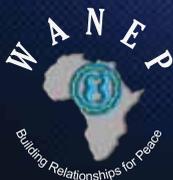


DEVELOPMENT AND IMPLEMENTATION
of National Action Plans on **UNSCR 1325**
and Related Resolutions:

A Guideline



**WEST AFRICA NETWORK
FOR PEACEBUILDING**





Development and Implementation of
National Action Plans on UNSCR 1325
and Related Resolutions: A Guideline



Copyright©2012 by

West Africa Network for Peacebuilding (WANEP)

ISBN: 978-9988-1-7105-6

All portions of this Guide may be reproduced for use in conflict transformation, monitoring and training provided acknowledgement of the source and notification of such use is given to WANEP

Published by:

WEST AFRICA NETWORK FOR PEACEBUILDING (WANEP)

P.O. BOX CT 4434

Cantonments – Accra Ghana

E-mail: wanep@wanep.org

Website: www.wanep.org

Acknowledgements

This Guideline for the Development and Implementation of National Action Plans on UNSCR 1325 and related resolutions benefited from material and practical experiences of a range of Gender experts from civil society and government across West Africa. WANEP appreciates the invaluable time and contribution of these experts.

WANEP is grateful to Professor Patricia Donli the Lead Consultant in the development of the guideline. Professor Donli embraced WANEP's concept of developing the Guide and led the process with deep insights, passion and dedication. Her immense contributions were instrumental to the quality and depth of the Guide.

Special thanks goes to the WANEP program and administration team, especially Mr. Chukwuemeka Eze, Mrs. Esther Gordon-Mensah and Mrs. Kesia-Onam Bijou Birch for their technical support and diligence in driving this process to a successful end.

WANEP is most grateful to the Swedish International Development Agency (SIDA) who provided the funds for the development and publication of the Guide. SIDA continues to demonstrate its support for gender mainstreaming in peace processes in West Africa.

We also acknowledge the technical and financial contribution of the Women Peace and Security Institute of the Kofi Annan International Peace Training Centre (KA IPTC) especially Mrs. Tolulope Lewis-Tamoka (UNDP Program Manager seconded to the Institute) towards the launching of the guide.

To all women who have suffered various acts of violence including those who have lost their lives while redressing gender disparity; in dedicating this work to your efforts and struggle, we hope that this modest contribution will add value to our collective quest.

Emmanuel Bombande
Executive Director, WANEP

Foreword

Ensuring and maintaining peace is strategic to the security and development of Africa, and women in West Africa and indeed the whole of Africa have demonstrated through practical actions their determination to ensure that this is a reality.

Historically, Africans have always found a way not only to prevent conflict but to resolve and settle their differences based on traditional norms and values handed down from one generation to the next. In all African societies there is “no impunity” for crimes committed against humanity. However, we find ourselves in an era where the only way to settle a conflict is through the barrel of the gun, and those engaged in fighting such wars, abuse, maim and kill women and children to humiliate and demoralise their opponents. No wonder, women globally continue to raise their voices and demand for rightful engagement in all stages of peace processes. And it is the recognition of the need to include women in all aspects of peace and security that led the UN Security Council in 2000 to adopt the UNSCR 1325 and its subsequent resolutions (1820, 1888, 1889, and 1960).

To demonstrate commitment to defining security from the perspective of the needs of the people, an ECOWAS Conflict Prevention Framework (ECPF) was adopted by the ECOWAS Mediation and Security Council (MSC) in January 2008 as a framework for operationalizing efforts to prevent conflicts in ECOWAS Member states. The ECOWAS Conflict Prevention Framework (ECPF) includes a specific component on women, peace and security in line with UNSCR 1325.

All stakeholders in West Africa are keen to see the acceleration of the implementation of women, peace and security agenda in West Africa, taking due cognizance of UNSCR 1325 and its subsequent resolutions; and the Women Peace and Security Action Plan of the ECOWAS Conflict Prevention Framework (ECPF). It is also in this respect that ECOWAS Member states are urged to develop National Action Plans as a framework for implementation of practical actions suited to the diversity of their needs and specificities of their formal and informal institutional structures and levels of power. The aim is to ensure increased accountability to the implementation of regional and international commitments, and to the active engagement of women in the peace and security architecture of their respective states.

To ensure that Member states fulfil their obligations to develop National Action Plans, they must have the capacity to do so. However, about 10 years after the passage of UNSCR 1325 available information indicate that 7 ECOWAS Member states have developed National Action Plans and strategies for the effective implementation of Resolution 1325. The West Africa Network for Peacebuilding (WANEP) has noted that “lack of political will and technical know-how” are cited as some of the reasons for the slow pace in elaboration of National Action Plans. Thus, the West Africa Network for Peacebuilding (WANEP) has taken the bold initiative to develop a guide that will serve as a valuable resource for the formulation and implementation of National Action Plans by stakeholders in West Africa.

The West Africa Network for Peacebuilding (WANEP) must be commended for the development of this very important guide as it will address the technical capacity gap, and invariably contribute to women’s ability to engage effectively in national and regional peace and reconciliation efforts.

Government, Civil Society, Community Organisations and all relevant stakeholders engaged in peace, security, governance, elections, and humanitarian processes – will find the guide useful. Development partners who seek to provide support to address gender inequality in the areas of “Prevention”, “Protection” and “Participation” will find the guide useful in orienting their contribution to strengthen the women, peace and security agenda in West Africa. We should all be reminded that women’s engagement in peace processes are rooted in the traditional African value system, and let’s hold on to this basic truth and remain committed to consolidating national and regional efforts with this guide.

Dr. Sintiki Tarfa Ugbe
Director in Charge of Gender
ECOWAS Commission, Abuja, Nigeria

Table of Contents

Acknowledgements	v
Foreword	vi
Table of Contents	vii
Acronyms	x
Executive Summary	xi
Preface	1
Section 1: Introduction	3
Highlights of UNSCR 1325 and Related Resolutions	
Goals and Objectives of the Guideline	
NAPs as Tools for Implementing UNSCR 1325 and Related Resolutions	
Benefits of Developing a NAP	
Who should be Implementing UNSCR 1325?	
Who should develop NAPs within Member States?	
Section 2: Process of Development of NAPs	10
Simple Guide to the Development of NAPs	
Step 1: Inception/Inauguration	
Step 2: Identification of Partners/Stakeholder Analysis and Roles	
Step 3: Establishment of a Coordinating Mechanism	
Step 4: Plan for Planning	
Step 5: Identifying opportunities for Resource Mobilization	
Step 6: Defining the National Context/Situational Analysis	
Step 7: Building Political Will	
Step 8: Establishment of UNSCR 1325 focal points within all strategic sectors	
Step 9: Capacity Building for Members of the Task Force and Focal Persons	
Step 10: Enabling Stakeholder Participation	
Step 11: Defining the Contents of NAPs	

- Step 12: Validation of Draft NAPs by all stakeholders in order to have various perspectives and build support
- Step 13: Finalization of NAPs, Launching and Dissemination

Section 3: Implementation Arrangements 18

Requirements for moving NAPs from Paper to Action

Section 4: Monitoring and Evaluation of NAPs 20

Who should be involved in M & E of NAPs?

M & E Reporting

Section 5: Envisaged Challenges 22

Envisaged Challenges in the Development of NAPs

Challenges in the Implementation of NAPs

Bibliography 24

Annexes 25

Annex 1 Potential Stakeholders in development of NAP and their role 25

Annex 2 Text of the Resolutions 28

UNSCR 1325

UNSCR 1820

UNSCR 1888

UNSCR 1889

UNSCR 1960

Annex 3 Logical Framework 50

Annex 4 Monitoring and Evaluation Matrix 50

Acronyms

AIDS:	Acquired Immune Deficiency Syndrome
BCC:	Behavioural Change Communication
CEDAW:	Convention on the Elimination of All Forms of Discrimination Against Women
CBOs:	Community Based Organizations
CSOs:	Civil Society Organizations
FGDs:	Focus Group Discussions
GBV:	Gender Based Violence
HIV:	Human Immuno-deficiency Virus
ICPR:	Institute of Conflict Prevention and Resolution
IDPs:	Internally Displaced Persons
IEC:	Information, Education and Communication
M & E:	Monitoring and Evaluation
MONUC:	United Nations Peacekeeping Mission
NAP(s):	National Action Plan(s)
NGOs:	Non-Governmental Organizations
SC:	Security Council
SG:	Secretary General
UNDP:	United Nations Development Programme
UNFPA:	United Nations Population Fund
UNSC:	United Nation Security Council
UNSCR:	United Nation Security Council Resolution
VAW:	Violence Against Women
VAWG:	Violence Against Women and Girls
WPS:	Women, Peace and Security
TCC:	Troop Contributing Country

Executive Summary

The suffering of women in war, the under-valued and under-utilized conflict prevention and peacebuilding work of women and the leadership they show in rebuilding war-torn societies and their continued exclusion from positions of decision-making in the sphere of peace and security resulted in many calls for women's full and equal participation and gender mainstreaming in all peace and security initiatives with the resultant document UNSCR 1325. As a result, on October 31, 2000, UNSCR 1325 was unanimously adopted. Since then four other complementary resolutions have been adopted – UNSCR 1820, 1888, 1889 and 1960. These five resolutions are often referred to as the Women and Peace and Security Framework. They provide the basis for advocacy, education, reform and capacity building on gender equality and women's rights as they relate to peace operations.

The United Nations Security Council (UNSC) recognized that the national implementation of UNSCR 1325 and related resolutions is an important mechanism for furthering the women, peace and security agenda. This was why the United Nations Security Council Presidential statements of 2004/40 and 2005/52, called to member states to implement the resolution 1325 including the development of NAPs or other national level strategies such as peace policies, gender policies or medium/long term development plans and has consistently recommended that member states accelerate the development of both national and regional action plans for the implementation of UNSCR 1325.

More than a decade after the adoption of UNSCR 1325, women's participation in formal peace negotiations still remains minimal; women's specific needs in refugee and IDPs camps and in disarmament and reintegration efforts are still largely un-met; sexual and other forms of VAWG is still prevalent during and after armed conflict and the overall progress on implementing UNSCR 1325 globally has remained slow and inconsistent and only 42 out of the 192 member states have elaborated and adopted NAPs. Lack of political will and technical know-how have been cited as some of the reasons for the slow pace in elaboration of NAPs. The second reason – lack of technical know-how is the main reason for this guideline whose purpose is to provide a generic template – a simple step-by-step guide to the formulation and implementation of NAPs.

The Guideline is divided into five sections. Section 1 deals with the introduction which provides information on women, peace and security, UNSCR 1325 and related resolutions, importance of NAPs in the implementation of UNSCR 1325 and the purpose of the guideline.

Section 2 focuses on the processes of developing the guideline including the inception, context/situational analysis, stakeholder mapping and their roles, establishment of a coordinating mechanism, enabling stakeholder participation, through defining content of NAPs, identifying opportunities for resources mobilization, drafting of the NAPs, validation,

finalization and launching and dissemination of NAPs. This section also spells out the steps involved in the formulation of NAPs.

Section 3 focuses on the implementation arrangement such as organization and coordination – which ministry should coordinate implementation.

Section 4 focuses on monitoring and evaluation – defining the terms; who should do the M & E and the reporting systems and feedback.

Section 5 deals with the challenges associated with the development of and implementation of NAPs. This section is followed by Bibliography and the annexes.

Preface

On October 31, 2000, Security Council Resolution 1325 was unanimously adopted based on the recognition of the disproportionate impact of conflicts on women and girls and their various experiences in the area of peacebuilding. Since then four other complementary resolutions have been adopted – UNSCR 1820, 1888, 1889 and 1960 to address the gaps identified in UNSCR 1325. The core mandates of these resolutions are condensed into 4 pillars (Ps) - participation of women in the peace processes, protection of women in war and peace, prevention of conflicts and prosecution of perpetrators of sexual and gender-based violence.

The United Nations Security Council recognized that the national implementation of UNSCR 1325 and related resolutions is an important mechanism for furthering the women, peace and security agenda. Thus, the United Nations Security Council Presidential statements of 2004/40 and 2005/52, called to member states to implement the resolution 1325 including the development of NAPs or other national level strategies such as peace policies, gender policies or medium/long term development plans and has consistently recommended that member states accelerate the development of both national and regional action plans for the implementation of resolution 1325. The development of national action plans by member states unfortunately has been very slow such that 12 years after the adoption of UNSCR 1325, only about 42 countries out of 192 countries have so far developed their national action plans. Lack of technical know-how, one of the reasons cited for this slow pace necessitated the development of this guideline.

In writing this guideline, it is recognized that there is no one-size-fit all and as such the purpose of the guideline is to provide a generic template – a simple step-by-step guide to the formulation and implementation of NAPs that can be used by all national governments and government institutions, regional organizations, non-state actors and institutions interested in the advancement of the women, peace and security agenda. It is also recognized that the context within countries differ and this will determine which of the pillars the NAP will focus on.

The Guideline is divided into five sections. Section 1 deals with the introduction which provides information on women, peace and security, UNSCR 1325 and related resolutions, importance of NAPs in the implementation of UNSCR 1325 and the purpose of the guideline. Section 2 focuses on the processes of developing the guideline including the inception, context/situational analysis, stakeholder mapping and their roles, establishment of a coordinating mechanism, enabling stakeholder participation, through defining content of NAPs, identifying opportunities for resources mobilization, drafting of the NAPs, validation, finalization and launching and dissemination of NAPs. This section also spells out the steps involved in the formulation of NAPs. Section 3 focuses on the implementation arrangements while Section 4 was concerned with monitoring and evaluation – defining the terms; who should do the M & E and the reporting systems and feedback. The challenges associated

with the development and implementation of NAPs is the focus in Section 5. This section is followed by the bibliography. The Guideline ends with the annexes which include the stakeholders and their potential roles, the text of the resolutions, the log frame and the monitoring and evaluation matrix.



Section 1: Introduction

Women and children bear the brunt of conflicts and wars all over the world. They are subjected to unbelievable horrible atrocities during these conflicts – rapes, sexual abuses including abduction and sexual slavery, forced marriage and mutilations (forced pregnancies and HIV/AIDS); presently rape is being used as a weapon of war. According to General Patrick Cammeert (2008) “It is now more dangerous to be a woman than to be a soldier in modern conflicts”. About 70% casualties in recent conflicts are non combatants – majority of who are women and children. Violence against women during or after armed conflicts has been reported in every international or non international war zone. Rape and other sexual violence are often used in wars to shame and humiliate the enemy, as a reward to the conquering side and as a means to spread terror and to weaken morale. During the Rwandan genocides of the Hutus and Tutsis, an estimated 50% of the women were raped. In the former Yugoslavia, more than 20,000 women were raped. In Western Darfur, an estimated 80% of Camp residents are women and children, many of whom have been targets of gender based violence.

Unfortunately, women are often viewed only as helpless victims of violent conflicts, instead of being seen as change agents whose potentials can be tapped in the peace processes. They are often relegated to an inactive role and their impact in the reconstruction of peace, the rehabilitation of the community and national reconciliation are ignored. For example, at the Arusha peace talks to end the civil war in Burundi, only 2 out of 126 delegates were women although women had been the leading voices for peace within their communities in the region; there were only five women in leadership positions in the UN mission to Kosovo although women had forged the way for groups to cross ethnic barriers and rebuilt fractured relationships; there were no Bosnian women at the 1995 Dayton peace negotiation to end the war in the former Yugoslavia, even though the conflict has affected women in a most devastating way. One of the reasons for this marginalization is that peace and security have been perceived by many as the exclusive prerogative of men.

There are many reasons why women should be playing an active role in the peace process. Some of them are highlighted below:

- Women constitute about half the world’s population; lasting peace cannot be established without the equal participation of women and men and the inclusion of gender perspectives in both formal and informal peace processes. Any formal or informal peace process that does not involve women is inherently unsustainable.
- Women know the cost of violence (having lost husbands, brothers, sons and even daughters), extremism and exclusion, the cost of destroyed states and economies and the cost of accumulated conflicts so well that they are also often better equipped than men to prevent it.
- Women are known to be wagers of wars as combatants in Eritrea, Ethiopia, Namibia, Mozambique, Zimbabwe, Sierra Leone, Rwanda, Sri Lanka, Liberia and Algeria.
- Women play a significant role in addressing peace and conflict issues – as peace promoters reaching across warring sides to other women; as peace-builders helping combatants and victims readjust to post-conflict normalcy; they serve as negotiators

between and among parties in a conflict. They play diverse roles – as healers and reconcilers, evacuation centre managers and relief operation coordinators. However, women often play these roles informally through unofficial channels.

- When women are actively involved, peace agreements are more credible and cover a broader range of issues. Their participation widens negotiations beyond topics of military action, power, and wealth sharing, while promoting a non-competitive negotiating style and building bridges among negotiating parties. Women negotiators help establish positive relationships and steer talks away from zero-sum games over political domination.
- Research suggests that the presence of women civilian, police, and to a lesser degree, military peacekeepers does positively impact on the PSO and relations with local populations. In the few United Nations PSOs where women constituted significant proportions (30-50 percent) of the professional posts, there have been increased incorporation of gender perspectives into various aspects of the operation, and this has produced positive perceptions from the local population which have impacted on the success of the operation. For example, local women, have been found to be more comfortable approaching women peacekeepers, especially about issues of sexual assault, domestic violence, or in requesting assistance.
- Women's participation at the peace table is vital from a rights based perspective, because women have the right to be involved in decisions which affect them and also because better solutions will result based on the knowledge and skills and attitude women can bring to the negotiating table (UNIFEM, 2005). Such roles, if recognized, sustained, strengthened and expanded can make a significant impact in the building of a culture of peace in larger areas of human interaction beyond the local community.
- This suffering in war, the under-valued and under-utilized conflict prevention and peace building work of women and the leadership they show in rebuilding war-torn societies and their continued exclusion from positions of decision-making in the sphere of peace and security resulted in many calls for women's full and equal participation and gender mainstreaming in all peace and security initiatives with the resultant document UNSCR 1325.
- As a result, on October 31, 2000, United Nations Security Council Resolution 1325 was unanimously adopted.
- Since then four other complementary resolutions have been adopted – UNSCR 1820, 1888, 1889 and 1960. These five resolutions are often referred to as the Women and Peace and Security Framework. They provide the basis for advocacy, education, reform and capacity building on gender equality and women's rights as they relate to peace operations.
- More than a decade after the adoption of UNSCR 1325, women's participation in formal peace negotiations still remains minimal; women's specific needs in refugee camps and in disarmament and reintegration efforts are still largely un-met; sexual and other forms of VAWG is still prevalent during and after armed conflict situations and the overall progress on implementing UNSCR 1325 globally has remained slow and inconsistent.



Highlights of UNSCR 1325 and Related Resolutions

UNSCR 1325

- UNSCR 1325 is dedicated entirely to the link that exists between armed conflict, peacebuilding and the gender dimension and builds on CEDAW, the Beijing Platform for Action, the Windhoek Declaration and the Namibia Plan of Action on mainstreaming a gender perspective in Multidimensional Peace support Operations adopted in Windhoek in May 2000.
- The resolution provided the first international legal and political framework recognizing the disproportionate impact of armed conflicts on women as well as the pivotal role of women in peacebuilding. It acknowledges the importance of the participation of women and the inclusion of gender perspectives in peace negotiations, humanitarian planning, peacekeeping operations, post-conflict peacebuilding and governance.
- The resolution is first and foremost about peace and security but rooted on the premise that women's inclusion (their presence and participation) in the peace process, their perspectives, or their contribution to peace talks will improve the chances of attaining viable and sustainable peace.
- The resolution's eighteen articles opened a much awaited door of opportunity for women who have from time to time shown that they bring a qualitative improvement in structuring peace and in post-conflict architecture as it calls for:
 - **The participation of women at all levels including:**
 - » In national, regional and international institutions
 - » In mechanisms for the prevention, management and resolutions of conflicts
 - » In peace negotiations
 - » In peace operations as soldiers, police and civilians
 - **The protection of women and girls from sexual and gender based violence including:**
 - » in war and post-conflict situations;
 - » In emergency and humanitarian situations such as in refugee camps
 - » Zero-tolerance to impunity for war crimes against women including gender-based violence;
 - » Through developing and delivering pre-deployment and in-theatre training to peace operation personnel on the rights of women and girls and effective protection measures.
- The prevention of violence against women through the promotion of women's rights, accountability and law enforcement including by prosecution of those responsible for sexual and gender-based violence.
- As special representatives of the UN Secretary General - Women as Special Representatives (head of peacekeeping mission) and envoys of the Secretary-General; Women as military observers, civilian police, human rights and humanitarian personnel.
- Gender perspective in the UN peacekeeping operations and post-conflict processes;
- Gender perspective in the UN reporting and security mission - Gender Perspective in SG Reports and in SC Missions – UNSCR 1325 invites the SG to carry out a study on the impact of armed conflict on women and girls, the role of women in peacebuilding

and the gender dimensions of peace processes and conflict resolution and further invites him to submit a report to the SC on the result of this study and to make this available to all member states of the UN. It also requests the SG, where appropriate to include in his reporting to the SC progress on gender mainstreaming throughout peacekeeping missions and all other aspects relating to women and children; report on progress in gender mainstreaming in peacekeeping missions in all of his reports to the SC. The resolution also calls for SC members' consultation with women's groups and organizations while on mission.

- Provision of support for community level initiatives by women to maintain peace within their localities.
- Disarmament, demobilization, reintegration that takes into account the differences in women and men's needs.

UNSCR 1820:

- Passed on 2008 to address the gaps not identified in UNSCR 1325 which included protecting women against sexual violence during conflicts – despite repeated condemnation, violence and sexual abuse of women and children trapped in armed conflict situations were not only continuing but in some cases had become widespread and systematic as to reach appalling levels of brutality. This resolution demands all parties to armed conflicts to immediately cease acts of sexual violence against civilians and take appropriate measures to protect women and girls from such violence in the context of armed conflicts.
- **It strengthens UNSCR 1325 in various ways:**
 - » Exclusion of sexual violence crimes from amnesty provisions;
 - » Specific training of armed forces on categorical prohibition of sexual violence;
 - » Security council mechanisms by improving annual reporting, leadership and coordination, including coordination efforts of UN Action Against Sexual Violence in Conflicts.
 - » Develop measures that can concretely improve protection and assistance as in giving scope for addressing the root causes;
 - » The Peacebuilding Commission to advise on ways to address sexual violence.

UNSCR 1888

- Passed in September 2009 calls for a special representative to the Secretary General on ending sexual violence in conflicts. This was to further strengthen the ability of the UN to address the problem of sexual violence particularly its use as a weapon of war. UNSCR 1888 builds on 1820 and calls for:
 - » The appointment of the Special Representative on sexual violence in conflict;
 - » Establishment of Women Protection Advisers within peacekeeping missions;
 - » A Team of Experts meant to rapidly deploy to situations of sexual violence.



UNSCR 1889

- Passed in October 2009 calls for immediate measures to ensure the physical safety and security of women in order to enable women to meaningfully participate in all phases of the peace process. It is focused on post-conflict peacebuilding and in particular calls for:
 - » The development of indicators to measure the implementation of UNSCR 1325 within the UN system and by member states.

UNSCR 1960

- Passed in 2010 in recognition that sexual violence during armed conflict remains systematic, rampant and widespread. This resolution creates institutional tools and teeth to combat impunity and outlines specific steps needed for both prevention of and protection from sexual violence in conflict.
- It has a naming and shaming listing mechanism mandated in the resolution as a step forward in bringing justice for victims and a recognition that sexual violence is a serious violation of human rights and international law. However, listing for now is only limited to situations on the Security Council agenda.

The core mandates of these resolutions are condensed into 4 Ps which are:

1. Participation of women in the peace processes;
2. Protection of women in war and peace
3. Prevention of conflicts and
4. Prosecution of perpetrators of sexual and gender-based violence.

Goals and Objectives of the Guideline

The question that begs for an answer is “Why is it that after almost 12 years after the adoption of UNSCR 1325, only about 22% member states have launched their NAPs?” The answer to this question may lie in two areas – lack of political will and lack of technical know-how. Political will can be obtained through awareness-raising and sustained advocacy and lobbying. The second challenge is the main reason for the present guideline.

The overall goal of the guide is to have a document in place that will enhance the full and equal participation of women and gender mainstreaming in peace and security initiatives as well as the full implementation of UNSCR 1325 and related resolutions. However, in trying to put this guide together, we must remember that there is no-one-size-fits-all planning process or model action plan; the guide will however provide a generic template – a simple step-by-step guide to formulating a NAP. It is hoped that governments (member states), regional organizations, international organizations and CSOs (interested in WPS issues) will find this document a useful resource material.

NAPs as Tools for Implementing UNSCR 1325 and Related Resolutions

- A NAP is a document that details the actions/initiatives that a government will undertake within a given timeframe to meet the obligations in UNSCR 1325.
- The UNSC recognized that the national implementation of UNSCR 1325 and related resolutions is an important tool for furthering the women, peace and security agenda. This was why the presidential statements of 2004/40 and 2005/52, called to member states to implement UNSCR 1325 including the development of NAPs or other national level strategies such as peace policies, gender policies or medium/long term development plans and has consistently recommended that member states accelerate the development of both national and regional action plans for the implementation of UNSCR 1325.
- A NAP reflects the government's commitment as well as accountability in ensuring the security of women and girls during armed conflicts and in enhancing their active and direct participation in conflict prevention and peacebuilding as well as post-conflict efforts. It is a practical and operational tool for those affected by armed conflicts – women, children and communities to be informed about the governments' response to their plights as well as the assistance programmes available to them.
- For frontline enforcement agencies and other peace-keeping forces, the NAP affirms their significant role in protecting the physical safety and security of women and girls from sexual and gender-based violence and in identifying their specific needs in the times of crises as NAPs enjoin peace-keeping forces to strictly observe the highest standards of conduct and behaviour of the armed forces vis-a-vis women, girls and other vulnerable sectors in the communities during such emergencies.
- NAPs will also serve as a useful guide in defining the important and distinct roles of implementers of UNSCR 1325 both at the policy level and enforcement levels.
- NAPs will ensure that government programmes respond to the immediate and long-term needs of women and children before, during and after conflict incidents.
- NAPs could fall under international or domestic policy; where it falls will depend on which ministries are leading and involved in the NAP process. Countries with peacekeeping forces are more likely to set international objectives with limited domestic focus to the diplomatic core and armed forces. Countries that have experienced conflict within their borders are more likely to focus on domestic concerns.

Benefits of Developing a NAP

- Increased visibility and accountability of national efforts to implement UNSCR 1325.
- NAPs will help tie together the different policies and operational areas within a government's diverse institutions and programmes.
- Coherence and Coordination between government agencies – UNSCR 1325 is a broad resolution that requires member states 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. It allows government departments to have a clear division of labour and can help to identify potential civil society partners for implementing the resolution.



- Ownership – The process of drafting a plan is also a process of awareness-raising and capacity building as it opens up space to discuss, exchange information and hold seminars and trainings on WPS issues in order to strengthen understanding of commitment to gender equality and implementation of UNSCR 1325. This participatory process will bring about a sense of ownership and responsibility when it comes to the implementation of the NAPs. It is important that the NAPs outline the responsibility of all actors and include a framework for funding and M & E.
- Accountability – with the increased awareness and a sense of ownership come institutional and personal accountability for implementing the NAPs. As the plan lists specific actor's responsibility for implementing each initiative and provide a clear timeframe, the actors can be held publicly accountable for its implementation. On a broader level, the act of creating NAPs brings an official stamp of approval and holds the country accountable for the implementation of UNSCR 1325 and related resolutions
- Development of NAPs will make the work more efficient by spending the limited resources in a sustainable way by prioritizing a few areas and focusing on them.
- 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
- Monitoring and Evaluation – a plan of action will facilitate the M & E process by providing objectives, benchmarks and indicators which can enhance implementation and increased accountability. Realistic and clear work plans often can increase the effectiveness of M & E.

Who should be Implementing UNSCR 1325?

- All member states that have signed international agreements and protocols including resolutions on prevention and responding to VAW both during times of peace, times of war and post-conflict situations are bound by them. Unfortunately, of the 192 member states of the United Nations, only 42 have developed and adopted NAPs (Annex).
- The United Nations is also expected to implement UNSCR 1325 and related resolutions.

Who should develop NAPs within Member States?

- NAPs should be developed by and for a government to translate the provisions of UNSCR 1325 into actions to be carried out by different ministries, departments, councils/districts and commissions.
- And although, government institutions are always at the fore front of the development of NAPs, CSOs, academic institutions, collaborating governments and other actors can also be involved. It is better that NAPs are a product of a collaborative process between government and non-governmental organizations as engaging actors with different roles and functions can contribute to a planning process that takes into account a variety of different perspectives. This can in turn make the resulting NAPs more inclusive and increase the level of ownership and commitment to implementation.

Section 2: Process of Development of NAPs

The process of developing a NAP is as important as the final product. They have been/or can be developed in many different ways (depending on the context) to meet the requirements set by available resources, timeframe and actors involved. They can be stand alone or integrated into existing policy frameworks.

In planning for the development of NAPs, some pertinent questions need to be asked. Some of these and answers are provided below:

Who should lead the process of the development of NAPs? - Development of NAPs should be a government-led process, with governments being responsible for the planning, drafting, finalizing and approving the NAP. However, CSOs can be an initiator/catalyst, a monitor and source of expertise and guidance.

Which ministry/department should coordinate the process? - Which ministries should coordinate the development depends on the context within the country. If the country is a Troop Contributing Country (TCC), the development should be led by the Ministry for Foreign Affairs or Ministry for Defence. If the country is conflict prone/recovering from conflict, etc, the process should be coordinated by the Ministry for Gender/Women Affairs and Social Development.

Should a taskforce comprising of representatives from government ministries and CSOs be set up? - Because of the broad nature of UNSCR 1325 and the fact that it has implications for all sectors, it is advised that a taskforce comprising of representatives from relevant government ministries and agencies and CSOs be established.

Should it be a quick process involving a consultant or should it be a participatory process between government and CSOs? – It should be a participatory process between government and CSOs as this is vital for the formation of an effective and applicable action plan. However, a participatory process often takes longer and can be a source of great frustration but it has a better chance of success with action plans that are implemented at multiple levels and in close coordination. Also, a NAP stands a better chance of being implemented when it is designed in collaboration with the people that will be responsible for implementation and complemented by clear accountability and reporting mechanisms.

What are the benefits of involving CSOs? – CSOs bring in a lot of value added to the NAP development processes as:

- » They work on a wide range of issues that are covered by UNSCR 1325 and related resolutions;
- » Raising of awareness and contribution to advocacy initiatives;
- » Provision of important knowledge, input and critical views on security and gender related issues;
- » They are an essential source for data collection, documentation and dissemination;
- » They 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 about the day-to-day realities of women, men, boys and girls and have experience in working with survivors of GBV, providing legal, psychological and other support and advocating for equality and justice;
- » CSOs have worked with victims and perpetrators of violence both during and after conflicts, hence their inclusion will provide input on what is needed for their recovery and re-integration. 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 consultations of CSOs can make a NAP and the resulting implementation strategies and actions more transparent and democratic;
- » NAP formulation processes that do not include CSO 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.

Simple Guide to the Development of NAPs

In trying to put this guide together, we recognize that there is no-one-size-fits-all planning process or model action plan, hence this guide will only provide a generic template basic steps.

Step 1: Inception/Inauguration

The process of NAP formulation should begin with an inception meeting of representatives of the government, the military, parliamentarians, CSOs, the academia, media. The inception meeting is an indication that the government is ready to embark on the NAP elaboration process. This meeting should be a forum for:

- sensitization/awareness raising on WPS issues, UNSCR 1325 and related resolutions.
- Identification and inclusion of all key government stakeholders including the key ministries.
- Informing and convincing relevant key government ministries of the relevance of WPS issues to their sectors.
- Identification of partners/stakeholder analysis.

Step 2: Identification of Partners/Stakeholder Analysis and Roles

Because of the broad nature of women, peace and security issues, the participatory formulation of NAPs should involve all relevant thematic areas and ministries. A stakeholder mapping to identify the different groups that a planning process should involve should be carried out as well as their roles and responsibilities be designated. This could be done during the inception. An example of the stakeholders/actors and their potential roles are given in Annex 1.

Step 3: Establishment of a Coordinating Mechanism

Once all relevant ministries have been informed and convinced of the relevance of UNSCR 1325 and related issues and a stakeholder analysis carried out, the next step is that of internal organization among government ministries to determine how the planning process will be undertaken and who should lead the planning process.

Which Ministry should Lead/Coordinate the Formulation Process?

Generally, it has been found that to ensure success and broad awareness and buy-in, the planning process should be led by a high-level ministry and the action plan process should have high-level backers as this can help raise awareness, political will and sufficient funding. The choice of which ministry or ministries to lead the planning process would largely depend on the country context. For example:

- In developed countries where NAPs have targeted security issues outside their state borders, its development has often been led by ministries for external issues such as Ministry of External/Foreign Affairs or Ministry covering development assistance and cooperation.
- In developing countries, NAPs have mostly focussed on internal issues. In these countries the planning process will often be led by Ministry of Gender/Women Affairs and Development (Liberia).
- In some NAPs, only one government agency initiates and leads the formulation but supported by CSOs and in some cases, international organizations and donors (Denmark, Iceland, Norway, Liberia, Sweden, Uganda).
- Another approach to development has involved the formation of a taskforce or working group that involves relevant ministries diverse representatives including policy makers, practitioners within government as well as actors within CSOs, representatives from academic institutions and women's groups. This approach is favoured because:
 - » It allows different perspectives and needs to be heard as well as make the development process to be more inclusive and participatory;
 - » Forming a taskforce/working group can help to increase collaboration and communication between different ministries and provide the drafters of the action plan with multi-dimensional input and different perspectives on complex issues.
- The roles of such taskforce will include:
 - » The facilitation of a series of national/regional/district consultations among various stakeholders
 - » Initiation and overseeing of the process of development of the NAP;
 - » Identification of strategies for the effective implementation of the resolutions
 - » Identification of the content of the NAPs;
 - » Making of the final decisions regarding the content and implementation of the NAPs;
 - » Awareness raising.



- Whatever the approach, the agency coordinating the planning process should have:
 - » The authority to effectively lead the planning and implementation processes among the different ministries and other collaborating partners;
 - » Has sufficient government support, resources and authority to generate a document that is supported and implemented by all relevant actors.

Though Ministry for Gender/Women Affairs has led most of the process in developing countries, they are often marginalized and underfunded in most governments often giving rise to beautiful documents on paper that are hardly translated to action. For this reason it may be expedient to look to the Ministry of Defence which may have more resources and authority to realistically implement NAPs and build strategic alliances across government.

Step 4: Plan for Planning

Plan for planning including holding of meeting to develop terms of reference (TOR) for the Taskforce – the TOR will guide the process of developing the NAP. The TOR should include:

- » Rationale – why the NAP is being developed;
- » Establishment of objectives for creating the action plan– both general and specific. The objectives should be clear and realistic – SMART (Specific, measurable, attainable, realistic and time bound);
- » Strategy/Methodology – this should include the specific steps that will be taken to develop the NAP and the responsibilities for all actors involved such as the taskforce, consultants, facilitators, etc;
- » Expected outcome – National Action Plan, materials (IEC/BCC), capacity building and awareness raising initiatives;
- » Time lines – establishment of realistic deadlines for the different steps in the process and the finished NAP;
- » Budget – the cost of developing the NAP should be part of the TOR. This should include costs of potential consultants, assessments, translations, publication and distribution of NAPs, production and distribution of IEC/BCC materials, workshops and meetings, etc.

Step 5: Identifying Opportunities for Resource Mobilization

The process of elaboration of NAPs can be seriously constrained by inadequate resources (both human and financial) so *ab initio*, the team must begin to look for opportunities for raising the required resources. Different sources are mentioned below:

- » Internal resources within the government;
- » Private Sectors from Corporate Social Responsibilities & Civil Societies;
- » External Assistance.
- International organizations can support the development of NAPs particularly in developing countries providing funding and technical support. These will include UNFPA, UN Women, UNDP, United Nations Peacekeeping Mission (MONUC), European Union, etc.

Cross-Learning and Support between countries – the exchange of information and good practice 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.

Step 6: Defining the National Context/Situational Analysis

The national context and priorities around the WPS issues differs, therefore, it is important that a government develops a plan that is relevant to its commitment and priorities. For this, there is a need to conduct an in-depth situational analysis/assessment before drafting the action plan. Such assessments will:

- Analyze the context including different factors, actors, risks and needs in order to determine programme objectives.
- provide information on strategic priorities, current capacities, resources and gaps.
- provide information about the key stakeholders and actors as well as core issues relevant to the formulation of a NAP providing a basis for a comprehensive and targeted action plan.
- help to identify priority areas and initiatives and
- serve as baseline for the development of indicators and the future monitoring and evaluation processes as it provides a snap-shot of the situation prior to the implementation of a NAP.

Types of Assessment:

Two types of assessment should be carried out:

1. Context Assessment

- This will provide an overview of WPS issues in the country. Context assessments can bring to light elements in a country situation that might help implementation efforts as well as areas that can impede implementation.
- Context assessment can be done through consultations with different stakeholders – personal interviews, FGDs and other activities that will also help to raise awareness and to gather qualitative information on WPS issues.
- Such methods will also provide an opportunity for men and women at the community level to have their voices heard in national planning processes which can help to ensure that the plans reflect their realities and priorities. The formulation of the Liberia NAP is a good example of a participatory context assessment in which many stakeholders were consulted – governmental representatives, community leaders, international organizations, CSOs and academia. Consultations were also held across the counties. Through all these, women and men were able to learn about the government’s NAP process and discuss their priorities.
- The national bureau of statistics or other such bodies should be involved in both the assessment and in the formulation of NAP as they will help to design an effective assessment and subsequent monitoring and evaluation process.



2. Institutional audit

- This assesses the work of relevant government department on WPS issues, existing human and financial resources and persistent gaps and needs. Any meaningful NAP must be backed by sufficient financial and human resources and based on realistic understanding of existing capacities, priorities, achievements, levels of commitment and challenges.
- An institutional audit will provide a government with institution specific information that addresses these areas. An institutional 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;
 - » Help to identify on-going activities, gaps and areas of strategic priority related to UNSCR 1325 and related resolutions within a specific government/department.
- Also data collected during an institution audit can serve as a baseline for future M & E.

Both context assessments and institutional audits have to be carried out during the pre-planning/planning process and could be done by a Task force or by a consultant recruited for that purpose.

Step 7: Building Political Will

- Before beginning the formulation of a NAP, it is important to raise awareness about UNSCR 1325 (currently very low in most countries) and to build political will within each group of stakeholders. Awareness-raising is particularly important within government ministries that have not actively dealt with WPS issues.
- Activities organized by CSOs, government institutions and international organizations can contribute to the dissemination of information and to building momentum around the planning process and will elicit the strong support and political will within both the government and civil society for the action plan and its implementation.
- Awareness-raising could be done through media campaigns, leaflets, meetings, workshops and discussion groups.
- All planning meetings or workshops should also include components of awareness-raising since the stakeholders involved in the planning process often come to the table with different understandings and assumptions. These activities should start prior and continue during and after the formation of the action plan.

Step 8: Establishment of UNSCR 1325 Focal Points within all Strategic Sectors

- For the successful development of a NAP, it is important to also establish focal points within all strategic sectors such as Justice, Police, the military (Army, Navy, Air Force, etc), Health, social Works, Communication/Information, Media, etc and the line ministries. Regional/district/county focal points also need to be established in view of the multi-level implementation of the NAP.

Step 9: Capacity Building for Members of the Task Force and Focal Persons

- Lack of capacity has been identified as a major challenge to the development and implementation of NAPs.
- Sensitization and capacity building workshops and other strategic meetings prior to the formulation of a NAP can be a good way to involve different stakeholders and to ensure that they are all on the same page with regards to the content and the elaboration of the plan.

Step 10: Enabling Stakeholder Participation

- A series of sensitization workshops should be held for stakeholder at all levels (government sectors, private organizations and CSOs) to create large scale awareness and understanding about WPS issues so that the action plan that is put in place will be one that will truly represent and address the needs and interests of all stakeholders; this can help build a sense of collective ownership, teamwork and accountability.
- The number of workshops/meetings will depend on:
 - » The level of understanding and political will to tackle WPS issues;
 - » The needs;
 - » The geographical spread/landmass of the country and in some cases the identity groupings;
 - » Available resources (including human and financial Resources);.
- Apart from workshops, sensitization can also be through media advocacy in which WPS issues are discussed on printed and electronic media; dissemination of BCC/IEC materials.
- Whatever the means of sensitization, mechanisms should be put in place for obtaining feedback from the stakeholders.

Step 11: Defining the Contents of NAPs

- NAPs should address what is specified in the WPS resolutions and local context and concerns which will vary from one country to another.
- Countries may differ in terms of context and content but most NAPs that have been developed have focussed on the core pillars of the resolutions which are:
 - » Prevention of conflicts;
 - » Participation of women;
 - » Protection of women and girls and recently a fourth pillar;
 - » Prosecution;
- Others, in addition to above, have addressed issues of domestic relevance such as climate change, disarmament and human trafficking.
- **NAPs should include the following:**



1. A table of content and list of abbreviations

2. Introductory information such as:

- General Background.
- Global Context of UNSCR 1325 and related Resolutions.
- The Country Context.
- The stakeholders and their roles in the NAP elaboration process

These are usually presented in narrative form.

3. The Development Process including the various timelines

4. The NAP

Included in this section are the following:

- The Vision
- The Mission
- Clearly stated Priority themes/Pillars
- Clearly stated strategic objectives. It is most useful for these objectives to be listed with the following:
 - » Specified Activities;
 - » Indicators for measuring progress;
 - » Specified implementing agents/Primary Stakeholder;
 - » Other partners;
 - » Financial allocation;
 - » Time frames for implementation.

All these information should be presented in a form of a matrix (Annex 3). Action points should have numbers or letters so that implementation can easily be referenced or accessed the points

- 5. Clearly identified enforcement, monitoring and feedback processes.** It is useful for the M&E section to be included in the list or matrix of action points so as to clearly identify who is responsible and involved and what are the feedback and reporting mechanisms.

Step 12: Validation of Draft NAPs by all stakeholders in order to have various perspectives and build support

- The draft NAPs should be subjected to validation by all stakeholders at all levels to ensure the authenticity of the document and include perspectives that may have been missed during the drafting. This will also ensure collective ownership of the NAPs.

Step 13: Finalization of NAPs, Launching and Dissemination

Section 3: Implementation Arrangements

- Drafting and launching of NAPs is only the first step in putting UNSCR 1325 into practice. Without the effective implementation of the plan, it will remain just words on paper. As stated earlier, an inclusive and participatory process of drafting NAPs along with a plan that includes clear objectives, initiatives and accountability, M & E mechanisms, greatly facilitates the implementation process.
- When a NAP has been finalized and adopted, governments are often faced with the challenge of who should coordinate the implementation of the formulated NAP. Should the taskforce that was responsible for the formulation be the one that is also responsible for its implementation or should a new mechanism be put in place for the purpose of implementation?
- Most common method of coordination is the establishment of an inter-agency working group or taskforce made solely of representatives from governmental institutions (this taskforce may be established during the inception or towards the end of the NAP formulation phase). This approach will have the benefit of bringing different actors around one table to ensure coordinated action, accountability and the exchange of experiences and information. The plan should spell out which particular bodies are responsible for the implementation of each activity and requires that each actor reports on the current status of the implementation efforts, develop indicators and propose a timeframe for when the implementation reports should be written.
- In some countries, the entity in charge of developing a NAP is also responsible for leading its implementation like in the case of Cote d'Ivoire, Liberia, Netherland and Norway.

Requirements for moving NAPs from Paper to Action

- 1. A dedicated budget** – funding is the most serious challenge to implementing a NAP. Hence it is important to have in place a financial framework. How can NAPs be financed through:
 - The provision of a dedicated national budget.
 - Donor agencies.
 - Private sector funding.
 - Government and civil society organizations as part of their proposals.
- 2. Development of a set of indicators** – these will determine the success of implementing specific objectives in a NAP. These measures are tied to implementing agencies, timeframes and sometimes sources of funding.
- 3. Identifying specific outcomes** – this will not only make it easier to measure success of the plan but also provide a framework for identifying problems and modifying action.
- 4. Time frames and plan periods** – NAPs should have a plan period/time frame. Setting a time period is useful for enforcement and evaluation of the plan. It will also help a country to provide very detailed information about activities within a timeline.



- 5. Advocacy and lobbying** – this would involve stakeholder analysis and who is influencing who. This can be carried out by both members of the taskforce for implementation, CSOs, etc.
- 6. An M & E plan and structure** – NAPs should have reference to reporting – at minimum an annual meeting with CSOs and relevant ministries and an annual report. This information is necessary for the transparency of the plan processes and assist in assessing the performance of NAP implementation and plans for further development or revision.

Section 4: Monitoring and Evaluation of NAPs

- Monitoring is a continuous process that aims to provide main stakeholders with regular feedback and early indications of progress or lack of it in the achievements of intended results.
- Monitoring tracks the actual performance or situation against what is planned or expected according to pre-determined standards.
- Evaluation is the systematic and objective assessment of an on-going or completed project, programme or policy. The aim of evaluation is to determine the relevance and achievement of objectives, efficiency, effectiveness, impact and sustainability.
- Both M & E utilize data to inform decision-making and to contribute to generating lessons learnt though they differ in terms of when and how often the activities are carried out and what decisions each informs.
- For effective implementation of NAPs, it is imperative to develop context specific indicators. In addition, it is necessary to develop a log frame stating the milestones and indicators of progress as well as timeframes (Annex 3) as well as a monitoring and evaluation matrix (Annex 4).
- Because of the number of different groups potentially involved in implementation and subsequently in M & E, it is essential that a NAP includes clear lines of responsibilities and delineation of tasks for each actor involved. M & E allows those who are responsible for programmatic activities to track results, inform future planning efforts and judge what is working/not working and what should be modified.
- Evaluation could be internal or external but external evaluation of the implementation of a NAP is preferred because it can help to challenge implicit assumptions and organizational norms that have become standard practice, independent of political interests or bureaucratic fatigue as well as help to achieve a more objective evaluation of programming which can lend the evaluation and the implementation of the NAP greater credibility.
- NAPs should be time-bound documents that should be fully revised and a new plan should be developed at the end of the set time frame. M & E allows government agencies to learn from past experiences and adapt to changing circumstances as needed.

Who should be involved in M & E of NAPs?

- Depending on the country context, a variety of actors can potentially be involved in M & E of NAPs.
- These can include government bodies and institutions including the military, members of civil society and independent experts or consultants. For this reason, a NAP must include a clear delineation of what actors are responsible for the various tasks involved in M & E. This is important so that relevant agencies and individuals can be held accountable for their part in the implementation process.
- However, actors involved in M & E should have the required technical knowledge and capacity.
- Several approaches can be used in the M & E of NAPs:
 - » Establishment of an independent M&E Committee made of CSOs and other organizations



outside the government that are already involved with WPS issues can act as external evaluators of the implementation of NAPs. Civil society shadows monitoring activities can help keep the NAP on government agenda and highlight gaps in implementation.

- » All agencies responsible for implementation should also be involved in monitoring and evaluating them;
- » Ministries in charge of specific activities also are in charge of monitoring and evaluating them;
- » M & E activities are coordinated by the lead agency;
- » Ministries and institutions that are responsible for the development of NAPs are also responsible for M & E processes;
- » M&E lies with interagency/ministerial working groups responsible for the implementation.

M & E Reporting

- M & E reporting should include the under-listed:
 - » Annual sectoral review of NAPs and public presentation of reports;
 - » Annual M & E reports by government and public presentation;
 - » Civil society shadows M & E report and public presentation.

Section 5: Envisaged Challenges

Though the challenges towards the development and implementation of NAPs are similar, they are presented separately in this guideline.

A. Envisaged Challenges in the Development of NAPs

1. Lack of political will
2. Vibrancy of civil society
3. Lack of technical know how
4. Lack of funding
5. Lack of awareness & understanding of the provisions of UNSCR 1325
6. NAPs not being government priorities
7. Constant change of government officials and portfolios
8. Patriarchy
9. Inadequate representation of women in decision making positions/Affirmative Action policy
10. Lack of effective coordination
11. Inadequate enlightenment/sensitization on UNSCR 1325
12. Inadequate number of women in hitherto male dominated sectors

B. Challenges in the Implementation of NAPs

1. Lack of capacity – Every person involved in the implementation of NAPs should have adequate tools, trainings and support in order to successfully and fully implement the NAPs. To overcome this challenge would involve holding specific capacity building sessions for them as well as provision of toolkits, guidelines and other training materials.
2. Inadequate funding – the greatest obstacle to the implementation of NAPs. Gender issues are rarely seen as high priorities and securing funding can be a long up-hill task. In fact, in most countries, the gender/women's ministry often has the lowest annual budgetary allocations. Thus, the taskforce should during the process of the development of NAPs put in place mechanisms for resource mobilization. Twinning between developed and developing countries can help provide the resources needed for the implementation of NAPs by developing countries.
3. Lack of political will – lack of political will can be a big obstacle to the implementation of NAPs and must be ensured through awareness-raising and advocacy and lobbying
4. NAP not a priority of government



5. Socio-economic aspects not caught in most NAPs, hence people are not seeing themselves within the NAPs
6. Lack of proper coordination and allocation of responsibilities – NAPs are to be implemented at different levels, hence ensuring the coordinated implementation of the NAP can be challenging. Lack of ownership of the document by stakeholders as document may be seen as that of the coordinating ministry which has not carried the other ministries along
7. Lack of monitoring and evaluation mechanism – Without an effective M & E system in place, there is no way of knowing whether the action plan is being fully implemented or holding actors accountable/responsible for their part in implementation and thus serve as an incentive.

Taking these challenges into account and investing in awareness-raising, capacity building, coordination, M & E and advocacy initiatives are essential for the successful implementation of NAPs.

Bibliography

- Anon (2009). The Philippine National Action Plan on UNSCR 1325 and 1820: 2010 – 2016.
- Anon (undated). Working Paper on Advancing National Action Plans. Regional Action Plans and Twinning on Women, Peace and Security. Iivil Society Advisory Group to the United Nations on Women, Peace and Security.
- Anon (undated). National Implementation of UNSCR 1325 (2000). Task Force on Women, Peace and Security. Inter-Agency Network on Women and Gender Equality. UNSCR1325/national_level_impl.html.
- Anon (2006). Securing Equality, Engendering Peace: A Guide to Policy and Planning on Women, Peace and Security (UNSCR 1325). UM-Instraw Publication.
- Anon (2008). The Sierra Leone National Action Plan for the Full Implementation of UNSCR 1325 (2000) and 1820 (2008).
- Anon (2009). Increasing Momentum for UNSCR 1325: National Action Plans Meeting Report and Realizing Rights. The Ethical Globalization Initiative.
- Anon (2010). Resolution 1325: Looking Forward, Looking Backward. Accord/Sida Publication
- Anon (2010). Monitoring Implementation of the UNSCR 1325 in Uganda. Centre for Women in Governance.
- Anon (2010). Planning for Action on Women, Peace and Security: National Level Implementation of Resolution 1325 (2000). International Alert/UN Department of Economic Social Affairs.
- Anon (2012). National Action Plans and Government Actors. Peacewomen.
- Mavic, C. And Poporic, N. (2012). Implementation of UNSCR 1325: Study on costing and financing 1325. Global Network of Women Peace Builders.
- Schirch, L. and Sewak, M. (2005). The role of women in peace-building. Issue paper on the Role of Women in Peace-building.



Annexes

Annex 1:

Potential Stakeholders in development of NAP and their role

S/No	Stakeholders	Potential Role
A	Government Agencies	
1	Gender Ministry/ Ministry for Women Affairs	Coordination
2	Ministry of Defence: Military(Army, Airforce, Navy) Police/ Gendarme,	Membership of the Task force for the development of NAPs; Implementation of NAPs; Sensitization on UNSCR in their training curriculum Provide coordination for internal security and give mandate for their execution; Provide the peace keeping force
3	Ministry for Internal Affairs: Police Custom Prisons Immigration	Provision of oversight functions of the sectors enumerated under the ministry
4	Ministry for Justice	Implementation/prosecution; Prevention; Legal drafting
5	Judiciary	Help to interpret the laws; Make gender friendly decisions that can further advancement of UNSCR 1325
6	Ministry for Local Government	Awareness creation and enlightenment campaigns; Coordination of interventions at the local levels; Inculcation of the essence of UNSCR 1325 into the customary laws
7	Ministry for Information & National Orientation Agency	Dissemination of content/provisions of UNSCR 1325; Awareness creation
8	Ministry of Finance	Ensuring budgetary provisions for the implementation of NAPs
9	Ministry for Foreign Affairs	Facilitation of bilateral affairs

10	Ministries for Environment, Agriculture & Water Resources	Reintegration & Reconstruction
11	Department of State Securities	Coordination with the Office of the NSA/NSO to ensure gender-sensitive national security; Input from their own perspective of intelligence gathering will contribute to NAPs that will be sensitive to security
12	Civil Defense Corps/ Local Militia	
13	Ministry for Health	Monitor implementation of health and trauma issues arising from conflict based violence
14	Department of Peacekeeping Operations	Ensure implementation of gender sensitive peacekeeping operations; Ensure the inclusion of women at all levels
15	Parliamentarians	To make the law for the promotion of the provisions of UNSCR 1325; Ensure the integration of the provisions of UNSCR 1325 into existing and new laws at all levels; Provision of oversight functions to line ministries
16	National Human Rights Commission	Monitoring/tracking of human rights violations/abuse and reporting
17	National Security Adviser/National Security Office	Coordination of security Processes/ information and passage of same to the President
18	National Peace Architecture -Institute for Peace and Conflict Resolution, Peace Keeping Training Centres	Development of curriculum for gender training; Pre-deployment gender training; Design and implementation of national peace agenda ensuring these reflect the essence of UNSCR 1325
19	Institute for Conflict Prevention and Resolution	Developing national peace activities that will allow the NAPs to be implemented under a national peace strategy; Developing a national peace activities that reflect the content of UNSCR 1325
20	National Commission for Refugee and Displaced Persons	Implementation of NAPs; Monitoring of happenings in the refugee camps in times of conflicts



21	National Emergency Management Agencies/National Disaster Management Organizations	Coordination of emergency relief services during conflicts taking into consideration the timely protection of women and girls from physical harm and sexual violence Addressing their specific needs in refugee/resettlement camps
B	Non State Actors	Provide support including funds for the implementation of NAP
1	Civil Society Organizations, NGOs, CBOs, Interfaith/Faith Based Organizations; Women's groups & other organizations working on peace and security & human rights; Academia	Awareness creation Advocacy & Lobbying Create political will Resource mobilization Technical support Capacity building Mainstreaming gender perspectives in peace in their campaigns, advocacy and programmes Data collection, documenting, reporting and monitoring incidence of gender-based and sexual VAW &G during armed conflicts Provision on socio-cultural roots of gender-based discriminations and armed, domestic, psychological and other types of GBV and provision of support for survivors and provision of inputs for their recovery & reintegration Monitoring and Evaluation of the plans
2	Bar Association	Advocacy; Draft bills that are in line with UNSCR 1325; Provide pro bono services
3	Media	Monitoring; Sensitization; Media Advocacy
4	Traditional/Religious leaders	Peace Councils Enlightenment on UNSCR 1325 Custodians of traditions/moral values Tracking implementation at the community level Gateway into the community
C	Private Sector	Funding through Corporate Social Responsibility
D	International organizations: Development Partners: UNWomen, UNFPA, etc	Funding & technical support Provision of bilateral support
	Countries in the same region	Cross-learning and support Exchange of information & good practices

Annex 2:

Text of the Resolutions

UNSCR 1325 (2000)

The Security Council,

Recalling its resolutions 1261 (1999) of 25 August 1999, 1265 (1999) of 17 September 1999, 1296 (2000) of 19 April 2000 and 1314 (2000) of 11 August 2000, as well as relevant statements of its President and recalling also the statement of its President, to the press on the occasion of the United Nations Day for Women's Rights and International Peace of 8 March 2000 (SC/6816),

Recalling also the commitments of the Beijing Declaration and Platform for Action (A/52/231) as well as those contained in the outcome document of the twenty-third Special Session of the United Nations General Assembly entitled "Women 2000: Gender Equality, Development and Peace for the twenty-first century" (A/S-23/10/Rev.1), in particular those concerning women and armed conflict,

Bearing in mind the purposes and principles of the Charter of the United Nations and the primary responsibility of the Security Council under the Charter for the maintenance of international peace and security,

Expressing concern that civilians, particularly women and children, account for the vast majority of those adversely affected by armed conflict, including as refugees and internally displaced persons, and increasingly are targeted by combatants and armed elements, and recognizing the consequent impact this has on durable peace and reconciliation,

Reaffirming the important role of women in the prevention and resolution of conflicts and in peace-building, and stressing the importance of their equal participation and full involvement in all efforts for the maintenance and promotion of peace and security, and the need to increase their role in decision-making with regard to conflict prevention and resolution,

Reaffirming also the need to implement fully international humanitarian and human rights law that protects the rights of women and girls during and after conflicts,

Emphasizing the need for all parties to ensure that mine clearance and mine awareness programmes take into account the special needs of women and girls,

Recognizing the urgent need to mainstream a gender perspective into peacekeeping operations, and in this regard noting the Windhoek Declaration and the Namibia Plan of Action on Mainstreaming a Gender Perspective in Multidimensional Peace Support Operations (S/2000/693),

Recognizing also the importance of the recommendation contained in the statement of its President to the press of 8 March 2000 for specialized training for all peacekeeping



personnel on the protection, special needs and human rights of women and children in conflict situations,

Recognizing that an understanding of the impact of armed conflict on women and girls, effective institutional arrangements to guarantee their protection and full participation in the peace process can significantly contribute to the maintenance and promotion of international peace and security,

Noting the need to consolidate data on the impact of armed conflict on women and girls,

1. Urges Member States to ensure increased representation of women at all decision-making levels in national, regional and international institutions and mechanisms for the prevention, management, and resolution of conflict;
2. Encourages the Secretary-General to implement his strategic plan of action (A/49/587) calling for an increase in the participation of women at decision-making levels in conflict resolution and peace processes;
3. Urges the Secretary-General to appoint more women as special representatives and envoys to pursue good offices on his behalf, and in this regard calls on Member States to provide candidates to the Secretary-General, for inclusion in a regularly updated centralized roster;
4. Further urges the Secretary-General to seek to 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;
5. Expresses its willingness to incorporate a gender perspective into peacekeeping operations and urges the Secretary-General to ensure that, where appropriate, field operations include a gender component;
6. Requests the Secretary-General to provide to Member States training guidelines and materials on the protection, rights and the particular needs of women, as well as on the importance of involving women in all peacekeeping and peace-building measures, invites Member States to incorporate these elements as well as HIV/AIDS awareness training into their national training programmes for military and civilian police personnel in preparation for deployment and further requests the Secretary-General to ensure that civilian personnel of peacekeeping operations receive similar training;
7. Urges Member States to increase their voluntary financial, technical and logistical support for gender-sensitive training efforts, including those undertaken by relevant funds and programmes, inter alia, the United Nations Fund for Women and United Nations Children's Fund, and by the United Nations High Commissioner for Refugees and other relevant bodies;
8. Calls on all actors involved, when negotiating and implementing peace agreements, to adopt a gender perspective, including, inter alia: (a) The special needs of women and girls during repatriation and resettlement and for rehabilitation, reintegration and post-conflict reconstruction; (b) Measures that support local women's peace initiatives and indigenous processes for conflict resolution, and that involve women in all of the imple-

mentation mechanisms of the peace agreements; (c) Measures that ensure the protection of and respect for human rights of women and girls, particularly as they relate to the constitution, the electoral system, the police and the judiciary;

9. Calls upon all parties to armed conflict to respect fully international law applicable to the rights and protection of women and girls as civilians, in particular the obligations applicable to them under the Geneva Conventions of 1949 and the Additional Protocols thereto of 1977, the Refugee Convention of 1951 and the Protocol thereto of 1967, the Convention Security Council - 5 - Press Release SC/6942 4213th Meeting (PM) 31 October 2000 on the Elimination of All Forms of Discrimination against Women of 1979 and the Optional Protocol thereto of 1999 and the United Nations Convention on the Rights of the Child of 1989 and the two Optional Protocols thereto of 25 May 2000, and to bear in mind the relevant provisions of the Rome Statute of the International Criminal Court;
10. Calls on all parties to armed conflict to take special measures to protect women and girls from gender-based violence, particularly rape and other forms of sexual abuse, and all other forms of violence in situations of armed conflict;
11. Emphasizes the responsibility of all States to put an end to impunity and to prosecute those responsible for genocide, crimes against humanity, war crimes including those relating to sexual violence against women and girls, and in this regard, stresses the need to exclude these crimes, where feasible from amnesty provisions;
12. Calls upon all parties to armed conflict to respect the civilian and humanitarian character of refugee camps and settlements, and to take into account the particular needs of women and girls, including in their design, and recalls its resolution 1208 (1998) of 19 November 1998;
13. Encourages all those involved in the planning for disarmament, demobilization and reintegration to consider the different needs of female and male ex-combatants and to take into account the needs of their dependants;
14. Reaffirms its readiness, whenever measures are adopted under Article 41 of the Charter of the United Nations, to give consideration to their potential impact on the civilian population, bearing in mind the special needs of women and girls, in order to consider appropriate humanitarian exemptions;
15. Expresses its willingness to ensure that Security Council missions take into account gender considerations and the rights of women, including through consultation with local and international women's groups;
16. Invites the Secretary-General to carry out a study on the impact of armed conflict on women and girls, the role of women in peace-building and the gender dimensions of peace processes and conflict resolution, and further invites him to submit a report to the Security Council on the results of this study and to make this available to all Member States of the United Nations;



17. Requests the Secretary-General, where appropriate, to include in his reporting to the Security Council, progress on gender mainstreaming throughout peacekeeping missions and all other aspects relating to women and girls;
18. Decides to remain actively seized of the matter.”

UNSCR 1820 (2008)

The Security Council,

Reaffirming its commitment to the continuing and full implementation of resolution 1325 (2000), 1612 (2005) and 1674 (2006) and recalling the Statements of its president of 31 October 2001 (Security Council/PRST/2001/31), 31 October 2002 (Security Council/PRST/2002/32), 28 October 2004 (Security Council/PRST/2004/40), 27 October 2005 (Security Council/PRST/2005/52), 8 November 2006 (Security Council/PRST/2006/42), 7 March 2007 (Security Council/PRST/2007/5), and 24 October 2007 (Security Council/PRST/2007/40); Guided by the purposes and principles of the Charter of the United Nations,

Reaffirming also the resolve expressed in the 2005 World Summit Outcome Document to eliminate all forms of violence against women and girls, including by ending impunity and by ensuring the protection of civilians, in particular women and girls, during and after armed conflicts, in accordance with the obligations States have undertaken under international humanitarian law and international human rights law;

Recalling the commitments of the Beijing Declaration and Platform for Action (A/52/231) as well as those contained in the outcome document of the twenty-third Special Session of the United Nations General Assembly entitled “Women 2000: Gender Equality, Development and Peace for the Twenty-first Century” (A/S-23/10/Rev.1), in particular those concerning sexual violence and women in situations of armed conflict;

Reaffirming also the obligations of States Parties to the Convention on the Elimination of All Forms of Discrimination against Women, the Optional Protocol thereto, the Convention on the Rights of the Child and the Optional Protocols thereto, and urging states that have not yet done so to consider ratifying or acceding to them,

Noting that civilians account for the vast majority of those adversely affected by armed conflict; that women and girls are particularly targeted by the use of sexual violence, including as a tactic of war to humiliate, dominate, instill fear in, disperse and/or forcibly relocate civilian members of a community or ethnic group; and that sexual violence perpetrated in this manner may in some instances persist after the cessation of hostilities;

Recalling its condemnation in the strongest terms of all sexual and other forms of violence committed against civilians in armed conflict, in particular women and children;

Reiterating deep concern that, despite its repeated condemnation of violence against women and children in situations of armed conflict, including sexual violence in situations of armed conflict, and despite its calls addressed to all parties to armed conflict for the cessation of such acts with immediate effect, such acts continue to occur, and in some situations have become systematic and widespread, reaching appalling levels of brutality,

Recalling the inclusion of a range of sexual violence offences in the Rome Statute of the International Criminal Court and the statutes of the ad hoc international criminal tribunals,

Reaffirming the important role of women in the prevention and resolution of conflicts and in peacebuilding, and stressing the importance of their equal participation and full involvement in all efforts for the maintenance and promotion of peace and security, and the need to increase their role in decision-making with regard to conflict prevention and resolution,

Deeply concerned also about the persistent obstacles and challenges to women's participation and full involvement in the prevention and resolution of conflicts as a result of violence, intimidation and discrimination, which erode women's capacity and legitimacy to participate in post-conflict public life, and acknowledging the negative impact this has on durable peace, security and reconciliation, including post-conflict peacebuilding,

Recognizing that States bear primary responsibility to respect and ensure the human rights of their citizens, as well as all individuals within their territory as provided for by relevant international law,

Reaffirming that parties to armed conflict bear the primary responsibility to take all feasible steps to ensure the protection of affected civilians,

Welcoming the ongoing coordination of efforts within the United Nations system, marked by the inter-agency initiative "United Nations Action against Sexual Violence in Conflict," to create awareness about sexual violence in armed conflicts and post-conflict situations and, ultimately, to put an end to it,

1. Stresses that sexual violence, when used or commissioned as a tactic of war in order to deliberately target civilians or as a part of a widespread or systematic attack against civilian populations, can significantly exacerbate situations of armed conflict and may impede the restoration of international peace and security, affirms in this regard that effective steps to prevent and respond to such acts of sexual violence can significantly contribute to the maintenance of international peace and security, and expresses its readiness, when considering situations on the agenda of the Council, to, where necessary, adopt appropriate steps to address widespread or systematic sexual violence;
2. Demands the immediate and complete cessation by all parties to armed conflict of all acts of sexual violence against civilians with immediate effect;
3. Demands that all parties to armed conflict immediately take appropriate measures to protect civilians, including women and girls, from all forms of sexual violence, which could include, inter alia, enforcing appropriate military disciplinary measures and upholding the principle of command responsibility, training troops on the categorical prohibition of all forms of sexual violence against civilians, debunking myths that fuel sexual violence, vetting armed and security forces to take into account past actions of rape and other forms of sexual violence, and evacuation of women and children under imminent threat of sexual violence to safety; and requests the Secretary-General, where appropriate, to encourage dialogue to address this issue in the context of broader discussions of conflict resolution between appropriate UN officials and the parties to the



conflict, taking into account, inter alia, the views expressed by women of affected local communities;

4. Notes that rape and other forms of sexual violence can constitute a war crime, a crime against humanity, or a constitutive act with respect to genocide, stresses the need for the exclusion of sexual violence crimes from amnesty provisions in the context of conflict resolution processes, and calls upon Member States to comply with their obligations for prosecuting persons responsible for such acts, to ensure that all victims of sexual violence, particularly women and girls, have equal protection under the law and equal access to justice, and stresses the importance of ending impunity for such acts as part of a comprehensive approach to seeking sustainable peace, justice, truth, and national reconciliation;
5. Affirms its intention, when establishing and renewing state-specific sanctions regimes, to take into consideration the appropriateness of targeted and graduated measures against parties to situations of armed conflict who commit rape and other forms of sexual violence against women and girls in situations of armed conflict;
6. Requests the Secretary-General, in consultation with the Security Council, the Special Committee on Peacekeeping Operations and its Working Group and relevant States, as appropriate, to develop and implement appropriate training programs for all peacekeeping and humanitarian personnel deployed by the United Nations in the context of missions as mandated by the Council to help them better prevent, recognize and respond to sexual violence and other forms of violence against civilians;
7. Requests the Secretary-General to continue and strengthen efforts to implement the policy of zero tolerance of sexual exploitation and abuse in United Nations peacekeeping operations; and urges troop and police contributing countries to take appropriate preventative action, including pre-deployment and in-theater awareness training, and other action to ensure full accountability in cases of such conduct involving their personnel;
8. Encourages troop and police contributing countries, in consultation with the Secretary-General, to consider steps they could take to heighten awareness and the responsiveness of their personnel participating in UN peacekeeping operations to protect civilians, including women and children, and prevent sexual violence against women and girls in conflict and post-conflict situations, including wherever possible the deployment of a higher percentage of women peacekeepers or police;
9. Requests the Secretary-General to develop effective guidelines and strategies to enhance the ability of relevant UN peacekeeping operations, consistent with their mandates, to protect civilians, including women and girls, from all forms of sexual violence and to systematically include in his written reports to the Council on conflict situations his observations concerning the protection of women and girls and recommendations in this regard;
10. Requests the Secretary-General and relevant United Nations agencies, inter alia, through consultation with women and women-led organizations as appropriate, to develop ef-

fective mechanisms for providing protection from violence, including in particular sexual violence, to women and girls in and around UN managed refugee and internally displaced persons camps, as well as in all disarmament, demobilization, and reintegration processes, and in justice and security sector reform efforts assisted by the United Nations;

11. Stresses the important role the Peacebuilding Commission can play by including in its advice and recommendations for post-conflict peacebuilding strategies, where appropriate, ways to address sexual violence committed during and in the aftermath of armed conflict, and in ensuring consultation and effective representation of women's civil society in its country-specific configurations, as part of its wider approach to gender issues;
12. Urges the Secretary-General and his Special Envoys to invite women to participate in discussions pertinent to the prevention and resolution of conflict, the maintenance of peace and security, and post-conflict peacebuilding, and encourages all parties to such talks to facilitate the equal and full participation of women at decision-making levels;
13. Urges all parties concerned, including Member States, United Nations entities and financial institutions, to support the development and strengthening of the capacities of national institutions, in particular of judicial and health systems, and of local civil society networks in order to provide sustainable assistance to victims of sexual violence in armed conflict and post-conflict situations;
14. Urges appropriate regional and sub-regional bodies in particular to consider developing and implementing policies, activities, and advocacy for the benefit of women and girls affected by sexual violence in armed conflict;
15. Also requests the Secretary-General to submit a report to the Council by 30 June 2009 on the implementation of this resolution in the context of situations which are on the agenda of the Council, utilizing information from available United Nations sources, including country teams, peacekeeping operations, and other United Nations personnel, which would include, inter alia, information on situations of armed conflict in which sexual violence has been widely or systematically employed against civilians; analysis of the prevalence and trends of sexual violence in situations of armed conflict; proposals for strategies to minimize the susceptibility of women and girls to such violence; benchmarks for measuring progress in preventing and addressing sexual violence; appropriate input from United Nations implementing partners in the field; information on his plans for facilitating the collection of timely, objective, accurate, and reliable information on the use of sexual violence in situations of armed conflict, including through improved coordination of UN activities on the ground and at Headquarters; and information on actions taken by parties to armed conflict to implement their responsibilities as described in this resolution, in particular by immediately and completely ceasing all acts of sexual violence and in taking appropriate measures to protect women and girls from all forms of sexual violence;

Decides to remain actively seized of the matter.



UNSCR 1888

“The Security Council,

“Reaffirming its commitment to the continuing and full implementation of resolutions 1325 (2000), 1612 (2005), 1674 (2006), 1820 (2008) and 1882 (2009) and all relevant statements of its President,

“Welcoming the report of the Secretary-General of 16 July 2009 (S/2009/362), but remaining deeply concerned over the lack of progress on the issue of sexual violence in situations of armed conflict in particular against women and children, notably against girls, and noting as documented in the Secretary-General’s report that sexual violence occurs in armed conflicts throughout the world,

“Reiterating deep concern that, despite its repeated condemnation of violence against women and children including all forms of sexual violence in situations of armed conflict, and despite its calls addressed to all parties to armed conflict for the cessation of such acts with immediate effect, such acts continue to occur, and in some situations have become systematic or widespread,

“Recalling the commitments of the Beijing Declaration and Platform for Action (A/52/231)

as well as those contained in the outcome document of the twenty-third Special Session of the United Nations General Assembly entitled “Women 2000: Gender Equality, Development and Peace for the Twenty-First Century” (A/S23/10/Rev.1), in particular those concerning women and armed conflict,

“Reaffirming the obligations of States parties to the Convention on the Elimination of All Forms of Discrimination against Women, the Optional Protocol thereto, the Convention on the Rights of the Child and the Optional Protocols thereto, and urging states that have not yet done so to consider ratifying or acceding to them,

“Recalling that international humanitarian law affords general protection to women and children as part of the civilian population during armed conflicts and special protection due to the fact that they can be placed particularly at risk,

“Recalling the responsibilities of States to end impunity and to prosecute those responsible for genocide, crimes against humanity, war crimes and other egregious crimes perpetrated against civilians, and in this regard, noting with concern that only limited numbers of perpetrators of sexual violence have been brought to justice, while recognizing that in conflict and in post conflict situations national justice systems may be significantly weakened,

“Reaffirming that ending impunity is essential if a society in conflict or recovering from conflict is to come to terms with past abuses committed against civilians affected by armed conflict and to prevent future such abuses, drawing attention to the full range of justice and reconciliation mechanisms to be considered, including national, international and “mixed” criminal courts and tribunals and truth and reconciliation commissions, and noting that such mechanisms can promote not only individual responsibility for serious crimes, but also peace, truth, reconciliation and the rights of the victims,

“Recalling the inclusion of a range of sexual violence offences in the Rome Statute of the International Criminal Court and the statutes of the ad hoc international criminal tribunals,

“Stressing the necessity for all States and non-State parties to conflicts to comply fully with their obligations under applicable international law, including the prohibition on all forms of sexual violence,

“Recognizing the need for civilian and military leaders, consistent with the principle of command responsibility, to demonstrate commitment and political will to prevent sexual violence and to combat impunity and enforce accountability, and that inaction can send a message that the incidence of sexual violence in conflicts is tolerated,

“Emphasizing the importance of addressing sexual violence issues from the outset of peace processes and mediation efforts, in order to protect populations at risk and promote full stability, in particular in the areas of pre-ceasefire humanitarian access and human rights agreements, ceasefires and ceasefire monitoring, disarmament, demobilization and reintegration (DDR), security sector reform (SSR) arrangements, justice and reparations, post-conflict recovery and development,

“Noting with concern the underrepresentation of women in formal peace processes, the lack of mediators and ceasefire monitors with proper training in dealing with sexual violence, and the lack of women as Chief or Lead peace mediators in United Nations-sponsored peace talks,

“Recognizing that the promotion and empowerment of women and that support for women’s organizations and networks are essential in the consolidation of peace to promote the equal and full participation of women and encouraging Member States, donors, and civil society, including non-governmental organizations, to provide support in this respect,

“Welcoming the inclusion of women in peacekeeping missions in civil, military and police functions, and recognizing that women and children affected by armed conflict may feel more secure working with and reporting abuse to women in peacekeeping missions, and that the presence of women peacekeepers may encourage local women to participate in the national armed and security forces, thereby helping to build a security sector that is accessible and responsive to all, especially women,

“Welcoming the efforts of the Department of Peacekeeping Operations to develop gender guidelines for military personnel in peacekeeping operations to facilitate the implementation of resolutions 1325 (2000) and 1820 (2008), and operational guidance to assist civilian, military and police components of peacekeeping missions to effectively implement resolution 1820 (2008),

“Having considered the report of the Secretary-General of 16 July 2009 (S/2009/362) and stressing that the present resolution does not seek to make any legal determination as to whether situations that are referred to in the Secretary-General’s report are or are not armed conflicts within the context of the Geneva Conventions and the Additional Protocols thereto, nor does it prejudice the legal status of the non-State parties involved in these situations,

“Recalling the Council’s decision in resolution 1882 of 4 August 2009 (S/RES/1882) to expand the Annexed list in the Secretary General’s annual report on Children and Armed Conflict



of parties in situations of armed conflict engaged in the recruitment or use of children in violation of international law to also include those parties to armed conflict that engage, in contravention of applicable international law, in patterns of killing and maiming of children and/or rape and other sexual violence against children, in situations of armed conflict,

“Noting the role currently assigned to the Office of the Special Adviser on Gender Issues to monitor implementation of resolution 1325 and to promote gender mainstreaming within the United Nations system, women’s empowerment and gender equality, and expressing the importance of effective coordination within the United Nations system in these areas,

“Recognizing that States bear the primary responsibility to respect and ensure the human rights of their citizens, as well as all individuals within their territory as provided for by relevant international law,

“Reaffirming that parties to armed conflict bear the primary responsibility to take all feasible steps to ensure the protection of affected civilians,

“Reiterating its primary responsibility for the maintenance of international peace and security and, in this connection, its commitment to continue to address the widespread impact of armed conflict on civilians, including with regard to sexual violence,

1. Reaffirms that sexual violence, when used or commissioned as a tactic of war in order to deliberately target civilians or as a part of a widespread or systematic attack against civilian populations, can significantly exacerbate situations of armed conflict and may impede the restoration of international peace and security; affirms in this regard that effective steps to prevent and respond to such acts of sexual violence can significantly contribute to the maintenance of international peace and security; and expresses its readiness, when considering situations on the agenda of the Council, to take, where necessary, appropriate steps to address widespread or systematic sexual violence in situations of armed conflict;
2. Reiterates its demand for the complete cessation by all parties to armed conflict of all acts of sexual violence with immediate effect;
3. Demands that all parties to armed conflict immediately take appropriate measures to protect civilians, including women and children, from all forms of sexual violence, including measures such as, inter alia, enforcing appropriate military disciplinary measures and upholding the principle of command responsibility, training troops on the categorical prohibition of all forms of sexual violence against civilians, debunking myths that fuel sexual violence and vetting candidates for national armies and security forces to ensure the exclusion of those associated with serious violations of international humanitarian and human rights law, including sexual violence;
4. Requests that the United Nations Secretary-General appoint a Special Representative to provide coherent and strategic leadership, to work effectively to strengthen existing United Nations coordination mechanisms, and to engage in advocacy efforts, inter alia with Governments, including military and judicial representatives, as well as with all parties to armed conflict and civil society, in order to address, at both headquarters and country level, sexual violence in armed conflict, while promoting cooperation and coor-

dination of efforts among all relevant stakeholders, primarily through the inter-agency initiative “United Nations Action Against Sexual Violence in Conflict”;

5. Encourages the entities comprising UN Action against Sexual Violence in Conflict, as well as other relevant parts of the United Nations system, to support the work of the aforementioned Special Representative of the Secretary-General and to continue and enhance cooperation and information sharing among all relevant stakeholders in order to reinforce coordination and avoid overlap at the headquarters and country levels and improve system-wide response;
6. Urges States to undertake comprehensive legal and judicial reforms, as appropriate, in conformity with international law, without delay and with a view to bringing perpetrators of sexual violence in conflicts to justice and to ensuring that survivors have access to justice, are treated with dignity throughout the justice process and are protected and receive redress for their suffering;
7. Urges all parties to a conflict to ensure that all reports of sexual violence committed by civilians or by military personnel are thoroughly investigated and the alleged perpetrators brought to justice, and that civilian superiors and military commanders, in accordance with international humanitarian law, use their authority and powers to prevent sexual violence, including by combating impunity;
8. Calls upon the Secretary-General to identify and take the appropriate measures to deploy rapidly a team of experts to situations of particular concern with respect to sexual violence in armed conflict, working through the United Nations presence on the ground and with the consent of the host Government, to assist national authorities to strengthen the rule of law, and recommends making use of existing human resources within the United Nations system and voluntary contributions, drawing upon requisite expertise, as appropriate, in the rule of law, civilian and military judicial systems, mediation, criminal investigation, security sector reform, witness protection, fair trial standards, and public outreach; to, inter alia:
 - a. Work closely with national legal and judicial officials and other personnel in the relevant Governments’ civilian and military justice systems to address impunity, including by the strengthening of national capacity, and drawing attention to the full range of justice mechanisms to be considered;
 - b. Identify gaps in national response and encourage a holistic national approach to address sexual violence in armed conflict, including by enhancing criminal accountability, responsiveness to victims, and judicial capacity;
 - c. Make recommendations to coordinate domestic and international efforts and resources to reinforce the Government’s ability to address sexual violence in armed conflict;
 - d. Work with the United Nations Mission, Country Team, and the aforementioned Special Representative of the Secretary-General as appropriate towards the full implementation of the measures called for by resolution 1820 (2008);
9. Encourages States, relevant United Nations entities and civil society, as appropriate,



to provide assistance in close cooperation with national authorities to build national capacity in the judicial and law enforcement systems in situations of particular concern with respect to sexual violence in armed conflict;

10. Reiterates its intention, when adopting or renewing targeted sanctions in situations of armed conflict, to consider including, where appropriate, designation criteria pertaining to acts of rape and other forms of sexual violence; and calls upon all peacekeeping and other relevant United Nations missions and United Nations bodies, in particular the Working Group on Children and Armed Conflict, to share with relevant United Nations Security Council sanctions committees, including through relevant United Nations Security Council Sanction Committees' monitoring groups and groups of experts, all pertinent information about sexual violence;
11. Expresses its intention to ensure that resolutions to establish or renew peacekeeping mandates contain provisions, as appropriate, on the prevention of, and response to, sexual violence, with corresponding reporting requirements to the Council;
 - a. Decides to include specific provisions, as appropriate, for the protection of women and children from rape and other sexual violence in the mandates of United Nations peacekeeping operations, including, on a case-by-case basis, the identification of women's protection advisers (WPAs) among gender advisers and human rights protection units, and requests the Secretary-General to ensure that the need for, and the number and roles of WPAs are systematically assessed during the preparation of each United Nations peacekeeping operation;
 2. Encourages States, with the support of the international community, to increase access to health care, psychosocial support, legal assistance and socio economic reintegration services for victims of sexual violence, in particular in rural areas;
 3. Expresses its intention to make better usage of periodical field visits to conflict areas, through the organization of interactive meetings with the local women and women's organizations in the field about the concerns and needs of women in areas of armed conflict;
 4. Encourages leaders at the national and local level, including traditional leaders where they exist and religious leaders, to play a more active role in sensitizing communities on sexual violence to avoid marginalization and stigmatization of victims, to assist with their social reintegration, and to combat a culture of impunity for these crimes;
 5. Urges the Secretary-General, Member States and the heads of regional organizations to take measures to increase the representation of women in mediation processes and decision-making processes with regard to conflict resolution and peacebuilding;
 6. Urges that issues of sexual violence be included in all United Nations-sponsored peace negotiation agendas, and also urges inclusion of sexual violence issues from the outset of peace processes in such situations, in particular in the areas of pre-ceasefires, humanitarian access and human rights agreements, ceasefires and ceasefire monitoring, DDR and SSR arrangements, vetting of armed and security forces, justice, reparations, and recovery/development;

7. Reaffirms the role of the Peacebuilding Commission in promoting inclusive gender-based approaches to reducing instability in post-conflict situations, noting the important role of women in rebuilding society, and urges the Peacebuilding Commission to encourage all parties in the countries on its agenda to incorporate and implement measures to reduce sexual violence in post-conflict strategies;
8. Encourages Member States to deploy greater numbers of female military and police personnel to United Nations peacekeeping operations, and to provide all military and police personnel with adequate training to carry out their responsibilities;
9. Requests the Secretary-General to ensure that technical support is provided to troop and police contributing countries, in order to include guidance for military and police personnel on addressing sexual violence in predeployment and induction training;
10. Requests the Secretary-General to continue and strengthen efforts to implement the policy of zero tolerance of sexual exploitation and abuse in United Nations peacekeeping operations; and urges troop- and police-contributing countries to take appropriate preventative action, including predeployment and in-theatre awareness training, and other action to ensure full accountability in cases of such conduct involving their personnel;
11. Requests that the Secretary-General continue to direct all relevant United Nations entities to take specific measures to ensure systematic mainstreaming of gender issues within their respective institutions, including by ensuring allocation of adequate financial and human resources within all relevant offices and departments and on the ground, as well as to strengthen, within their respective mandates, their cooperation and coordination when addressing the issue of sexual violence in armed conflict;
12. Urges relevant Special Representatives and the Emergency Relief Coordinator of the Secretary-General, with strategic and technical support from the UN Action network, to work with Member States to develop joint Government-United Nations Comprehensive Strategies to Combat Sexual Violence, in consultation with all relevant stakeholders, and to regularly provide updates on this in their standard reporting to Headquarters;
13. Requests that the Secretary-General ensure more systematic reporting on incidents of trends, emerging patterns of attack, and early warning indicators of the use of sexual violence in armed conflict in all relevant reports to the Council, and encourages the Special Representatives of the Secretary-General, the Emergency Relief Coordinator, the High Commissioner for Human Rights, the Special Rapporteur on Violence against Women, and the Chairperson(s) of UN Action to provide, in coordination with the aforementioned Special Representative, additional briefings and documentation on sexual violence in armed conflict to the Council;
14. Requests the Secretary-General to include, where appropriate, in his regular reports on individual peacekeeping operations, information on steps taken to implement measures to protect civilians, particularly women and children, against sexual violence;
15. Requests the Secretary-General, taking into account the proposals contained in his report as well as any other relevant elements, to devise urgently and preferably within



three months, specific proposals on ways to ensure monitoring and reporting in a more effective and efficient way within the existing United Nations system on the protection of women and children from rape and other sexual violence in armed conflict and post-conflict situations, utilizing expertise from the United Nations system and the contributions of national Governments, regional organizations, non-governmental organizations in their advisory capacity and various civil society actors, in order to provide timely, objective, accurate and reliable information on gaps in United Nations entities response, for consideration in taking appropriate action;

UNSCR 1889

“The Security Council,

“Reaffirming its commitment to the continuing and full implementation, in a mutually reinforcing manner, of resolutions 1325 (2000), 1612 (2005), 1674 (2006), 1820 (2008), 1882 (2009), 1888 (2009) and all relevant statements of its Presidents,

“Guided by the purposes and principles of the Charter of the United Nations, and bearing in mind the primary responsibility of the Security Council under the Charter for the maintenance of international peace and security,

1. “Recalling the resolve expressed in the 2005 United Nations General Assembly World Summit Outcome Document (A/RES/60/1) to eliminate all forms of violence against women and girls, the obligations of States Parties to the Convention on the Elimination of All Forms of Discrimination Against Women and the Optional Protocol thereto, the Convention on the Rights of the Child and the Optional Protocols thereto, recalling also the commitments contained in the Beijing Declaration and Platform for Action as well as those contained in the outcome document of the twenty-third Special Session of the United Nations General Assembly entitled “Women 2000: Gender Equality, Development and Peace for the Twenty-First Century” (A/S23/10/Rev.1), in particular those concerning women and armed conflict,
1. “Having considered the report of the Secretary General (S/2009/465) of 16 September 2009 and stressing that the present resolution does not seek to make any legal determination as to whether situations that are referred to in the Secretary-General’s report are or are not armed conflicts within the context of the Geneva Conventions and the Additional Protocols thereto, nor does it prejudge the legal status of the non-State parties involved in these situations,

“Welcoming the efforts of Member States in implementing its resolution 1325 (2000) at the national level, including the development of national action plans, and encouraging Member States to continue to pursue such implementation,

“Reiterating the need for the full, equal and effective participation of women at all stages of peace processes given their vital role in the prevention and resolution of conflict and peacebuilding, reaffirming the key role women can play in reestablishing the fabric of recovering society and stressing the need for their involvement in the development and

implementation of post-conflict strategies in order to take into account their perspectives and needs,

“Expressing deep concern about the under-representation of women at all stages of peace processes, particularly the very low numbers of women in formal roles in mediation processes and stressing the need to ensure that women are appropriately appointed at decision-making levels, as high level mediators, and within the composition of the mediators’ teams,

“Remaining deeply concerned about the persistent obstacles to women’s full involvement in the prevention and resolution of conflicts and participation in post-conflict public life, as a result of violence and intimidation, lack of security and lack of rule of law, cultural discrimination and stigmatization, including the rise of extremist or fanatical views on women, and socio-economic factors including the lack of access to education, and in this respect, recognizing that the marginalization of women can delay or undermine the achievement of durable peace, security and reconciliation,

“Recognizing the particular needs of women and girls in post-conflict situations, including, inter alia, physical security, health services including reproductive and mental health, ways to ensure their livelihoods, land and property rights, employment, as well as their participation in decision-making and post-conflict planning, particularly at early stages of post-conflict peacebuilding,

“Noting that despite progress, obstacles to strengthening women’s participation in conflict prevention, conflict resolution and peacebuilding remain, expressing concern that women’s capacity to engage in public decision making and economic recovery often does not receive adequate recognition or financing in post-conflict situations, and underlining that funding for women’s early recovery needs is vital to increase women’s empowerment, which can contribute to effective post-conflict peacebuilding,

“Noting that women in situations of armed conflict and post-conflict situations continue to be often considered as victims and not as actors in addressing and resolving situations of armed conflict and stressing the need to focus not only on protection of women but also on their empowerment in peacebuilding,

“Recognizing that an understanding of the impact of situations of armed conflict on women and girls, including as refugees and internally displaced persons, adequate and rapid response to their particular needs, and effective institutional arrangements to guarantee their protection and full participation in the peace process, particularly at early stages of post-conflict peacebuilding, can significantly contribute to the maintenance and promotion of international peace and security,

“Welcoming the United Nations initiative to develop a system similar to that pioneered by the United Nations Development Programme to allow decision-makers to track gender-related allocations in United Nations Development Group MultiDonor Trust Funds,

“Welcoming the efforts of the Secretary-General to appoint more women to senior United Nations positions, particularly in field missions, as a tangible step towards providing United Nations leadership on implementation of its resolution 1325 (2000),



“Welcoming the upcoming establishment of a United Nations Steering Committee to enhance visibility and strengthen coordination within the United Nations system regarding the preparations for the 10th anniversary of resolution 1325 (2000),

“Encouraging relevant actors to organize events during 2009-2010 at the global, regional and national levels to increase awareness about resolution 1325 (2000), including ministerial events, to renew commitments to “Women and peace and security”, and to identify ways to address remaining and new challenges in implementing resolution 1325 (2000) in the future,

1. Urges Member States, international and regional organisations to take further measures to improve women’s participation during all stages of peace processes, particularly in conflict resolution, post-conflict planning and peace-building, including by enhancing their engagement in political and economic decision-making at early stages of recovery processes, through inter alia promoting women’s leadership and capacity to engage in aid management and planning, supporting women’s organizations, and countering negative societal attitudes about women’s capacity to participate equally;
2. Reiterates its call for all parties in armed conflicts to respect fully international law applicable to the rights and protection of women and girls;
3. Strongly condemns all violations of applicable international law committed against women and girls in situations of armed conflicts and postconflict situations, demands all parties to conflicts to cease such acts with immediate effect, and emphasizes the responsibility of all States to put an end to impunity and to prosecute those responsible for all forms of violence committed against women and girls in armed conflicts, including rape and other sexual violence;
4. Calls upon the Secretary-General to develop a strategy, including through appropriate training, to increase the number of women appointed to pursue good offices on his behalf, particularly as Special Representatives and Special Envoys, and to take measures to increase women’s participation in United Nations political, peacebuilding and peace-keeping missions;
5. Requests the Secretary-General to ensure that all country reports to the Security Council provide information on the impact of situations of armed conflict on women and girls, their particular needs in post-conflict situations and obstacles to attaining those needs;
6. Requests the Secretary-General to ensure that relevant United Nations bodies, in cooperation with Member States and civil society, collect data on, analyze and systematically assess particular needs of women and girls in post-conflict situations, including, inter alia, information on their needs for physical security and participation in decision-making and post-conflict planning, in order to improve system-wide response to those needs;
7. Expresses its intention, when establishing and renewing the mandates of United Nations missions, to include provisions on the promotion of gender equality and the empowerment of women in post-conflict situations, and requests the Secretary-General to continue, as appropriate, to appoint gender advisors and/or women-protection advisors to United Nations missions and asks them, in cooperation with United Nations Country

Teams, to render technical assistance and improved coordination efforts to address recovery needs of women and girls in post-conflict situations;

8. Urges Member States to ensure gender mainstreaming in all post-conflict peacebuilding and recovery processes and sectors;
9. Urges Member States, United Nations bodies, donors and civil society to ensure that women's empowerment is taken into account during post-conflict needs assessments and planning, and factored into subsequent funding disbursements and programme activities, including through developing transparent analysis and tracking of funds allocated for addressing women's needs in the post-conflict phase;
10. Encourages Member States in post-conflict situations, in consultation with civil society, including women's organizations, to specify in detail women and girls' needs and priorities and design concrete strategies, in accordance with their legal systems, to address those needs and priorities, which cover inter alia support for greater physical security and better socio-economic conditions, through education, income generating activities, access to basic services, in particular health services, including sexual and reproductive health and reproductive rights and mental health, gender-responsive law enforcement and access to justice, as well as enhancing capacity to engage in public decision-making at all levels;
11. Urges Member States, United Nations bodies and civil society, including non-governmental organizations, to take all feasible measures to ensure women and girls' equal access to education in post-conflict situations, given the vital role of education in the promotion of women's participation in post-conflict decision-making;
12. Calls upon all parties to armed conflicts to respect the civilian and humanitarian character of refugee camps and settlements, and ensure the protection of all civilians inhabiting such camps, in particular women and girls, from all forms of violence, including rape and other sexual violence, and to ensure full, unimpeded and secure humanitarian access to them;
13. Calls upon all those involved in the planning for disarmament, demobilization and reintegration to take into account particular needs of women and girls associated with armed forces and armed groups and their children, and provide for their full access to these programmes;
14. Encourages the Peacebuilding Commission and Peacebuilding Support Office to continue to ensure systematic attention to and mobilisation of resources for advancing gender equality and women's empowerment as an integral part of post-conflict peacebuilding, and to encourage the full participation of women in this process;
15. Request the Secretary-General, in his agenda for action to improve the United Nations' peacebuilding efforts, to take account of the need to improve the participation of women in political and economic decision-making from the earliest stages of the peacebuilding process;



16. Requests the Secretary-General to ensure full transparency, cooperation and coordination of efforts between the Special Representative of the Secretary-General on Children and Armed Conflict and the Special Representative of the Secretary General on sexual violence and armed conflict whose appointment has been requested by its resolution 1888 (2009);
17. Requests the Secretary-General to submit to the Security Council within 6 months, for consideration, a set of indicators for use at the global level to track implementation of its resolution 1325 (2000), which could serve as a common basis for reporting by relevant United Nations entities, other international and regional organizations, and Member States, on the implementation of resolution 1325 (2000) in 2010 and beyond;
18. Requests the Secretary-General, within the report requested in S/PRST/2007/40, to also include a review of progress in the implementation of its resolution 1325 (2000), an assessment of the processes by which the Security Council receives, analyses and takes action on information pertinent to resolution 1325 (2000), recommendations on further measures to improve coordination across the United Nations system, and with Member States and civil society to deliver implementation, and data on women's participation in United Nations missions;
19. Requests the Secretary-General to submit a report to the Security Council within 12 months on addressing women's participation and inclusion in peacebuilding and planning in the aftermath of conflict, taking into consideration the views of the Peacebuilding Commission and to include, inter alia:
 - a. Analysis on the particular needs of women and girls in post-conflict situations,
 - b. Challenges to women's participation in conflict resolution and peacebuilding and gender mainstreaming in all early post-conflict planning, financing and recovery processes,
 - c. Measures to support national capacity in planning for and financing responses to the needs of women and girls in post-conflict situations,
 - d. Recommendations for improving international and national responses to the needs of women and girls in post-conflict situations, including the development of effective financial and institutional arrangements to guarantee women's full and equal participation in the peacebuilding process,
20. Decide to remain actively seized of the matter."

UNSCR 1960 (2010)

The Council then adopted unanimously resolution 1960 (2010), the full text of which reads as follows:

"The Security Council,

"Reaffirming its commitment to the continuing and full implementation, in a mutually reinforcing manner, of resolutions 1325 (2000), 1612 (2005), 1674 (2006), 1820 (2008), 1882 (2009), 1888 (2009), 1889 (2009) and 1894 (2009), and all relevant statements of its President,

“Welcoming the report of the Secretary-General of 24 November 2010 (S/2010/604), but remaining deeply concerned over the slow progress on the issue of sexual violence in situations of armed conflict in particular against women and children, and noting as documented in the Secretary-General’s report that sexual violence occurs in armed conflicts throughout the world,

“Reiterating deep concern that despite its repeated condemnation of violence against women and children in situations of armed conflict, including sexual violence in situations of armed conflict, and despite its calls addressed to all parties to armed conflict for the cessation of such acts with immediate effect, such acts continue to occur, and in some situations have become systematic and widespread, reaching appalling levels of brutality,

“Reiterating the necessity for all States and non-State parties to conflicts to comply fully with their obligations under applicable international law, including the prohibition on all forms of sexual violence,

“Reiterating the need for civilian and military leaders, consistent with the principle of command responsibility, to demonstrate commitment and political will to prevent sexual violence and to combat impunity and enforce accountability, and that inaction can send a message that the incidence of sexual violence in conflicts is tolerated,

“Recalling the responsibilities of States to end impunity and to prosecute those responsible for genocide, crimes against humanity, war crimes, and other egregious crimes perpetrated against civilians and, in this regard, noting with concern that only limited numbers of perpetrators of sexual violence have been brought to justice, while recognizing that in conflict and in post-conflict situations national justice systems may be significantly weakened,

“Welcoming the progress made in rendering operational the team of experts to assist national authorities to strengthen the rule of law in accordance with resolution 1888 (2009); reaffirming the importance of deploying it rapidly to situations of particular concern with respect to sexual violence in armed conflict, working through the United Nations presence on the ground and with the consent of the host Government and in this regard, appreciating the voluntary contributions to support its work,

“Recognizing that States bear the primary responsibility to respect and ensure the human rights of all persons within their territory and subject to their jurisdiction as provided for by international law,

“Reaffirming that parties to armed conflict bear the primary responsibility to take all feasible steps to ensure the protection of civilians,

“Recalling that international humanitarian law affords general protection to women and children as part of the civilian population during armed conflicts and special protection due to the fact that they can be placed particularly at risk,

“Reaffirming that ending impunity is essential if a society in conflict or recovering from conflict is to come to terms with past abuses committed against civilians affected by armed conflict and to prevent future such abuses, drawing attention to the full range of justice and reconciliation mechanisms to be considered, including national, international and ‘mixed’



criminal courts and tribunals and truth and reconciliation commissions, and noting that such mechanisms can promote not only individual responsibility for serious crimes, but also peace, truth, reconciliation and the rights of the victims,

“Recalling the inclusion of a range of sexual violence offences in the Rome Statute of the International Criminal Court and the statutes of the ad hoc international criminal tribunals,

“Reaffirming the importance for States, with the support of the international community, to increase access to health care, psychosocial support, legal assistance, and socio-economic reintegration services for victims of sexual violence, in particular in rural areas, and taking into account the specific needs of persons with disabilities,

“Welcoming the proposals, conclusions and recommendations included in the report of the Special Committee on Peacekeeping Operations (A/64/19) on the need for adequate capabilities and clear and appropriate guidelines to enable peacekeeping missions to carry out all their mandated tasks, including prevention of and response to sexual violence; stressing the importance of ensuring engagement by senior mission leadership on protection of civilians, including the prevention of and response to instances of sexual violence in armed conflict, with a view to ensuring that all mission components and all levels of the chain of command are properly informed of and involved in the mission’s mandate and their relevant responsibilities; welcoming progress made by the Secretary-General in developing operational tools for the implementation of protection of civilians mandates; and encouraging troop- and police-contributing countries to make full use of and provide feedback on these important materials,

“Recognizing the efforts of the Secretary-General to address the underrepresentation of women in formal peace processes, the lack of mediators and ceasefire monitors with proper training in dealing with sexual violence, and the lack of women as Chief or Lead peace mediators in United Nations-sponsored peace talks; and encouraging further such efforts,

“Welcoming the inclusion of women in peacekeeping missions in civil, military and police functions, recognizing that their presence may encourage women from local communities to report acts of sexual violence,

“Having considered the report of the Secretary-General of 24 November 2010 (S/2010/604) and stressing that the present resolution does not seek to make any legal determination as to whether situations that are referred to in the Secretary-General’s report are or are not armed conflicts within the context of the Geneva Conventions and the Additional Protocols thereto, nor does it prejudge the legal status of non-State parties involved in these situations,

1. Reaffirms that sexual violence, when used or commissioned as a tactic of war or as a part of a widespread or systematic attack against civilian populations, can significantly exacerbate and prolong situations of armed conflict and may impede the restoration of international peace and security; affirms in this regard that effective steps to prevent and respond to such acts of sexual violence can significantly contribute to the maintenance of international peace and security; and expresses its readiness, when considering situations on the agenda of the Council, to take, where necessary, appropriate steps to address widespread or systematic sexual violence in situations of armed conflict;

2. Reiterates its demand for the complete cessation with immediate effect by all parties to armed conflict of all acts of sexual violence;
3. Encourages the Secretary-General to include in his annual reports submitted pursuant to resolutions 1820 (2008) and 1888 (2009) detailed information on parties to armed conflict that are credibly suspected of committing or being responsible for acts of rape or other forms of sexual violence, and to list in an annex to these annual reports the parties that are credibly suspected of committing or being responsible for patterns of rape and other forms of sexual violence in situations of armed conflict on the Security Council agenda; expresses its intention to use this list as a basis for more focused United Nations engagement with those parties, including, as appropriate, measures in accordance with the procedures of the relevant sanctions committees;
4. Requests the Secretary-General, in accordance with the present resolution and taking into account its specificity, to apply the listing and de-listing criteria for parties listed in his annual report on sexual violence in armed conflict consistent with paragraphs 175, 176, 178, and 180 of his report A/64/742-S/2010/181;
5. Calls upon parties to armed conflict to make and implement specific and time-bound commitments to combat sexual violence, which should include, inter alia, issuance of clear orders through chains of command prohibiting sexual violence and the prohibition of sexual violence in Codes of Conduct, military field manuals, or equivalent; and further calls upon those parties to make and implement specific commitments on timely investigation of alleged abuses in order to hold perpetrators accountable;
6. Requests the Secretary-General to track and monitor implementation of these commitments by parties to armed conflict on the Security Council's agenda that engage in patterns of rape and other sexual violence, and regularly update the Council in relevant reports and briefings;
7. Reiterates its intention, when adopting or renewing targeted sanctions in situations of armed conflict, to consider including, where appropriate, designation criteria pertaining to acts of rape and other forms of sexual violence; and calls upon all peacekeeping and other relevant United Nations missions and United Nations entities, in particular the Working Group on Children and Armed Conflict, the Special Representative of the Secretary General for Children and Armed Conflict, and the Special Representative of the Secretary-General on Sexual Violence in Conflict, to share with relevant United Nations Security Council Sanctions Committees, including through relevant United Nations Security Council Sanction Committees' monitoring groups and groups of experts, all pertinent information about sexual violence;
8. Requests the Secretary-General to establish monitoring, analysis and reporting arrangements on conflict-related sexual violence, including rape in situations of armed conflict and post-conflict and other situations relevant to the implementation of resolution 1888 (2009), as appropriate, and taking into account the specificity of each country, that ensure a coherent and coordinated approach at the field-level, and encourages the Secretary-General to engage with United Nations actors, national institutions, civil society organizations, health-care service providers, and women's groups to enhance



data collection and analysis of incidents, trends, and patterns of rape and other forms of sexual violence to assist the Council's consideration of appropriate actions, including targeted and graduated measures, while respecting fully the integrity and specificity of the monitoring and reporting mechanism implemented under Security Council resolutions 1612 (2005) and 1882 (2009) on children and armed conflict;

9. Requests the Secretary-General to continue to ensure full transparency, cooperation and coordination of efforts between the Special Representative of the Secretary-General for Children and Armed Conflict and the Special Representative of the Secretary-General on Sexual Violence in Conflict;
10. Welcomes the work of gender advisers; looks forward to the appointment of more women protection advisers to peacekeeping missions, in accordance with resolution 1888 (2009); notes their potential contribution in the framework of the monitoring, analysis, and reporting arrangements to be established pursuant to operative paragraph 8 of the present resolution;
11. Welcomes the elaboration by the Secretary-General of scenario-based training materials on combating sexual violence for peacekeepers and encourages Member States to use them as a reference for the preparation and deployment of United Nations peacekeeping operations;
12. Underlines that, in order to carry out their mandate, missions must communicate effectively with local communities; and encourages the Secretary-General to improve their capacity to do so;
13. Expresses its intention to give due consideration to sexual violence in mandate authorizations and renewals and to request the Secretary-General to include, as appropriate, gender expertise in technical assessment missions;
14. Encourages the entities comprising United Nations Action against Sexual Violence in Conflict, as well as other relevant parts of the United Nations system, to continue to support the work of the aforementioned Special Representative of the Secretary-General on Sexual Violence in Conflict and to enhance cooperation and information-sharing among all relevant stakeholders in order to reinforce coordination and avoid overlap at the headquarters and country levels and improve system-wide response;
15. Encourages Member States to deploy greater numbers of female military and police personnel to United Nations peacekeeping operations, and to provide all military and police personnel with adequate training on sexual and gender-based violence, inter alia, to carry out their responsibilities;
16. Requests the Secretary-General to continue and strengthen efforts to implement the policy of zero tolerance on sexual exploitation and abuse by United Nations peacekeeping and humanitarian personnel, and further requests the Secretary-General to continue to provide and deploy guidance on addressing sexual violence for predeployment and inductive training of military and police personnel, and to assist missions in developing situation-specific procedures to address sexual violence at the field level and to ensure that technical support is provided to troop- and police-contributing countries in order

to include guidance for military and police personnel on addressing sexual violence in predeployment and induction training;

17. Invites the Special Representative on Sexual Violence in Conflict to continue to provide briefings on sexual violence, in accordance with resolution 1888 (2009);
18. Requests that the Secretary-General continue to submit annual reports to the Council on the implementation of resolutions 1820 (2008) and 1888 (2009) and to submit his next report by December 2011 on the implementation of resolutions 1820 (2008) and 1888 (2009) and the present resolution to include, inter alia:
 - a. a detailed coordination and strategy plan on the timely and ethical collection of information;
 - b. information on progress made in the implementation of the monitoring, analysis, and reporting arrangements mentioned in paragraph 8;
 - c. detailed information on parties to armed conflict that are credibly suspected of committing or being responsible for acts of rape or other forms of sexual violence, and an annex with a list of parties that are credibly suspected of committing or being responsible for patterns of rape and other forms of sexual violence in situations of armed conflict on the Security Council agenda;
 - d. updates on efforts by United Nations Mission focal points on sexual violence to work closely with Resident Coordinator/Humanitarian Coordinator (RC/HC), the United Nations Country Team, and, where appropriate, the Special Representative of the Secretary-General for Children and Armed Conflict and the Special Representative of the Secretary-General on Sexual Violence in Conflict and/or the Team of Experts, to address sexual violence;
19. Decides to remain actively seized of the matter.”

Annex 3: Logical Framework

Output Objectives	Strategies	Specific Activities	Indicators	Primary Stakeholders	Other Partners	Financial Allocation	Time Frame

Annex 4: Monitoring and Evaluation Matrix

Output Objectives	Strategies	Specific Activities	Indicators	Means of Verification	Method of Collection	Frequency of Reporting	Person/ Institutions Responsible



About WANEP

The West Africa Network for Peacebuilding (WANEP) is a leading Regional Peacebuilding organization founded in 1998 in response to civil wars that plagued West Africa in the 1990s. Over the years, WANEP has succeeded in establishing strong national networks and membership base of over 500 civil society organisations across the Member States of ECOWAS. WANEP places special emphasis on collaborative approaches to conflict prevention, and peacebuilding; working with diverse actors from civil society, governments, intergovernmental bodies, women groups and other partners.

As part of its contribution to women, peace and security issues in West Africa and in complementing the efforts of the United Nations, African Union and Economic Community of West African States, WANEP took the initiative of developing a practical Guide that will inform the implementation of National Action Plans (NAPs) towards the realisation of the provisions of the UN Security Council Resolution 1325 and related resolutions. This is in line with the vision of WANEP through its Women in Peacebuilding Program (WIPNET) to ensure that women's issues and needs are central to all forms of peacebuilding processes in the West African sub-region and beyond.

WANEP believes that the guide will enhance and speed up the development of NAPs and ultimately ensure the full and equal participation of women in peace and security agenda as enshrined in the various UN resolutions especially resolution 1325

About the LEAD CONSULTANT

Patricia Donli, the Chairperson of WANEP Nigeria Board is an educationist and lecturer of over 30 years in the Department of Biological Sciences, University of Maiduguri. She holds a B.Sc (Botany), M.Sc (Crop Protection) and Ph.D Degree in Agriculture with specialization in Plant Pathology from the University of Newcastle upon Tyne. She is currently a Professor of Plant Pathology in the University of Maiduguri. She holds various certificates in the area of gender, environment & sustainable development, good governance, conflict management and mediation, monitoring and evaluation. She was the North East Zonal Coordinator of WANEP Nigeria and is currently the Executive Director of Gender Equality, Peace and Development Centre and Chairs the Citizens' Forum for Constitutional Reform (CFCR), the Constitutional Reform Dialogue Mechanism (CRDM) and Board of ActionAid Nigeria and Zonal Coordinator Gender and Constitutional Reform Network (GECORN). Prof Donli is a gender activist who consults for both national and international organizations.

