the Rights of Women in Africa (Maputo Protocol) and the Solemn Declaration on Gender Equality

in Africa. There are many other instruments and policies at the regional and national levels. Member States, 16 so far, have put in place National Action Plans on 1325; Regional Economic Communities have developed Regional Action Plans, as well as put in place regional monitoring mechanisms such as the SADC Gender Monitor. There is good practice being documented. This is to be applauded. However, more needs to be done with regards to implementation and monitoring. Increased accountability for these commitments is essential for greater performance and delivery on this agenda.

In this regard, it should be noted that at the 476<sup>th</sup> meeting of the PSC in December 2014, the Council “urged the AU Commission, through the coordination of the Office of the Special Envoy on Women, Peace and Security to formulate a Continental Results Framework to monitor the implementation by AU Member States and other relevant stakeholders of the various instruments and other commitments on women, peace and security in Africa.” The Office of the Special Envoy, in collaboration with others across the Commission, as well as partners such as UN WOMEN, has made this a priority over the course of 2015. A number of key high level events were carried out in efforts to galvanize support and build a constituency for the Framework.

It against that backdrop that a regional consultative meeting was convened in January 2015 on the margins of the 24<sup>th</sup> AU Summit in partnership with UN Women to gather Africa’s contribution to the Global Study on UNSCR 1325. In March 2015, during the 59<sup>th</sup> Session of the Commission on the Status of Women, the Office of the Special Envoy and United Nations Special Adviser on Africa (OSAA) co-organized a High Level Panel on “Towards a continental framework on Women, Peace and Security in Africa” which sought to arrive at concrete recommendations on how the United Nations and African Union can jointly advance this agenda. On the margins of the PSC Retreat in Namibia in May 2015, a side event was organized to commemorate the 15<sup>th</sup> anniversary of the UNSCR 1325. The Special Envoy advocated for effective domestication of UNSCR 1325 by AU Member States and enhanced gender mainstreaming in the AU’s peace and security architecture. In June 2015, a “High Level Panel on Women, Peace and Security” in the sidelines of the 25<sup>th</sup> AU Summit in June 2015 was organized to mobilize a broader set of partners for this agenda. More recently in New York, during Africa Week and the 15<sup>th</sup> Anniversary of 1325, the Office of the Special Envoy co-organized a High Level Panel on “15 Years of the Women, Peace and Security Agenda in Africa: Stocktaking and Perspectives” with OSAA, UN WOMEN and the African Union Permanent Observer Mission to the United Nations. On that occasion, a publication detailing some of the good practice-nationally and regionally-, advances, perspectives, and continuing work necessary in Africa on 1325 was launched.

In addition to this initial high level mobilization and sensitization, it was seen as crucial to engage more deeply with Member States and RECs who have developed National Action Plans- to share experiences, challenges, and build on their experience of monitoring implementation. As such, the Commission convened the 16 Member States and relevant Regional Economic Communities, alongside other key stakeholders. The roadmap to developing and putting in place a Continental Results Frameworks necessitates a focus on synergies and collaboration.

### **III. OBJECTIVES**

The consultative meeting had three main objectives:

1. Review, share, and document the experience of Member States with regards to National Action Plans on 1325, and Regional Economic Communities with regards to Regional Action Plans-including on existing monitoring frameworks and tools
2. Discuss challenges to implementation and monitoring of Action Plans, including in creating multi-stakeholder partnership and collaboration to drive implementation
3. Propose and input into a continental results framework on 1325 and broader Women, Peace, and Security commitments

#### **IV. FORMAT**

The proposed consultative meeting was a two day programme structured along the following format.

- An opening session led by the Special Envoy on Women, Peace and Security to guide the deliberations.
- Presentations by Member States that have UNSCR Action Plans on the implementation of UNSCR 1325 and other related instruments
- Presentations by Regional Economic Communities and Regional Mechanisms that have developed Action Plans on UNSCR 1325
- Breakout sessions: These sessions to allow for more in-depth discussions amongst participants, as well as formulate concrete recommendations
- Plenary discussions: After break-out sessions, plenary sessions to allow for questions, broader input from participants, and discussion informed and provoked by the presentation. A final plenary with the aim to canvass the major issues and recommendations from the two day program
- Social media interface to create a platform to allow for the dialogue to also happen online and feed into the plenary discussions

#### **V. EXPECTED OUTCOMES**

- Enhanced constituency and partnership, at all levels, and across stakeholders, for driving and monitoring WPS commitments compliance
- Key indicators to be used in the Continental Results Framework
- Roadmap for the development of the Continental Results Framework

#### **VI. PARTICIPATION**

The meeting engaged approximately 45-50 participants, including:

- Representatives of 16 Member States with adopted National Action Plans (Ministries of Gender and/or Defense, or any relevant entity)
- Representatives of Regional Economic Communities with Regional Action Plans (Departments of Gender and/or Peace and Security, or any other relevant entity)
- Representatives of the AU Commission (Department of Peace and Security, Gender Directorate)
- Civil society, experts, and researchers/academia
- Representatives of partner organizations (UNWOMEN, UNDP)
- Representatives of partner countries funding 1325 initiatives

## **DAY 1**

### **Opening Remarks**

Opening remarks were given by Madam Bineta Diop, Special Envoy on Women, Peace and Security of the Chairperson of the African Union Commission. Madam Diop commended participants and partners present for their availability and commitment to contributing to the AU architecture for peace and security and stability in general, but specifically to the women, peace and security agenda. In her speech, Madame Diop emphasized Africa's significant efforts in the implementation of UNSCR 1325. These include the formulation of a progressive protocol to protect women human rights- the Maputo Protocol- now domesticated at local level, conflict prevention measures during elections, women and citizen movement that are contributing to create enabling environment for peaceful elections and putting in place early warning and early actions responses. However, she stressed that more needs to be done to transform political will into concrete actions and put in place measures to address emerging issues such as religious extremism and terrorist movements such as Boko Haram and Al-Shabab.

Remarks were also made by the UNDP representative, Madam Odette Kabaya on behalf of the UNDP Regional Director, Mr. Mothlana, reiterating that more needs to be done with regards to implementation and monitoring of UNSCR 1325. In her remarks, Madame Kabaya stated that this consultative meeting is crucial to engage more deeply with Member States and relevant Regional Mechanisms who have developed Action Plans - to share experiences, challenges, and build on their experience of monitoring implementation. The roadmap to developing and putting in place a continental results framework necessitates a focus on synergies and collaboration. The continental results framework will strengthen relevant institutions' accountability and further improve social cohesion through inclusive and effective participation of both men and women. Increased accountability for these commitments is essential for greater performance and delivery on this agenda.

The Director of the Women and Gender Development Directorate of the African Union Commission assured the participants of the African Union's commitment to increase women's representation in post-conflict governance, improve government responsiveness to sexual and gender-based violence

against women, secure women's economic and social rights during early recovery phases, design reparations for women's economic empowerment, incorporate gender budgeting in post-conflict financing arrangements, and prioritise gender equality in the security sector.

## **National Perspectives on 1325 National Action Plans**

### **Session 1: Burkina Faso, Burundi, Togo, Liberia, Nigeria**

#### **Burkina Faso**

The country adopted a NAP for the implementation of UNSCR 1325 and 1820 in December 2012. The action plan is built around four pillars, namely: women's participation at all levels in decision-making, protection against GBV, prevention, and the integration of gender in peace keeping operations.

In the implementation of the NAP, institutions and desks have been created. The Ministry of Gender Affairs has led this process, working in close collaboration with the Ministry of Defence. In every unit of the army, there is a secretariat in charge of monitoring gender issues. Other Ministerial departments have also created gender promotion units.

The implementation of the NAP also involves policy and legislative formulation and reform efforts. For example, a law on gender quotas has been adopted to secure at least 30% of parliamentary seats for women, in addition to another on the prosecution of GBV perpetrators. Some existing laws, such as the one on the status of the national defence forces has been modified to allow the recruitment of women in the army.

The Ministry of Gender Affairs is responsible for reporting on implementation of the NAP and is doing so in collaboration with CSOs, NGOs and some UN agencies. There is a budget for implementation of the NAP that is in principle financed by the government.

The key achievements of this current NAP include a gender sensitive constitution; the creation of a Ministry of Gender Affairs, the adoption of the National Gender Policy and the adoption or modification of various laws and policies, as well as the increase of women's representation in peace keeping operations.

A new NAP will be adopted in 2016 based on the evaluation of the first NAP and will integrate a stronger commitment by the government to fund the NAP, the improvement of women's participation in the army and the translation of all documents related to WPS in all national languages.

#### **Burundi**

Burundi adopted its NAP to cover the 2012-2016 period, around the four pillars of UNSCR 1325 namely participation, prevention, protection, and recovery. This NAP has brought about a number of achievements, including the adoption of a law securing 30% of women's representation in parliament, the creation of a mixed steering committee gathering Ministers and CSOs, the adoption of anti-GBV laws, and the creation of a coordination body and gender units in all Ministries.

Women's representation in the defence and security forces has improved and more than 1,200 members of the military have received gender training. Measures are taken to encourage women's enrolment in the army.

Despite these achievements, many challenges persist due to the lack of funds and a legal framework which still requires reform. For all these challenges, advocacy actions are planned to improve the situation in the country.

## **Togo**

The NAP has been adopted for five years and has to be evaluated twice, a mid-term evaluation after two years and a final evaluation after the fifth year. The general objective of the NAP is to increase women's participation in decision-making positions, specifically in conflict prevention, conflict management and resolution, and peace building.

Many activities have been implemented under the NAP, including the domestication of UNSCR 1325 and its ownership by various stakeholders, advocacy actions targeting increased government funding for implementation, developing a culture of peace and dialogue, increasing women's participation in security and defence forces and in peace keeping operations, as well as combating GBV.

Many positive results have been achieved in Togo. Key among those results are greater sensitization and collaboration through trainings and workshops on WPS, the translation of documents in local languages, the creation of a newsletter on WPS, support to women soldiers organization, radio broadcasts, and the creation of a research centre on WPS. A multi-stakeholder committee on UNSCR 1325 implementation has also been established, composed of CSOs and various Ministries, and will formulate a resource mobilization strategy in collaboration with UN agencies and regional organizations.

## **Liberia**

Liberia became the first country to domesticate UNSCR 1325 in 2009 by developing a NAP. The Liberia National Action Plan (LNAP) is divided into four pillars: protection, prevention, participation and empowerment and promotion. Successes recorded to date include the development and implementation of the National Gender Policy, the development and institutionalization of the national security strategy, implementation of a policy to achieve 20% women's representation in security sector institutions and the creation of a UNSCR 1325 unit within the Ministry of Gender, Children and Social protection to ensure its implementation across all government sectors. However, there is limited awareness on the LNAP and UNSCR 1325, as well as budgetary support for 1325 activities. This inadequate funding has resulted in a limited amount of safe homes across the country and presence of security officers within hard to reach areas. Recommendations proposed by Liberia to ensure full implementation of activities under UNSCR 1325 include increased budgetary allocation and support for UNSCR 1325 activities, establishment and full functioning of gender desks across line ministries and agencies and the involvement of the private sector in UNSCR 1325 activities.

## **Nigeria**

The National Action Plan for 1325 is built around the pillars of prevention, participation, promotion, protection and prosecution. The National Steering Committee and a National Monitoring Committee were established as part of 1325 implementation. A process has begun to merge the National Monitoring Committee into the National Steering Committee. The Violence Against Persons (Prohibition) Act which was a major outcome of NAP implementation was passed into law on 25th May 2015. The establishment of sector specific gender policies for the Nigerian Police and the

Independent National Electoral Commission has been major boosters for 1325 implementation. A monitoring template has been developed and tested to facilitate monitoring and reporting of 1325 NAP and a National Monitoring Committee had existed between 2014 and 2015 to enable appropriate monitoring on 1325 NAP. Challenges in implementing UNSCR 1325 include inadequate funding that has limited the execution of some NAP related activities and the wide expanse and geographical diversity of Nigeria that has prevented the speedy implementation of NAP activities. Disturbing trends which were not envisaged at the time the NAP has formulated have emerged such as the wide-scale abduction of women and girls and their use as suicide bombers.

### Discussion Points

The discussion focused mainly on how to leverage results at both a strategic and operational level in order to address gaps and ensure that the ordinary woman at the grassroots level benefits from the implementation of UNSCR 1325.

- Need for streamlining of NAPs into state institutions in order for organs to own the implementation (Integration).
- Greater collaboration between national institutions in charge of the WPS agenda and the need for more synergistic action between the Ministries of Gender Affairs and the Ministries of Security and Defence.
- Greater investment in implementation institutions in order to strengthen and move commitments into actionable results
- The use of religious and traditional leaders to sensitise communities in countering violent extremism
- Need for the evaluation of the socio-economic status of women at the grassroots level in order to measure the impact of activities being implemented under UNSCR 1325
- The adverse impact of conflict on implementation: In response to a question on whether the women of Burundi are able to raise their voice given the current problems with freedom of speech, **Burundi** highlighted that the current political instability is not conducive for women to speak out at the moment; in addition many financial partners that were supporting the implementation of the UNSCR 1325 have suspended their assistance due to the crisis
- **Liberia** spoke on how they are successfully using existing networks of women's organisations, traditional councils and organisations to monitor the implementation of UNSCR 1325 and assist with information dissemination at the local level. However there is need to increase resource allocation to increase the involvement of women in implementation.
- **Nigeria** pointed out that given the large geographical area that needs to be covered it has resorted to training women at the grassroots level to talk to their children on the issues of terrorism and extremism as part of their counter terrorism efforts and the domestication of Federal Laws to State levels for improving lower level reach. The country has also started admitting women in the cadet scheme in order to put women at the forefront of helping other women. Nigeria has also set up a steering committee to bring actions together to strengthen the implementation of UNSCR 1325 by monitoring and reviewing the NAP
- **Togo** is taking measures to ensure that women have access to legal representation in case of Gender Based Violence so that they have access to justice under the National Justice Policy as part of their programs for providing judicial and financial assistance.

- On the issue of GBV, Burkina Faso also shared their experiences of 2011 when many women were raped during the political instability and how they assisted by opening centre to care for affected women. They also sought the assistance of the Association for Women Lawyers and the Police in order to seek justice. To date, a law relating to the prevention of violence against women has been passed.

### **Recommendations**

- Need to address new threats of terrorism, extremism, climate change, cyber criminality as it relates to women and the implementation of UNSCR 1325
- Come up with alternative and innovative models of resource mobilisation
- Integration and greater involvement of other line Ministries in the implementation of UNSCR 1325
- Institutionalizing advocacy and gender mainstreaming
- Implementation of UNSCR 1325 in a way that brings results for the woman on the ground
- Use of cultural and religious structures in sensitising communities on UNSCR 1325

## **Session 2: DRC, Guinea, Namibia, Mali, Djibouti**

### **DRC**

For DRC, the integration of gender is critical for the efficiency of the security services, which is why these services are currently reformed to take into account the specific protection needs of women in their day to day work and particularly during conflicts. The NAP has 10 pillars and was designed in 2010 under the leadership of the Ministry of Gender with the collaboration of the Ministry of Defence, which has created its own strategic plan for the implementation of UNSCR 1325. This strategic plan has achieved many results which include:

- Adoption of a plan for combating GBV, as well establishment of an implementation committee
- Formulation of a plan to combat children's enrolment in armed groups
- Creation of mixed technical working group to facilitate collaboration.

The participation and promotion of women in the army is also being enhanced with 3 women appointed at the rank of general and many others achieving more senior positions. All these achievements have been made with the support of various partners but challenges remain such as the lack of funding, the lack of appropriate legal framework, the limited number of women in the army and lasting stereotypes around gender issues. To overcome these obstacles there is a need for more financial and technical resources and greater collaboration between all the stakeholders to support the existing efforts for more results.

### **Guinea**

Guinea started the implementation of UNSCR 1325 in 2006 with the first strategic plan 2006-2012 which tried to integrate gender issues in all ministerial departments. A second strategic plan based on the results of the review of the first one has been adopted to cover the 2013-2018 period. Key among the achievements, include the increase in the number of women in public administration, the training of 1200 public officials on gender responsive budgeting, and the creation of a gender unit in the

Ministry of Planning among others. With the Ebola epidemic, the number of GBV cases increased in the country.

All these initiatives have been undertaken in close collaboration with the defence and security forces to ensure that women are involved in conflict prevention, peacebuilding, and reconstruction. Resources have been mobilized to train more than 2000 members of the police on prevention and protection against sexual violence. CSOs are very active in the implementation of UNSCR 1325 in Guinea with many initiatives such as the creation of monitoring committees during electoral periods. There is also an official annual commemoration of UNSCR 1325, which mobilizes women on this agenda, particularly those living in rural areas.

There is currently 25% women's representation in the national parliament, which indicates an increase in women's representation in decision-making positions. The main challenge in Guinea is insufficient funding for gender initiatives, but it is hoped that partners will be able to assist in this regard.

### **Namibia**

It was recalled that it is Namibia who proposed UNSR 1325 when the country was chairing the UNSC, but acknowledge that there is still GBV in the country.

For the implementation of UNSCR 1325, Namibia has chosen an integrated approach and the emphasis is on participation, protection, and relief and recovery in relation to peace building and disaster management. Many mechanisms and policy frameworks have been put in place, such as the gender policy followed by the national gender plan of action. The country has adopted gender responsive budgeting and organized trainings for Ministers on gender mainstreaming. The Ministry of Defence is responsible for the implementation of UNSCR 1325 in Namibia's security sector and peacekeeping forces. It has achieved a high level of women, 29%, in peace keeping operations. Data collection has also improved and many initiatives such as the establishment of a Defence Center of Excellence is expected to improve the situation.

### **Mali**

The NAP on UNSCR 1325 was adopted in 2011 for the 2012-2014 period; but in 2012 Mali face a crisis with many GBV reported. This prompted the formulation of a new NAP for 2015-2018 which was recently adopted to take into consideration the impact of the crisis and the provisions of the peace agreement signed with the rebels.

The new NAP has five priority areas: conflict prevention and gender-based violence; protection and rehabilitation of victims; participation and representation; promotion of gender and women; and coordination, monitoring and evaluation activities. To achieve the objectives of these five priority areas, a monitoring committee has been created, chaired by the Minister of Gender and gathering all public institutions, CSOs, as well as technical and financial partners.

Many results as the commemoration of the 15<sup>th</sup> anniversary of the R1325, trainings on women's contribution on peace, radio broadcasts on the same thematic were organized in addition to the adoption of a law of quota for women in the national parliament. A budget on the NAP was also elaborated. Other activities as the translation of all documents related to WPS to reach women in rural area, the establishment of local networks and a good system of data collection and planned.

But challenges such as the continued low participation of women in peace building and peace keeping, and the fact that the budget of the NAP is not part of the national budget hamper implementation.

### Discussion Points

The discussion focused on the work being done to ensure necessary legal approaches and focus on results based implementation.

- Importance of working with women lawyers in supporting the implementation of UNSCR 1325
- Ensure public awareness using all kind of media and simplifying documentation so that local people can understand the objectives of UNSCR 1325
- Support community policing to ensure that law enforcement protect the people and not abuse them
- Training of ordinary people to know how to interpret the law, such as paralegals.
- **Namibia** shared how it is utilising a two pronged to implement UNSCR 1325 by:
  1. Linking UNSCR 1325 with other areas and creating synergies and maximizing on the utilisation of resources through integration
  2. Zeroing in on the specific pillars of the resolution by having stand-alone activities.
- Responding to the question on the appointment and promotion of women in the army, **DRC** said that the criterion for promotion is the same for men and women and based on competence. The challenge they are facing is on gender sensitive budgeting.
- **Guinea** said that emphasis is currently on the training of soldiers and addressing GBV by establishing centres for GBV survivors.
- **Mali** is working with various ministries in the implementation of UNSCR 1325 under the leadership of the Ministry of Gender.

### Recommendations

- Gender budgeting is a useful tool to address the issue of financing for gender
- There is need to have synergies with the security sector.
- Mechanisms for addressing GBV not just in conflict and but also non-conflict situations are important
- Having an effective two pronged approach by mainstreaming and stand -alone activities.
- Need to focus on prevention activities at the grass root level to counter violent extremism and the recruitment of women
- Context is very important hence the need to extend actions beyond the army and involve all the security forces

### Session 3: Uganda, Rwanda, Senegal and Sierra Leone

#### Uganda

Uganda has 3 main instruments on WPS agenda, namely UNSCR 1325, UNSCR 1820 and the Goma Declaration. The NAP has five priority areas: legal and policy frameworks; improved access to health facilities, medical treatment and psycho-social services for GBV victims; women in leadership and decision-making; prevention and elimination of GBV; and budgetary allocation for implementation.

Based on these instruments and under the NAP, institutional mechanisms have been created such as local peace committees, decentralized medical services to support GBV victims, reference groups on thematic areas, national focal points on small arms, and police units on family protection. With respect to legal frameworks, the constitution is gender sensitive and there are laws against arms proliferation, FGM and other regional legal instruments. Uganda recommended integrating the reporting process in already existing mechanisms to avoid duplication.

There is no specific budget to support the NAP in Uganda but several partners as UNDP, UNHCR are supporting the WPS agenda in the country. Thanks to this support, many training sessions targeting women and police officers have been organized and women are represented in many institutions and agencies at high positions. There is also assistance provided to GBV victims and GBV shelters exist across the country.

### **Rwanda**

Development of the Rwanda 1325 NAP started with a baseline study which highlighted the main achievements since 1994 and the current challenges concerning women's role in conflict management. The priority areas are prevention of violence and conflicts; protection; participation; coordination; and peace building and women's empowerment. Rwanda was already on the path of recognizing the rights of women emerging from conflict with the coming into effect of the 1999 Inheritance Law. The enactment of this law was significant, as discriminatory cultural traditions and social norms saw many women and children disinherited of their property in the aftermath of the genocide. Rwanda stands out globally as the country with the highest female representation in parliament at 63.8%. This not only demonstrates the existing political will, but underscores a favourable gender policy towards women. Rwanda has also recorded an increase in the percentage of women in peacekeeping missions. However few women are featured in peace negotiations, though women have been instrumental in driving forward peace and reconciliation processes within their communities. Civil society should establish robust advocacy campaigns to ensure that the government and the international community are meeting their obligations to provide the necessary support and training for services at the local level.

### **Senegal**

Senegal is committed to combating GBV and the WPS agenda, and has developed several initiatives in this regard. The adoption of the NAP in 2011 is one of them, and aims to address 3 issues, namely prevention, participation, and assistance and protection against GBV.

The country adopted a collaborative approach towards implementing the NAP, involving the Ministry of Gender and the Ministry of Defence, CSOs, academics, and regional and international organizations. Women are organized in local networks and are participating in all steps of negotiation, conflict resolution, and peace building in the region of Casamance.

Sensitization and capacity building programs are developed targeting women, defence and security forces and all stakeholders on gender issues. The rehabilitation of areas affected by conflict, assistance to women victims, the creation of a specific body against trafficking, the reinforcement of the institutional and juridical environment against GBV, are examples of the concrete improvements observed. One of the major achievements in Senegal is the adoption of a law on parity, significantly

improving women's representation in parliament, and also the systematic integration of gender issues in all the governmental institutions and their activities.

Challenges include the separation of gender policies from other national policies, hindering greater effectiveness. The recent national development plan holds promise because it gives gender issues a central position in its implementation.

### **Sierra Leone**

The first NAP which has five pillars namely prevention, protection, prosecution, participation and coordination, expired in 2014 and is currently under review. It will be replaced by a new one in 2016 which will be integrated to the national development plan. CSOs are very active and there is a good synergy between them and the government. CSOs have mobilized resources, and under the leadership of the government, are jointly implementing activities. The reporting and monitoring of the implementation of UNSCR 1325 has been done by CSOs. There are still a limited number of women in the security and defence forces, but there are initiatives put in place to address this and their number is increasing over time. Other achievements include assistance to SGBV victims, laws against GBV, and the establishment of collaborative, participative and inclusive implementation mechanisms. As in other countries, inadequate funding is a challenge. The new NAP will be monitored on a quarterly basis and the presenter proposed that the reporting process be in line with this.

### **Djibouti**

The country has taken many initiatives related to the WPS agenda, such as the adoption of laws against FGM, GBV, the creation of a multi-stakeholder coordination system, and the establishment of a forum on women and peace among others. All these activities are supported under the national budget. All the documents on WPS have been translated in national languages, but there is a need to involve more men for greater results and impact.

### **Discussion Points**

- Countries need to have empirically backed achievements; statistics that measure impact need to be gathered because it is difficult to mobilise resources without demonstrating the link between policy interventions and impact.
- There needs to be alignment and rationalization of reporting mechanisms by institutions such as the RECs, AU and UN to lessen the burden on Member States
- Responding to the question of how Senegal funds its UNSCR 1325 implementation, **Senegal** spoke of the need to have good policies backed by law and the importance of harnessing political will from Member States, because if states do not set aside a budget for the NAP, it is difficult to implement. Senegal does not have a set budget, but has budget projection and institutional change has affected their capacity to raise funds. Senegal also has a green line to easily report GBV cases, assist victims and start legal proceedings.
- In response to how **Rwanda** has managed to record progress in the implementation of UNSCR 1325 and the representation of women in leadership positions, Rwanda pointed out that there are reserved seats for women who are elected from grass roots. In aligning policy and impact, Rwanda has a gender monitoring office that monitors the implementation of UNSCR 1325 and ensures an enabling environment for reporting and one stop centres that provide holistic

services. Regarding the green number put in place to allow people to report easily GBV cases Rwanda reassured that this mechanism is not only registering reports on GBV but allow also to support the victims and to start judicial pursuits against the actors of GBV.

- On the issue of data collection, **Sierra Leone** said the police are responsible for collecting data on cases of violence against women, however very few cases have been reported due to fear of being stigmatised among other reasons.
- Uganda is using the GBV database and the Demographic Health Surveys carried out every two years to monitor all cases. Responding to why there are few women selected for peace-keeping operations, Uganda highlighted that most women do not want to join the forces because they still view it as a male domain despite the existence of affirmative action for women to join the army.

### **Recommendations**

- Importance of contextualising the implementation of UNSCR 1325 to the realities by addressing pertinent issues such as economic empowerment, land rights, and how men are affected.
- Need to integrate gender plans with national development plans to improve resource mobilization
- Need to pool resources and improve the collaboration between all the stakeholders involved in implementing the WPS agenda.
- Need to get focus resolving existing conflicts and building peace.
- Decentralizing the implementation of UNSCR 1325 to the grassroots level
- Preparedness in responding to health threats such as Ebola and HIV.
- Encourage and promote women taking up ICT related jobs to combat cyber-crimes and trafficking
- Address how climate change affects the livelihoods of women
- Integrated reporting and impact assessment
- Engage national statistics bodies in gathering and compiling data

### **Session 4: IGAD, EAC, ECOWAS and COCAFEM**

#### **IGAD**

IGAD is constituted of eight Member States, namely: Djibouti, Eritrea, Ethiopia, Kenya, Somalia, South Sudan, Sudan and Uganda. Its focus areas are structured into three pillars: Agriculture and Environment; Economic Cooperation and Social Development; as well as Peace and Security. Since its institutionalization, the Gender Affairs Program has accomplished many gender equality and women's empowerment initiatives. Among the major achievements of the program are the development of a Regional Action Plan (RAP) for the Implementation of UNSCRs 1325 and 1820. The RAP mainly focuses on women's participation and inclusion in decision-making processes on conflict prevention, resolution, management and the prevention of sexual violence against women and girls during situations of armed conflict. An IGAD Women and Peace Forum (IWPF) was also established during the April 2011 Women and Peace Conference to oversee and/or monitor the adoption and implementation of the RAP at different levels.

Among IGAD Member States, Uganda is the only country which has developed a NAP. Kenya, South Sudan and Sudan have reported developing their respective NAPs, but have not yet endorsed them through their policy organs. The IGAD Secretariat mobilizes funds from development partners for implementation of programs/projects as Members States' contributions are meant for operational expenses. The technical support required by Member States and committed by IGAD Secretariat for developing additional NAPs and following up on the adoption of the RAP at national level could not be rendered due to a lack of funds.

## **ECOWAS**

The ECOWAS Conflict Prevention Framework (ECPF) adopted by the ECOWAS Mediation and Security Council (MSC) in January 2008 is the framework for operationalizing efforts to prevent conflict in ECOWAS Member states. To support the implementation of the ECPF, the Commission has set up an Internal Steering Committee in which the Directorate of Gender is an active member and has formulated a 2012-2017 Women, Peace and Security Action Plan and prepared a 3-Year Priority Plan for the Implementation of the Women, Peace and Security component. ECOWAS has a Strategic and Operational framework for the implementation of UNSCR 1325 and some of the key operational accomplishments include ECOWAS institutional mechanisms for conflict prevention and response, collaboration between ECOWAS and civil society in the design and implementation of peace and security initiatives and all ECOWAS Member states (except Cape Verde, Benin and Niger) having UNSCR 1325 NAPs at various stages of implementation with varying degree of success. ECOWAS Heads of State are constantly reviewing legal instruments to ensure gender sensitive provisions. In spite of some challenges, there have been concerted and accelerated efforts by ECOWAS and partners to ensure the mainstreaming of gender and women's concerns in the entire peace architecture in the region.

## **EAC**

Currently the EAC has a Peace and Security Unit which coordinates implementation of peace and security initiatives. There is also a Gender Unit which oversees gender mainstreaming across all EAC sectors. The Peace and Security Unit and Gender Units are jointly working on implementation of 1325 at the regional level. The implementation framework proposes the establishment of a Gender Desk with a gender expert within the Peace and Security Unit to oversee implementation of 1325 in the EAC Region. This proposal is yet to be considered by the relevant policy organs. The proposed implementation framework has an in-built monitoring and evaluation mechanism based on a clear logical framework with specific deliverables and timeframes. Key partners in implementing the 1325 Action Plan have been identified in the RAP from governmental and non-governmental sectors based on the EAC maxim of 'people-centred, private-sector driven integration'. The Implementation Framework is yet to be considered by the Joint Meetings of the Sectoral Councils on Cooperation in Defence, Interstate Security and Foreign Policy Coordination. Once considered by this key policy organ, it will be subjected to the Council of Ministers as it has far reaching financial implications. The decision of the above captioned policy organs will thus provide a clear way forward on how 1325 will be implemented at the EAC level.

## **COCAFEM**

COCAFEM is a regional civil society umbrella organization engaged in Burundi, DRC, and Rwanda, with more than 1,800 members. Its areas of intervention include encouraging women's participation and leadership, promoting women's economic empowerment as well as gender equality, and undertaking advocacy and conflict resolution activities. COCAFEM 's presentation focused on the contribution of CSOs to the implementation of UNSCR 1325.

Many activities have been carried out in line with UNSCR 1325 implementation, including the organization of conferences, trainings, and workshops on WPS; organization of commemorative activities related to gender; translation of documents on WPS in local languages; communication and advocacy actions; actions against GBV, including assistance to victims; research on discriminatory laws against women, and the publication of annual reports on gender issues.

Nevertheless, COCAFEM faces many difficulties in the implementation of UNSCR 1325; among these challenges include the poor involvement of women in decision-making processes and conflict resolution, the lack of consultation at the regional level with CSOs, and the lack of funding for implementation activities.

COCAFEM stressed the need to improve the collaboration between governments and CSOs, encourage men to be more involved in gender issues, collect data in partnership with national institutions on GBV, and document and disseminate good practices.

COCAFEM is planning to publish a regional report on the implementation of UNSCR 1325 alongside the organization of a regional meeting on the domestication and the implementation of this resolution; the organization in the 3 countries in which it operates of intergenerational dialogues on WPS and conflict resolution; and the launch of a zero tolerance campaign on GBV.

### **Discussion Points**

- **EAC** spoke on the under representation of women in the Peace and Security Council which is supposed to have one-third representation. The women hold decision making positions at country level but are not there at regional and continental levels.
- **IGAD** highlighted the need to operationalise the conflict response mechanism to inform on potential conflicts and have a full time gender expert to work on follow up of the Security Council Resolution. IGAD also highlighted the limitations that RECs face in resource mobilisation by going through the Peace and Security Council and having no budget allocations from Member States. IGAD proposed having dedicated funding for Gender, Peace and Security initiatives.
- **ECOWAS** reiterated the need to seek new strategies for resource mobilisation and integrate UNSCR 1325 with other programs. ECOWAS also pointed out the need to synergise meetings on UNSCR 1325 and see how Member States can be assisted in involving the private sector in resource mobilisation.
- **COCAFEM** is currently made up of Women Associations from Great Lakes Region and were encouraged to open branches and secure members in different countries that are involved in advocacy for the empowerment of women.

## **Recommendations**

- Strategic documents and institutional frameworks need to be translated into tangible results.
- Engage in people centred approaches taking into account the objectives of Agenda 2063- The Africa We Want.
- Engage the private sector and look beyond the same donors by tapping into alternative sources of funding.
- Address issues of conflict induced displacement and migration
- Enhance coordination and documentation of UNSCR 1325 activities.
- Emphasize the importance of civil society organisations in implementing UNSCR 1325

## **DAY 2**

### **Developing the Continental Results Framework**

Key parameters were as follows:

Two levels: National and Regional

- Capturing national and regional/continental efforts and outcomes
- Consisting of four pillars: Three thematic, and one cross-cutting
- Combination of legal/policy outputs, institutional mechanisms, process/performance
- Framework – timeline over 10 years – in the spirit of Agenda 2063's first 10-Year Implementation Plan
- Targets for 2015 and 2025
- Establish a minimum base to capture performance on the WPS agenda, while being cognisant of diversity of Member State contexts and priorities
- Setting out the different roles of actors at different levels
- Development of reporting guidelines

### **Group Sessions**

The main task of the exercise was to review the outputs and indicators for the draft framework. Some of the key components that participants were urged to take into consideration was data collection and capacity building for countries. After the sessions, the 3 groups gave presentations on the amendments to the draft framework. The groups agreed that presentations be sent to all participants to make contributions before being finalized within 2 weeks.

### **Conclusion**

The closing ceremony included the reading of a summary report by the Rapporteur and speeches by UN Women Representative, the AUC Director of Gender, UNDP Representative, ECA Representative and the Special Envoy on Women, Peace and Security. In her closing remarks, the UN Women Representative, Ms. Letty Chiwara said that UN Women will be working with Ministries of Gender to ensure that there is improved collaboration with Ministries of Defence and that gender budgeting and funding for the women, peace and security agenda remain a priority. She pledged UN Women's

continued support in ending violence against women in Africa. The African Union Commission Director for Women and Gender Development Directorate, Ms. Mahawa Kaba-Wheeler and the representatives of UNDP and UNECA, Ms. Odette Kabaya and Ms. Thokozile Rusvidzo, reiterated the need to continue working towards the full implementation of UNSCR 1325 in advancing achievement in the four broad goals of 1325 namely, prevention, protection, participation and recovery in on-going conflict and post-conflict situations, as well as in post-disaster contexts. On her part, the Special Envoy, Mme Bineta Diop congratulated the participants on a successful meeting and assured them that African Union Commission, with the support of partners will continue to drive and monitor progress in the implementation of UNSCR 1325 by Member States and other commitments on WPS in Africa.



---

**OFFICE OF THE SPECIAL ENVOY ON WOMEN, PEACE AND SECURITY  
OF THE CHAIRPERSON OF THE AFRICAN UNION COMMISSION**

Tel. + 251-11-5517700 ext.2047; +251-11- 518 2047

E-mail: [wpsa@africa-union.org](mailto:wpsa@africa-union.org)

[www.peaceau.org](http://www.peaceau.org); [www.au.int](http://www.au.int)

---

**CONSULTATIVE MEETING WITH COUNTRIES AND REGIONAL ECONOMIC  
COMMUNITIES THAT HAVE DEVELOPPED ACTION PLANS ON UNSCR 1325  
AFRICAN UNION COMMISSION  
ADDIS ABABA, ETHIOPIA, 14-15 DECEMBER 2015**

**DAY ONE, MONDAY 14th DECEMBER 2015**

**Reviewing 1325 Action Plans: National, Regional, and Civil Society Perspectives**

**0830–0900 Registration of participants**

**0900–0910: Welcome by Madam Bineta Diop, Special Envoy on Women, Peace and Security of the African Union Chairperson**

**0910–0930 Opening Remarks by UNDP, UNWOMEN, and Peace and Security Department**

**0930-1000 Introduction of participants and overview of the consultative meeting by Dr. Butera, Special Adviser and Head of Office OSE/WPS**

**1000-1030 *Group photo and Tea/coffee break***

**1030-1200 National Perspectives on 1325 Action Plans**

Discussants (10 minutes each):

6 Member States

*Plenary Discussion*

**1200-1330 National Perspectives on 1325 Action Plans (continued)**

Discussants (10 minutes each):

6 Member States

*Plenary Discussion*

**1330-1430 *Lunch***

**1500-1600 Regional Perspectives on 1325 Action Plans**

Discussants (10 minutes each):

Regional Institutions: IGAD, EAC, ECOWAS

*Plenary Discussions*

**1600-1630 Tea/Coffee Break**

**1630-1730 Civil Society Perspectives on 1325 Implementation and Monitoring**

Discussants (10 minutes each):

COCAFEM, IGAD WPS Platform

*Plenary Discussions*

**END OF DAY ONE**

**DAY TWO, TUESDAY 15<sup>th</sup> DECEMBER 2015**

**Towards a Continental Framework: Setting a roadmap and indicators**

**0830-0900 Arrival of participants**

**0900-0930 Recap of Day 1 and Introduction to the Continental Framework by Dr. Butera, Special Adviser, OSE**

**0930-1100 Building the Framework: Developing Indicators**

*Breakout Sessions*

**1100-1120 Tea/coffee break**

**1120-1300 Building the Framework: Developing Indicators (continued)**

*Breakout Sessions*

**1300-1400 Lunch**

**1400-1500 Group Report Back and Discussion**

**1500-1530 Building the Framework: Developing a Roadmap**

*Plenary discussions*

**1530-1550 Tea/coffee break**

**1600-1700 Wrap-up and Closing**

## List of Participants

Name	Country	Organisation
Marie Toure	Guinea	National Director, Ministry of Gende
Adama Hawa Bah	Guinea	Gender Focal Person, Ministry of Defense
Tebie Amoussou-Kouetete Mazalo	Togo	Director for Gender/Women's Rights
Honorable Meima Karneh	Liberia	Assistant Minister for Research Policy and Planning
Williette P. Monger	Liberia	Director of Public Affairs
Leona Yema Tucker	Sierra Leone	Acting Director Gender And Equal Opportunities Ministry Of Defence
Elizabeth Mboti	Namibia	Colonel, Ministry of Defense
Ida Kigonya	Uganda	Principal Women in Development Officer, Ministry of Gender
Rebecca Mpagi	Uganda	Colonel, Ministry of Defense
Leonard Onyonyi	EAC	Peace and Security Expert
Claude Kabutware	COCAFEM	Executive Secretary, Rwanda
Therese Nduricimpa	COCAFEM	Burundi
Batembo Faïda Gisele	COCAFEM	DRC
Chantal Akimana	Burundi	Major, Ministry of Defense
Eghobamien Esther Iyabosola	Nigeria	Director, Ministry of Women
John Okobia	Nigeria	Ministry of Defense
Bintou Maïga	Mali	Commander, Defense Adviser, Ministry of Women
Samaké Mariétou Dembélé	Mali	Ministry of Defense
Yaro Sanogo Fanta	Burkina Faso	Director General, Ministry of Women
Urusaro Uwagaga Alice Karekezi	Rwanda	University of Rwanda
Hadera Tesfay Kasay	IGAD	Gender Programme Officer
Marie GENEVIEVE Nabie	Burkina Faso	Ministry of Defense
Fatouma Loita Hanfare	IGAD Forum	Member of IGAD WPS Platform
Charles Vandï	Sierra Leone	Director of Gender Affairs, Ministry of Social welfare, Gender and Children
Dr. Sintiki UGBE	ECOWAS	ECOWAS Director of Gender, ECOWAS Commission
Oumoul Khayri NIANG/MBODJ	Senegal	Technical Officer, Ministry of Women
BATAMBOMBI APANZA	DRC	Director, Ministry of Defense
Martha Mbombo	Namibia	Acting PS
Rosina Museke Mubonenwa	Namibia	Deputy Director, Ministry of Gender
Ecoma Alaga		Office of the Special Adviser for Africa
Odette Kabaya		UNDP
Letty Chiwara		UNWOMEN
Elizabeth Atyang-Eilor		Gender Adviser & AU/UNDP Gender Project Manager
Mahawa Kaba Wheeler		Director of Gender, AUC
Ouriatou Danfakha		Bureau of Chairperson, AUC

Viviane Sosoa Ralimanga		UNDP