



# Women and Peace and Security: Guidelines for National Implementation

# Guidelines for the development of a National Action Plan on Women, Peace and Security

## Acknowledgement

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\*Any reference to "UNIFEM" in the document must be understood to refer to "former UNIFEM", one of the four entities merged into the United Nations Entity for Gender Equality and the Empowerment of Women on 21st July, 2010 by United Nations General Assembly Resolution A/RES/64/289.

\*Any reference to United Nations "resolution 1325 and subsequent resolutions or 5 WPS resolutions" in the document must be understood to refer to Security Council resolutions on women and peace and security 1325 (2000); 1820 (2008); 1888 (2009); 1889 (2009); and 1960 (2010).

On the cover: Participants at the Workshop on the implementation of Serbia's 2010-2015 National Action Plan on United Nations Security Council Resolution 1325 (2000), held 1-2 June 2011 at the Strategic Research Institute, Belgrade, Serbia.  
Credit: UN Women/Serbia.

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# 1. INTRODUCTION

**RESOLUTION 1325, UNANIMOUSLY ADOPTED BY THE SECURITY COUNCIL IN OCTOBER 2000 UNDER THE PRESIDENCY OF NAMIBIA, REPRESENTS A SIGNIFICANT CHANGE IN THE WAY THE INTERNATIONAL COMMUNITY APPROACHES THE PREVENTION AND RESOLUTION OF CONFLICT.**

This was the first time that the Security Council acknowledged that armed conflict affects women and girls differently from men and boys, requiring changes in the way the international community approaches conflict prevention, conflict resolution, peacekeeping, and peacebuilding. Whether women and girls are instigators, perpetrators, victims of conflict, or builders of peace, their different experiences of conflict require tailored responses in order to enable women to contribute to conflict resolution, to ensure that targeted violence against women is prevented and prosecuted, and to ensure women help to shape and benefit from recovery and peacebuilding initiatives.

Resolution 1325 makes the promotion of gender equality and women's empowerment an international peace and security concern, relevant to negotiating peace agreements, planning refugee and internally displaced persons (IDP) camps, peacekeeping operations and reconstructing war-ravaged societies. From mine clearance to disarmament, demobilization and reintegration (DDR), from elections to constitutional change, from security sector reform (SSR) to transitional justice measures, from economic recovery programmes to long-term conflict prevention initiatives, women's participation is an imperative, and responding to women's needs helps ensure sustainable peace.

Resolution 1325 has been strengthened by the adoption of four additional Security Council resolutions on women, peace and security (see Table 2 on page 8). Three of these address sexual violence in armed conflict as a tactic of warfare (resolutions 1820 (2008), 1888 (2009), 1960 (2010)). Resolution 1889 (2009) specifically addresses gender equality and women's empowerment issues in the context of post-conflict peacebuilding and long-term conflict prevention and calls for indicators to monitor the implementation of 1325. This body of five resolutions represents a coherent international legislative framework, but does not stand alone. These resolutions reinforce existing global commitments, treaties and conventions on women's rights including the Convention on the Elimination of all forms of Discrimination against Women (CEDAW (1979)), and the 1995 Beijing Declaration and Platform for Action.

Responsibility for implementing the women, peace and security resolutions lies primarily with United Nations (UN) Member States, in partnership with a range of stakeholders including civil society and international and regional security organizations. Implementation of the resolutions at the UN system level is focused on providing effective support for Member States and other actors at the regional and national levels.

National Action Plans (NAPs) on women, peace and security (WPS) is one among many methods for States to implement the resolutions in their specific national context. Stand-alone NAPs are not the only means of doing this. The key elements of the WPS resolutions can be integrated as relevant to priority plans of national Ministries of Defense, Interior, Justice, Economic and Social Development, Gender, Development and Foreign Affairs. Alternatively the development process of a NAP can be used to trigger budget allocations and actions within each such Ministry and relevant departments so as to promote women, peace and security objectives.

This guidance note has been developed to support Member States in their efforts to successfully implement Security Council Resolution (SCR) 1325 as well as other UN Security Council resolutions on women, peace and security.

This guidance note proposes methods for integrating women, peace and security goals and targets into national planning on security, defense, foreign policy, justice, and peacebuilding.

*"In a world of continuing instability and violence, the implementation of cooperative approaches to peace and security is urgently needed. The equal access and full participation of women in power structures and their full involvement in all efforts for the prevention and resolution of conflicts are essential for the maintenance and promotion of peace and security."*

Beijing Declaration and Platform for Action, Fourth World Conference on Women, 15 September 1995, A/CONF.177/20 (1995) and A/CONF.177/20/Add.1 (1995)

## 2. BACKGROUND

**THE CASE FOR THE PROMOTION OF GENDER EQUALITY AND WOMEN'S EMPOWERMENT IN PEACE AND SECURITY INTERVENTIONS RESTS ON TWO KEY ARGUMENTS:**

**a. The rights-based and justice argument:** Women, like men, have a right to participate in the promotion of peace, prevention and resolution of conflict, and in rebuilding societies after a conflict. They have a right to demand justice for crimes committed against them, and to receive redress and restitution for damages they have suffered. Their exclusion from political and public decision-making, including on issues of peace and war as well as exclusion from conflict resolution, is an injustice that is multiplied subsequently by failures to adequately address their needs during peaceful times in post-conflict justice, security and governance reforms, and in post-conflict recovery investments. (See Table 1) More equal representation of women in economic and political decision-making is an important prerequisite for a more inclusive and tolerant society.

**b. The 'efficiency' argument:** The impact of conflict on women tends to be ignored or under-recognized, leading to a neglect of their significant recovery needs. The exclusion of approximately 50 per cent of the constituency for peacebuilding and poverty alleviation is simply inefficient, yielding low returns for resources invested in reconciliation and rapid recovery. This marginalization of women undermines every step of the conflict resolution and peacebuilding process, since in many contexts women are a resource for building socially relevant and effective peace accords, and for ensuring social inclusion and a fair distribution of peace dividends.

**THIS MARGINALIZATION OF WOMEN UNDERMINES EVERY STEP OF THE CONFLICT RESOLUTION AND PEACEBUILDING PROCESS, SINCE IN MANY CONTEXTS WOMEN ARE A RESOURCE FOR BUILDING SOCIALLY RELEVANT AND EFFECTIVE PEACE ACCORDS, AND FOR ENSURING SOCIAL INCLUSION AND A FAIR DISTRIBUTION OF PEACE DIVIDENDS.**

**TABLE 1 : Statistics on the Impact of Conflict & Post-Conflict Responses on Women**

MEDIATION AND PEACE PROCESSES
<ul style="list-style-type: none"> <li>! Less than 8% of peace negotiators are women.<sup>1</sup></li> <li>! Of 11 peace agreements signed in 2011 only 2 included particular provisions for women (Somalia, Yemen)</li> <li>! Women participated in negotiation teams in 4 of 14 peace negotiations held under UN auspices in 2011. (Cyprus, Georgia, Guyana, Yemen)</li> <li>! Organized sexual violence is often a tactic of war, yet just 17 of 585 post-1990 peace accords mention it.<sup>2</sup></li> <li>! Only 6 of 300 peace agreements mentioned sexual violence as a violation of ceasefires.<sup>3</sup></li> </ul>
JUSTICE AND SECURITY
<ul style="list-style-type: none"> <li>! Only 3 of 15 judges (20%) on the International Court of Justice are women.<sup>4</sup></li> <li>! Sexual violence is the number one crime in Liberia. However, it would take roughly 10 years, working at the current capacity, to clear the backlog of sexual violence cases alone.<sup>5</sup></li> <li>! Only 1 in 3 cases reported to the police in the Kivus (eastern Democratic Republic of Congo) are investigated and only 1 in 4 in Ituri.<sup>6</sup></li> <li>! 250,000–500,000 women and girls were raped during the 1994 genocide in Rwanda.<sup>7</sup></li> <li>! 50,000–64,000 internally displaced women in Sierra Leone were sexually attacked by combatants.<sup>8</sup></li> <li>! In Chad, women make up 57% of refugees. On average, women make up 50% of refugees.<sup>9</sup></li> </ul>
POST CONFLICT ELECTIONS
<ul style="list-style-type: none"> <li>! In elections in 2011 in post-conflict countries with electoral gender quotas, women average 31% of Parliament. In those without quotas they represented only 7%.<sup>10</sup></li> <li>! A 6 country study by the International Foundation for Electoral Systems shows that female voters are 4 times likelier than men to be targeted for intimidation in transitional elections.<sup>11</sup></li> <li>! In April 2011, Tunisia introduced an election parity legislation that enshrines the principle of 50-50 male-female parity in all lists of candidates for the Constituent Assembly elections.</li> </ul>
ECONOMIC RECOVERY & PEACEBUILDING
<ul style="list-style-type: none"> <li>! Only 6% of post-conflict spending is budgeted specifically to empower women or promote gender equality.<sup>12</sup></li> <li>! In many rural economies women spend up to 90% of their income on household consumption - compared to men who reinvest only 30–40% of their income<sup>13</sup> - on the family's needs for education, health and nutrition. This injection of capital, and the harnessing of capacities, revives local markets and communities.</li> <li>! If women had the same access to productive resources as men, they could increase yields on their farms by 20–30%.<sup>14</sup></li> </ul>

Though an extensive body of international law and other agreements had been developed with regard to women's rights prior to 2000, very few international agreements dealt specifically with the issue of women and armed conflict, with the notable exception of the Beijing Declaration and Platform for Action (1995). Largely due to civil society activism and the political will generated within the Security Council, UN Security Council resolution 1325 on Women, Peace and Security was unanimously adopted on 31 October 2000. SCR 1325 is complemented by

SCR Resolutions 1820, 1888, 1889 and 1960. The five resolutions on women, peace and security establish requirements for the international system, Member States, and civil society actors to enable women's participation in conflict prevention, resolution, and recovery, and to build capacities to protect women from violence and to respond to their immediate and longer term recovery needs. The main components of each resolution are outlined in Table 2. Resolution 1325 calls for women's participation in peace processes and for attention to women's



Participants at a seminar of "Capacity Building for Security Sector Reform in Serbia", hosted by the Ministry of Defence and Serbian Armed Forces. February 22-24 2012. Credit: UN Women/Serbia

recovery needs. It calls for provision of gender expertise to UN missions in country situations and for training UN personnel and peacekeepers to enable them to protect women from violence. Resolution 1889 adopted in 2009 elaborates on the international system's responsibility to engage women in post-conflict recovery and asserts the importance of addressing women's recovery needs in this process. It endorses rigorous monitoring of implementation and calls for indicators on the implementation of SCR 1325 — indicators that have now been developed by the UN, as well as regional organizations like the European Union (EU) and Economic Community of West African States (ECOWAS), and by many countries implementing NAPs.

Resolutions 1820 (2008), 1888 (2009) and 1960 (2010) acknowledge that sexual violence in conflict has been and continues to be, in some contexts, a tactic of war designed to achieve military and political objectives. As such sexual violence requires a tactical security and strategic political response. This means that **the UN's security mechanisms such as peacekeeping missions must address sexual violence through training and operational responses by armed personnel, as well as provision of a rapid response task team of judicial experts to support countries to prevent impunity for these crimes.** A security and political response also means that peace negotiators and mediators include sexual violence on the agendas of peace talks. Resolution 1888 established the Office of the Special Representative of the Secretary-General on Sexual Violence in Conflict to address this issue. Resolution 1960 called for systematic Monitoring and Reporting Arrangements (MARA) to enable more effective tracking of the extent and severity of this war crime. All three resolutions call on UN Member States to step-up efforts to

**TABLE 2 : Snapshot: All Security Council Resolutions on Women, Peace and Security**

SCR 1325 (2000)
First landmark resolution which links women's experiences of conflict to the maintenance of international peace and security.
SCR 1820 (2008)
First resolution of the Security Council to recognize conflict-related sexual violence as a tactic of warfare and its prevention as a critical component of the maintenance of international peace and security, requiring a peacekeeping, justice, and peace negotiation response.
SCR 1888 (2009)
Strengthens tools for implementing 1820 through assigning leadership, building judicial response expertise and reporting mechanisms.
SCR 1889 (2009)
Addresses women's exclusion from early recovery and peacebuilding and lack of adequate planning and funding for their needs.
SCR 1960 (2010)
Provides an accountability system for addressing conflict-related sexual violence.

prevent widespread or systematic sexual violence in conflict, including through the training of national security forces, peacekeepers and judicial personnel, the provision of services and redress to victims, and the engagement of mediators on this issue to ensure it is addressed in peace talks. All three resolutions as well as resolution 1889, call for the Peacebuilding Commission (PBC), a new inter-governmental institution set up in 2006, to advance the women, peace and security agenda.

The WPS resolutions cover a wide-ranging set of activities related to improving the status of women in conflict and post-conflict settings and encourage the integration of a gender perspective into all aspects of conflict prevention, peacebuilding and post-conflict reconstruction. These activities range from disarmament, demobilization and reintegration and security sector reform, to the rights of refugee and internally-displaced women and the responsibilities of UN peacekeepers to protect civilians. The core mandates of these resolutions can be condensed into the following broad categories:

- Participation** of women in peace processes and all public decision-making processes linked to making and building peace;
- Prevention** of conflict through incorporating women's perspectives into early warning systems, public education, and prosecution of violators of women's rights;
- Protection** of women during and after conflict by community, national and international security personnel;
- Peacebuilding** that engages women and addresses their needs in relief and recovery, redress for injustice and investment in economic and social security.

These categories are often used to organize priority interventions and actions in national or sectoral Action Plans on WPS, the subject of the rest of this guidance note.

### 3. NATIONAL IMPLEMENTATION OF THE WOMEN, PEACE AND SECURITY RESOLUTIONS – WHY DEVELOP A PLAN?

One of the many ways through which national governments are implementing the Women, Peace and Security resolutions is the development of National Action Plans. A National Action Plan is a document that details the actions that a government is currently taking, and those initiatives that it will undertake within a given time frame to meet the obligations contained in resolution 1325.

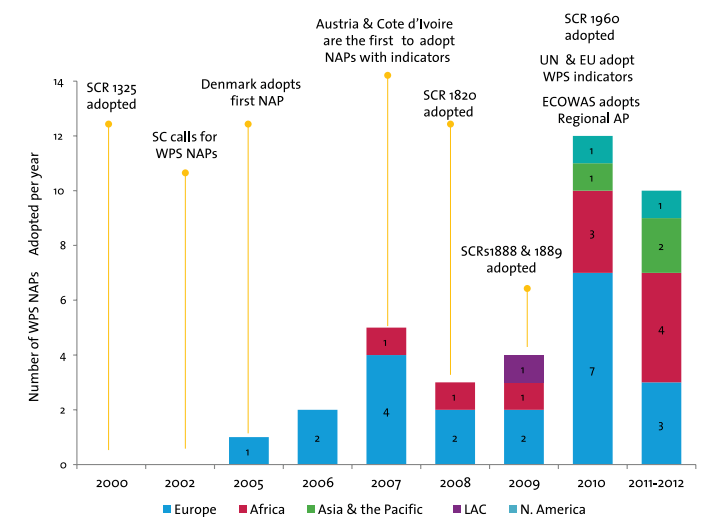
In its Presidential Statement (S/PRST/2002/32) in 2002, the Security Council “encourage[d] Member States ... and other relevant actors to develop clear strategies and action plans with goals and timetables” and “develop targeted activities focused on the specific constraints facing women and girls in post-conflict situations.”

It reinforced this support in 2004 (in its Presidential Statement S/PRST/2004/40) when it “welcome[d] the efforts of Member States in implementing resolution 1325 (2000) at the national level, including the development of national action plans, and encourage[d] Member States to continue to pursue such implementation.” In 2005 (S/PRST/2005/52), it “reiterate[d] its call to Member States to continue to implement resolution 1325 (2000), including through the development of national action plans or other national level strategies.”

It is up to each country to find the best way of implementing the women, peace and security agenda within the national context and/or on promoting gender equality and the empowerment of women. Some countries have attempted to integrate WPS issues into their existing initiatives, laws, policies and plans on peace and security. Integrating the implementation of these resolutions with overarching national development plans (like Poverty Reduction Strategy Papers (PRSPs), national development plans (NDPs), and national security/defense strategies) can ensure comprehensive and sustainable implementation over the long term.

By mid 2012, 37 countries had developed NAPs.<sup>15</sup> Eleven new NAPs were adopted in 2011 alone – a reflection of renewed commitment to the WPS agenda following the tenth anniversary of resolution 1325. A map with a list of all countries with NAPs is found in Table 3.

Figure 1 on WPS NAPs adopted by year and region



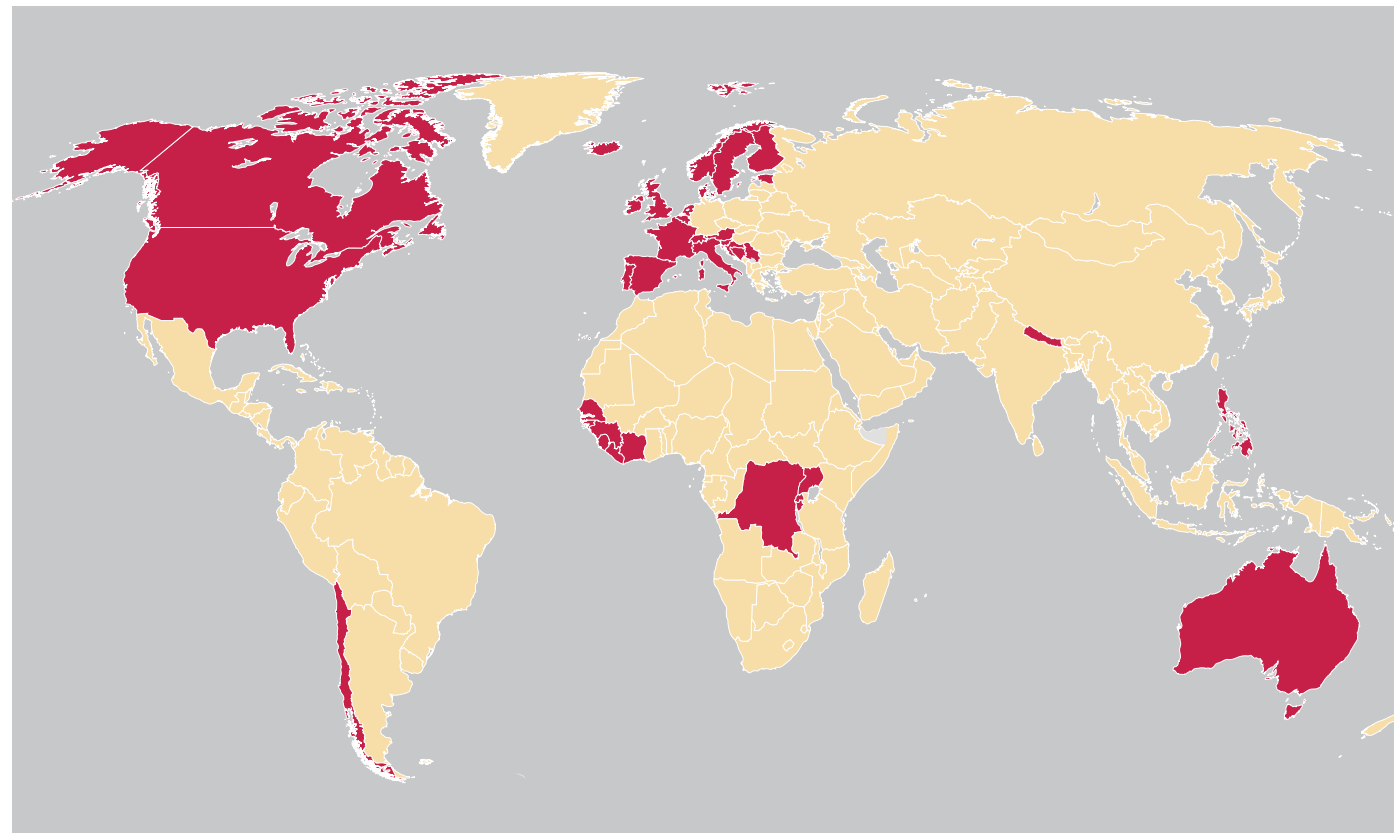
At the regional level, steps have been taken to improve coordination and accountability in support of national efforts to implement women, peace and security objectives. Regional organizations such as the EU, ECOWAS, North Atlantic Treaty Organization (NATO), Organization for Security and Co-operation in Europe (OSCE), African Union, and the Community of Portuguese-Speaking Countries have adopted regional policies and/or action plans on women, peace and security. The EU has prepared a set of 17 indicators for assessing progress that are closely linked to the UN's list of indicators on implementing 1325.

Analysis of the ways these national and regional action plans have been developed reveal good practices that might be of assistance to other countries. Good practices include mechanisms established for timely corrective action, regular reporting to Parliaments on progress, scheduled audits, and a formal monitoring role for civil society organizations (CSOs). For example, Belgium, Liberia and the Netherlands have formally provided for CSO shadow reports to be produced as part of monitoring mechanisms and in Austria civil society actors are given the

opportunity to comment on the annual implementation report. In the US, a group of CSOs monitor implementation and maintain regular interactions with the WPS Interagency Policy Committee (IPC), established and chaired by the White House National Security Staff (NSS) for implementing the NAP. Most NAPs, however, still lack strong accountability mechanisms to ensure effective implementation. The number of NAPs with indicators is slowly growing. In 2009, only 6 of 15 (40 per cent) NAPs had

indicators. In 2012, 65 per cent of existing NAPs have indicators. However, only Sierra Leone has developed specific time-bound targets. On average, 50 per cent of the indicators in NAPs are adapted from the UN's list of indicators. In addition, only 7 countries<sup>16</sup> have published NAPs with clear budget requirements, while 18<sup>17</sup> (almost 50 per cent) have indicated that implementation will be aligned to existing sectoral budgets.

**Table 3: List of Countries with National Action Plans on Women, Peace and Security**



- |                           |                                  |                   |                      |                  |                              |
|---------------------------|----------------------------------|-------------------|----------------------|------------------|------------------------------|
| 1. Australia              | 7. Chile                         | 13. Finland       | 20. Italy            | 26. Portugal     | 33. Sweden                   |
| 2. Austria                | 8. Côte D'Ivoire                 | 14. France        | 21. Liberia          | 27. Rwanda       | 34. Switzerland              |
| 3. Belgium                | 9. Croatia                       | 15. Georgia       | 22. Nepal            | 28. Senegal      | 35. Uganda                   |
| 4. Bosnia and Herzegovina | 10. Democratic Republic of Congo | 16. Guinea        | 23. Netherlands, the | 29. Serbia       | 36. United Kingdom           |
| 5. Burundi                | 11. Denmark                      | 17. Guinea Bissau | 24. Norway           | 30. Sierra Leone | 37. United States of America |
| 6. Canada                 | 12. Estonia                      | 18. Iceland       | 25. Philippines, the | 31. Slovenia     |                              |
|                           |                                  | 19. Ireland       | 32. Spain            |                  |                              |

Depending on the context, NAPs can be stand-alone or integrated into other existing policy frameworks. They can be developed quickly or through a lengthy consultation process and they can be used as a tool for generating more awareness and ownership among different government stakeholders who will play a direct or indirect role in implementation.

Table 4 below lists some of the pros and cons of each approach, compiled from interviews with representatives of Canada, the UK and the Netherlands as well as documents on Action Plans and gender policies<sup>18</sup>.

**TABLE 4: Integrated vs. Stand-Alone National Plans on WPS: Pros and Cons**

	Advantages	Disadvantages
<b>Integrated into existing plans</b>	<ul style="list-style-type: none"> <li>Development of the plan may require fewer resources.</li> <li>Can help ensure that WPS issues are mainstreamed into major national directions and initiatives on security, justice, development.</li> </ul>	<ul style="list-style-type: none"> <li>WPS issues might become an “add on” or a one-line token statement.</li> <li>Resources may be diverted from WPS issues to other programmes that receive more attention within the policy/law/plan.</li> </ul>
<b>Stand-alone NAP</b>	<ul style="list-style-type: none"> <li>Raises national awareness about the women, peace and security agenda in particular.</li> <li>Focuses on the implementation of WPS goals in the context of national priorities.</li> <li>Makes it easier to monitor progress and failures in implementation.</li> <li>If based on participatory planning and implementation it can involve stakeholders from various areas in a community of practice that can build commitment.</li> </ul>	<ul style="list-style-type: none"> <li>Might require more efforts and resources to initiate the process, justify the need and to implement.</li> <li>Might duplicate the efforts of the existing national gender plans.</li> <li>The plan might be “ghettoized”/marginalized and regarded as simply tokenistic and not be implemented.</li> </ul>

Though it is important to take into consideration both the pros and cons when weighing these two approaches, a third option is available. Through creating both a stand-alone WPS Action Plan and integrating WPS issues into other relevant laws/policies/plans, implementation of the WPS resolutions can be enhanced and some of the disadvantages can be avoided<sup>19</sup>. In this sense, the purpose of the stand-alone plan is to ensure effective implementation, coordination across government ministries, coherence in approaches, and systematic monitoring, while the department or ministry-specific measures ensure thorough internalization of WPS goals within government.

Integrating WPS resolutions to national policy is not just relevant to conflict-affected countries and regions as the resolutions are also addressing the maintenance of international peace and security and the prevention of internal conflicts. Many countries contribute in one way or another to conflict resolution, preventive diplomacy, peacekeeping, and post-conflict recovery. The very first set of countries to develop NAPs were those involved in financing international conflict resolution, peacekeeping, and post-conflict recovery efforts. Their NAPs focused on integrating WPS goals to their foreign and development cooperation policies.

**AS THE RESOLUTIONS ARE ALSO ADDRESSING THE MAINTENANCE OF INTERNATIONAL PEACE AND SECURITY AND THE PREVENTION OF INTERNAL CONFLICTS**

Developing a NAP can increase the visibility of national efforts through transparent reporting and a robust accountability system to implement women, peace and security policies. The development of a NAP has a number of other benefits, including:

- » **Coherence and coordination between government agencies:** The five WPS resolutions contain goals that require Member State action in a number of different areas. A NAP is therefore a good mechanism for a government to reflect on what is already being done, ensure coherence, identify any further priorities and unanticipated opportunities, and set agreed timelines for meeting targets. A NAP allows government departments to have a clear division of labour, understanding of the required financial resources and can help to identify potential partners, including civil society, to consolidate the implementation of the resolutions.
- » **Improved monitoring and evaluation and enhanced accountability:** NAPs can identify coherent objectives, benchmarks and indicators, which can enhance implementation and increase accountability.
- » **Increased ownership and awareness:** The development of a NAP provides a forum for discussion and the sharing of experiences on women, peace and security issues for people from diverse government agencies, CSOs and international organizations.
- » **Increased relevance:** NAPs help to make the WPS resolutions relevant to domestic and foreign policy-making.

There are a number of ways in which countries have operationalized the WPS resolutions at the national level. A number of governments have made attempts to mainstream a gender perspective into their peace and conflict policies. For example, Argentina has developed an action plan to mainstream gender into its defense policies. The UK initially developed its NAP at the level of establishing shared targets and approaches in an inter-departmental setting across its departments for foreign affairs,

development, and security. Germany has eschewed a stand-alone plan but integrates key priorities from the WPS resolutions to mainstream security and foreign policy and regularly reports on its implementation to the Parliament. In other cases, actions to implement women, peace and security resolutions have been integrated into overall gender equality action plans, as was the case in Colombia and Indonesia. This may be a particularly effective course of action in conflict-affected countries where it is difficult to make a clear distinction between activities under the women, peace and security agenda and the broader gender equality and women's empowerment agenda, since they overlap so substantially. In other contexts, such as Liberia, Cote d'Ivoire and Uganda, stand-alone WPS NAPs have been developed by Ministries of Gender and cross-linked to existing national efforts to prevent violence against women or promote women's rights.

The US National Action Plan, released in December 2011, includes an Executive Order that requires relevant and identified government departments to produce their implementation plans and budget allocations to ensure effective institutionalization within six months.

Implementation of commitments on women, peace and security at the national level should also be grounded in human rights instruments, such as the CEDAW. Since 2010, the CEDAW Committee has been working on a general recommendation on the protection of women's human rights in conflict and post-conflict contexts. This will mark an important step in further clarifying the obligations of States Parties to the Convention and in providing authoritative guidance on the necessary legislative, policy and other measures to meet such obligations.

## 4. KEY STEPS TO DEVELOPING A WPS NATIONAL ACTION PLAN

This section of the guidance note comprises practical recommendations for developing National Action Plans. It is important to bear in mind that these recommendations must always be adapted to specific contexts. The type and number of actors involved, the specific regional, national, or community contexts, and the available resources all shape the scope of the planning, implementation and monitoring of the identified objectives.

National Action Plans are developed by and for national administrations to translate international and regional WPS resolutions, protocols, and commitments into actions to be carried out by relevant national administrative bodies such as ministries and government departments. Although government institutions are always at the forefront of the development of NAPs, civil society organizations, academic institutions, collaborating governments, regional organizations and other actors can also be involved in planning processes. Inclusiveness tends to make the resulting NAP more relevant with broader ownership and commitment to its implementation, including through allocation of financial resources. This was the case in the Nepal and Philippine NAP processes.

**INCLUSIVENESS TENDS TO MAKE THE RESULTING NAP MORE RELEVANT WITH BROADER OWNERSHIP AND COMMITMENT TO ITS IMPLEMENTATION INCLUDING THROUGH ALLOCATION OF FINANCIAL RESOURCES. THIS WAS THE CASE IN THE NEPAL AND PHILIPPINE NAP PROCESSES.**

We shall consider three phases in developing a NAP: the process, the structure and the implementation.

### Phase 1. THE PROCESS

This phase includes the following key elements:

1. Building political will: advocacy and awareness-raising
2. Coordination and collaboration: building a consultative CSO-government platform for regular information-sharing and transparency
3. Assessing strategic priorities
4. Implementation strategy: monitoring and evaluation with indicators

#### 1. Building political will: advocacy and awareness-raising

Before beginning the formulation of a NAP, it is crucial to raise awareness about the women, peace and security agenda and to build political will within each group of stakeholders. The SCRs on women, peace and security are binding on all UN Member States, and allied conventions and resolutions at the international and regional or national levels should be included in awareness-raising efforts. A process of 'domesticating' these resolutions is important. Civil society or individual government departments can take the initial lead in this process. Whether a country is experiencing internal conflict or conflict on its borders, whether it is a troop and police contributing country (for international peacekeeping efforts) or a major donor to recovery efforts in conflict-affected countries, all nations have an interest in the maintenance of international peace and security, and there are actions to take in domestic and foreign policy to promote women's engagement in conflict prevention, resolution, and peacebuilding.

Activities organized by civil society organizations, government institutions, and international organizations can contribute to the dissemination of information and to building momentum around the planning process. Such activities aim at informing all relevant stakeholders and increasing their involvement in the process. Awareness-raising is particularly important within government ministries that have not actively dealt with women, peace and security previously. Sensitization and capacity-building workshops or meetings held prior to beginning the formulation

of a NAP can be a good way to involve different stakeholders. Such activities can help to ensure that different stakeholders are on the same page with regards to the content and formulation of the plan.

Media campaigns, leaflets, workshops, discussion groups, and other methods are effective initiatives for increasing the level of awareness and support for WPS issues. This first step does need to have a strict end point. Ideally, this process should continue during and after the formation of the Action Plan. For instance, after an assessment has been conducted, the information gathered can be used to create advocacy and awareness-raising materials. Even during the assessment phase and the data-collection process, especially through focus group discussions and consultative meetings, awareness can be promoted and ownership continuously inspired and stimulated.

## 2. Coordination and collaboration

### a) Coordination

Processes of internal organization among government offices must take place at the earliest possible stage to establish agreement on the planning process. One of the first steps is to determine who will lead the planning process. In order to ensure broad institutional support and buy-in, the planning process should be located in or be supported by a high-level ministry such as national planning, defense, foreign affairs, justice, or interior. This can help to assist in ensuring ongoing political will and funding. In Ireland, for example, ministers with these types of portfolios, led by the Ministry of Foreign Affairs and Trade, participated in major conferences to debate key elements of an Irish 1325 NAP, and former Irish President Mary Robinson acted as a powerful advocate for the formulation of a plan. In Liberia, President Ellen Johnson-Sirleaf maintained a constant and vocal support for the formulation of their NAP. In the US, the State Department took the lead on developing the NAP, identifying catalytic actions that needed to take place in other key departments.

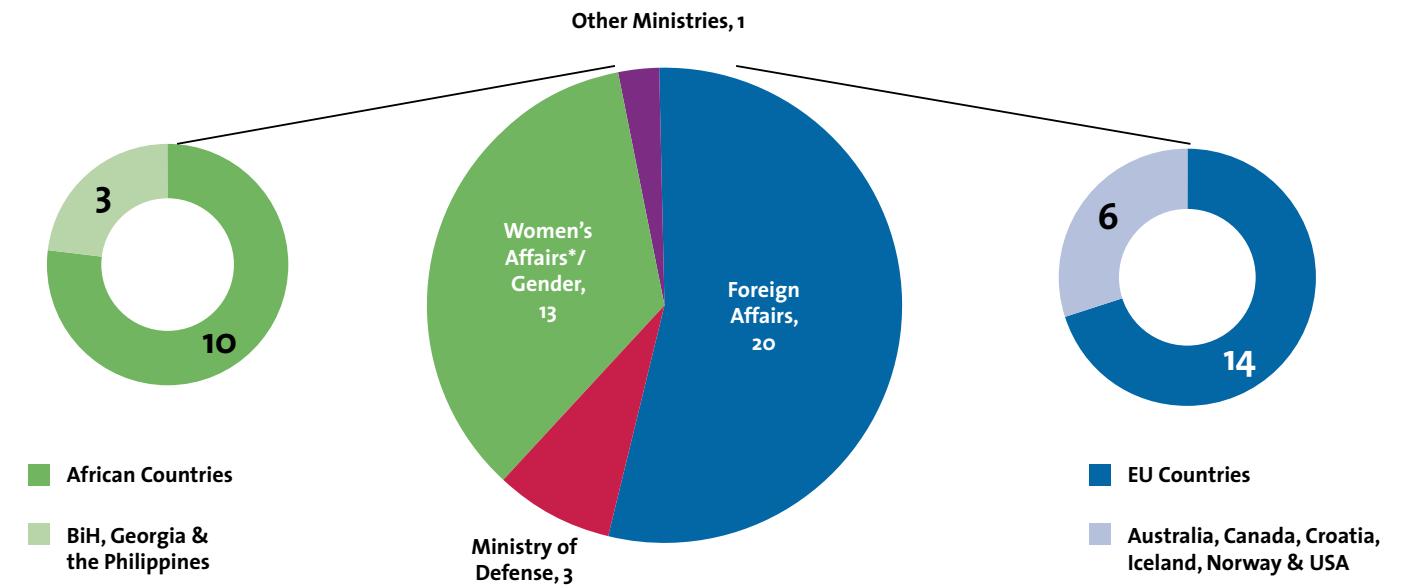
The choice of which ministry or ministries should lead the coordination largely depends on the national context. In some countries, NAPs have targeted security issues beyond state

borders and therefore have often been led by ministries for external issues, such as the ministry of foreign affairs, or a ministry covering development assistance and cooperation, such as all EU countries with NAPs. In some contexts, National Action Plans are led by ministries responsible for gender equality and women's affairs, like all ten African countries with NAPs (Burundi, Côte d'Ivoire, the Democratic Republic of the Congo (DRC), Guinea, Guinea Bissau, Liberia, Rwanda, Senegal, Sierra Leone and Uganda). The Ministry of Defense has been the lead in the development and implementations of NAPs in Chile, Serbia and Switzerland. In Nepal, which formulated its NAP at the conclusion of a long civil war, a new government Ministry on Peace and Reconstruction took the lead, as did the Office of the Presidential Adviser on the Peace Process in the Philippines.

No matter which ministry or ministries lead the process, it is important that the responsible body has sufficient governmental support, human and financial resources and authority to coordinate the articulation of a strategic document that is supported and implemented by all relevant actors. About two-thirds of existing NAPs have been developed by a consortium of ministries, including the ministry of foreign affairs, ministry of defense, and ministry for women's issues/gender.

Official committees, high-level task forces, and coordination working groups are crucial means to take forward the development of the Action Plan and assist in gaining legitimacy in the eyes of leaders and decision-makers. No matter which actors are included, the NAP development process should involve and coordinate all actors who will subsequently be involved in the implementation of the NAP. The involvement of a wide range of actors, such as representatives from civil society, international organizations, and academic institutions, allows different perspectives and needs to be heard. The CSOs played an important role in developing NAPs in Sierra Leone, Nepal, the Philippines and the Netherlands. In the Netherlands, for instance, civil society organizations (CSOs) were not only the key participants in the development of the plan, but 15 of them were also co-signatories of the NAP.

FIGURE 2 | Review of WPS NAPs, by Lead Ministries



### b) Collaboration with other stakeholders

To develop a National Action Plan and implement it effectively, it is helpful for national and local actors to work in partnership with bilateral, regional, and multilateral agencies. This helps to generate wider political and sometimes financial support for the national application of women, peace and security resolutions and thus increase chances of success. The support of international organizations, including but not limited to the UN, has been crucial to the development of some NAPs, particularly in developing countries. For example, the United Nations Population Fund (UNFPA) and UN Women supported the development of Uganda's NAP, Cote D'Ivoire had the support of the United Nations Development Programme (UNDP), and Liberia's Ministry of Gender and Development worked with the United Nations Mission in Liberia (UNMIL) and UN Women and other international organizations. In Nepal and the Democratic Republic of the Congo (DRC), the UN has supported activities towards implementing resolution 1325. In Nepal, the UN and donor agencies established a forum to advance implementation of SCR 1325 among UN entities and donors called the Peace Support Working Group 1325. This forum has identified gaps at the policy and/or project levels. UNFPA and UN Women have provided secretariat support to Pre-Sessional Working Group 1325. Very often the UN peacekeeping missions also provide support for the national implementation of the women, peace and security agenda through capacity-building and awareness-raising activities.

Some donors have focused on supporting civil society engagement in national planning on WPS. The European Union has supported civil society advocacy and cross-learning around National Action Plans in Europe, most recently through the *Initiative for Peacebuilding*. Supporting the development of NAPs in conflict-affected countries is also an explicit objective in the EU Comprehensive Approach to the EU Implementation of Resolutions 1325 and 1820.

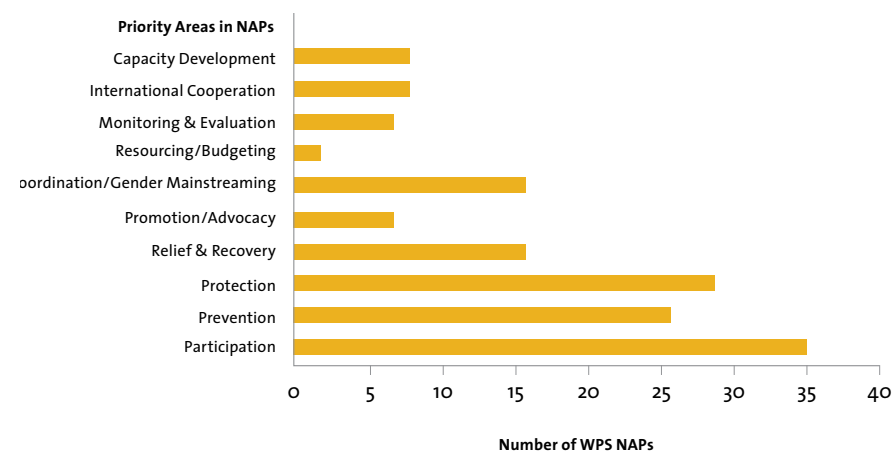
## 3. Assessing strategic priorities

Conducting an assessment is a valuable way to start the process of identifying strategic priorities in the area of women, peace and security. The most often selected priority areas in the existing NAPs are reflected below, see Fig.3.

This priority assessment process requires systematic data collection to reflect a given situation. It aims to gather information about national priority issues relevant to the formulation of a NAP. At this stage it is important to analyse the context – including different factors, actors, risks and needs – in order to determine programme objectives and create a baseline for future monitoring and evaluation<sup>20</sup>. The assessment can also produce a measurable baseline, including identification and design of specific indicators regarding women's experience of conflict and contributions to conflict resolution. It can include indicators on numbers of women in national security forces or in contributions to international peacekeeping (if relevant). It can include proportions of women and girls in internally displaced or refugee



**FIGURE 3 | Priority Areas Most Often Selected in Existing NAPs**



populations. It can include data on the proportion of women engaged in preventive diplomacy and mediation initiatives, or in informal sub-national reconciliation efforts. The assessment can provide a snapshot of the situation prior to the implementation of a NAP. The baseline can then be used, in conjunction with specific data collection efforts, to monitor the implementation of a NAP, and to measure change in relation to the established indicators.

Two types of assessments can be very useful for the formulation of a NAP:

- Institutional audits, which assess the work of relevant government departments on women, peace and security issues, existing human and financial resources, and persistent gaps and needs;
- Context assessments, which provide an overview of women, peace and security issues in the country.

**Institutional audits/analytical mapping of actors:** Any meaningful NAP must be backed by sufficient financial and human resources and be based on a realistic understanding of existing capacities, priorities, risks, achievements, levels of commitment, and challenges. An institutional audit can provide a government with institution-specific information that addresses these areas. An audit aims to assess the existence of gender policies/laws and the effectiveness of their implementation, the availability of human resources, including personnel who have expertise on gender, peace and security issues, the existence and quality of gender training, financial resources, and organizational culture.

After a women, peace and security assessment and/or institutional audit has been completed, it is essential to gather feedback about the assessment process. This can help identify any remaining gaps and can provide learning for future assessment processes. The feedback can highlight missing areas and potential gaps and make suggestions about further analyses that may be necessary.

**Context assessments:** For detailed guidance on identifying gender issues in the context assessments of conflict-affected situations, see the following sites: [http://www.unifem.org/attachments/products/0102\\_IdentifyingWomensPeaceAndSecurityPriorities\\_en.pdf](http://www.unifem.org/attachments/products/0102_IdentifyingWomensPeaceAndSecurityPriorities_en.pdf) and [http://www.unifem.org/attachments/products/0201\\_GenderAndConflictAnalysis\\_en.pdf](http://www.unifem.org/attachments/products/0201_GenderAndConflictAnalysis_en.pdf)

The purpose of a context assessment on women, peace and security is to provide a comprehensive overview and analysis of the current situation in a particular country. Context assessment allows for the examination of the intersection of gender and peace and security issues within different political, socio-economic and cultural contexts. Gender dynamics are context-specific, as are perceptions of peace and security. Assessments that focus on issues related to how men and women are differently affected by security threats, discrimination and violence can provide a government with context-specific information.

The range of issues highlighted in WPS resolutions, such as the level of women's political participation or the causes and extent of gender-based violence, should be covered in a women, peace and security assessment. Women's economic insecurity, low human capital base (education and health), and lack of access to sustainable livelihoods, are some of the obstacles to peacebuilding identified in SCR 1889, and although not specifically mentioned in SCR 1325, these can be relevant matters to include in economic recovery contexts or in NAPs of countries that are major donors to peacebuilding. None of the WPS resolutions address some of the transnational vectors for conflict that are increasingly prevalent, such as transnational organized crime, environmental stress and climate change, and terrorist organizations. These phenomena have gender dimensions and depending on context, can be relevant to address in a NAP.

Context assessments can bring to light elements in a country situation that might bolster implementation efforts as well as areas that can impede implementation of the WPS resolutions. In order to assess women, peace and security issues prior to

initiating the formulation of a NAP, a consultation with a variety of stakeholders may identify different topics that need to be analyzed as well as sources of information about these topics (see Table 5). Participatory data collection through personal interviews, focus groups and other activities helps to raise awareness and to gather qualitative information on women, peace and security issues. Such methods also provide an opportunity for men and women at the community level to have their voices heard in national planning processes, which can help ensure that the plans reflect these realities and priorities.

A good example of a participatory context assessment was the one conducted in Liberia in 2009 in preparation for the formulation of the Liberian NAP. The assessment included consultation with a variety of stakeholders such as governmental representatives, international organizations, community leaders, CSOs

and academia. Participatory consultations were held across five counties in the traditionally marginalized south east Liberia, where women and men were able to learn about the government's NAP process and discuss their priorities. Through personal interviews with a number of stakeholders and group discussions, several important topics regarding the implementation of WPS resolutions in Liberia were identified, namely security sector reform, disarmament activities, health issues, socio-economic issues, media and communication, and general awareness of the public on gender issues. Nepal is another example. The context assessment included consultations with members of local peace committees, women's groups and families affected by the conflict in all five development regions and in 40 (out of 75) districts of the country. Such consultations generated over 1500 action point proposals.

**TABLE 5: Context Assessments - Key Areas to Review**

Areas to analyse to identify gaps and potential activities for NAPs can include:

**Protection of the rights of women and girls**

- The legislative, judiciary, and constitutional systems
- Systems for ensuring security and physical protection including training of security forces and recruitment of women to security forces
- Socioeconomic rights (land, property, education, literacy, economic security, primary health)
- The fight against sexual violence and gender-based violence
- Maternal health and reproductive health
- The fight against HIV/AIDS

**Prevention**

- Justice and reparations, including transitional justice
- Security sector reform: gender-specific requirements
- Justice reform: gender-specific requirements
- New peace culture based on women's contributions and built on gender equality
- Gender-sensitive conflict early warning systems
- Education programmes in schools and other institutions on gender issues, peacebuilding and conflict resolution
- Awareness-raising among the general public on gendered security issues

**Participation and representation**

- Humanitarian programmes
- Conflict resolution negotiations (formal and informal) and peace agreements
- National contributions to peacekeeping personnel, uniformed and civilian
- The electoral process, including women's representation in political parties' after process
- Power structures put in place in the post-conflict transition period
- The rule of law and democratic governance institutions
- Security sector reform programmes
- Governance reforms (anti-corruption measures, public service reform efforts)

**Relief and recovery:**

- Gender-sensitive post-conflict needs assessments
- Gender budget analysis in post-conflict spending to enable tracking of resources allocated to promote gender equality or women's empowerment
- Gender equality in the distribution of peace dividends such as major post-conflict recovery investments in employment programmes or public basic services
- Effective inclusion of women ex-combatants or women associated with fighting forces in DDR programmes
- Reparations programmes

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

Data collection can be challenging, particularly in post-conflict societies where data may have been lost and the infrastructure to collect national statistics may have collapsed. Additionally, some information may be difficult to collect due to cultural or logistical barriers. In post-conflict settings, information about the impact of conflict can be sensitive, particularly information about crimes committed against women and children. This type of information needs to be collected and managed in a responsible way so that the data collected does not contribute to provoking hostilities or generating resentment. Above all, the protection of people who provide information or evidence as witnesses must be at the forefront of any data collection effort. Local civil society organizations can be important allies in data collection processes, as their presence on the ground and their familiarity with local contexts may overcome many logistical and cultural barriers and even protection challenges. CSOs that are involved in this type of work should be financially and technically supported.

#### 4. Implementation strategy: monitoring and evaluation with indicators

An implementation strategy usually covers the following elements: the work plan, resources and budget, risk assessment and monitoring and evaluation. The basic objective of any implementation strategy is to establish and communicate what is going to happen and when, how much will it cost and who is responsible in order to ensure that all involved have a common understanding of how the implementation will occur.

##### Monitoring and evaluation

Monitoring tracks actual performance against what was planned or expected according to agreed standards. Evaluation, on the other hand, is the “systematic and objective assessment of an ongoing or completed project, programme or policy, its design, implementation and results. The aim is to determine the

## IN POST-CONFLICT SETTINGS, INFORMATION ABOUT THE IMPACT OF CONFLICT CAN BE SENSITIVE, PARTICULARLY INFORMATION ABOUT CRIMES COMMITTED AGAINST WOMEN AND CHILDREN.

relevance and fulfillment of objectives, efficiency, effectiveness, impact and sustainability.”<sup>21</sup>

A regular review process is valuable to check if the objectives of the NAP need adjustment in response to changing contexts of implementation, and ascertain whether activities are on track and are producing desired results. This type of continuous review is useful since the majority of NAPs to date have been open-ended and have explicitly made provisions for revisions and adjustments. For instance, it was planned that in 2012 the Belgian NAP would be evaluated by the government as well as by the civil society working group, and revised according to the conclusions of the evaluation. The NAPs of Cote D'Ivoire, Iceland, Liberia, Norway, Sweden, and Switzerland include similar “living document” provisions that allow for adjustments and revision on an ongoing basis.

Since women, peace and security NAPs focus on the gender-specific aspects of conflict and peace, all activities and processes, including M&E, must be undertaken in a gender-sensitive manner. This requires the collection of data that is disaggregated by sex, age and other social, economic and political variables in order to consider the differential impact that planned activities may have on different groups.<sup>22</sup>

Although there has been a great deal of work done on developing women, peace and security indicators, they are still not widely accepted and used. There are few established and robust data gathering systems to track women’s participation in peace processes, and few assessments of the extent to which emergency and post-conflict funding responds to women’s needs. Data on the prevalence of conflict-related sexual and gender-based violence (SGBV) is extremely thin given low reporting rates, nor is there consistent tracking of women’s access to and benefit from the justice system in conflict-affected countries.



Participants of the Workshop on NAPs in Georgia organized by UN Women with the support of the EU and Government of Norway. Credit: UN Photo/Gvantsa Asatiani – UNWomen Communications Specialist, Georgia.

In order to have an efficient M&E mechanism, it is important to design indicators that relate to a goal and help to understand where we are, where we are going and how far we are from the goal. Indicators can be quantitative (visible or calculable numbers and facts) or qualitative (subjective opinions and perceptions). Quantitative indicators can be collected through sex- and age-disaggregated data from surveys, polls and administrative records. An example of a quantitative indicator from the Dutch NAP is the percentage of peace mission personnel that have received gender-sensitivity training. Qualitative indicators, on the other hand, document opinions, perceptions, or judgments, and can be developed through attitude surveys, interviews, public hearings, participant observation, and focus group discussions. An example of a qualitative indicator is the extent to which specific provisions advancing the rights of women and girls are included in peace agreements. Quantitative and qualitative indicators can be used to track and monitor progress on women and peace and security goals.

Indicators to track implementation of the WPS resolutions have been increasingly used at global, regional and national levels. They facilitate understanding of current peace and security conditions, trends, and the distance between reality and desired goals. As a set, the indicators allow tracking of progress towards intended results or targets – at output, outcome and impact levels – as well as identification of risk factors or phenomena that can slow or altogether thwart achievement of results for women’s and girls’ security in conflict-affected contexts.

In 2010, both the UN and the EU developed sets of indicators for the implementation of the women, peace and security resolutions. The full sets are available in Annex 2 and 3. Some NAPs developed since that time have adapted these indicators to national conditions. Table 6 provides samples of indicators

##### Indicators

*“In addition to being useful for regions affected by armed conflict, indicators [on implementation of 1325] could also be used as a guide for all States acting together from the perspective of shared responsibility. They could also prove useful in efforts to empower women and promote gender equality, and boost the capacity of the United Nations to attain those goals.”*

Statement of Mexico to the UN Security Council, Security Council 6302<sup>nd</sup> Meeting, 27 April 2010

at impact and outcome level within each category: prevention, participation, protection, and relief and recovery. Many national and regional action plans have already taken up the use and adaptation of indicators to respective women, peace and security conditions. The more in-depth information on the issue of indicators can be found in the UN Women 2012 study “Tracking Implementation of Security Council Resolution 1325 (2000)”.

Table 6 Impacts and Sample Outcomes of Tracking SCR 1325 (2000) Implementation

Impact	Outcomes
<p><b>PREVENTION</b> Prevention of relapse into conflict and all forms of structural and physical violence against women and girls, including sexual &amp; gender-based violence.</p>	<ol style="list-style-type: none"> <li>Operational gender-responsive systems in place to monitor and report on violations of women and girls' rights during conflict, ceasefires, peace negotiations and post-conflict.</li> <li>International, national and non-state security actors are responsive to and held to account for any violations of the rights of women and girls in line with international standards.</li> <li>Provisions addressing the specific needs and issues of women and girls are included in early-warning systems and conflict prevention mechanisms and their implementation is monitored.</li> </ol>
<p><b>PARTICIPATION</b> Inclusion of women and women's interests in decision-making processes related to the prevention, management and resolution of conflicts.</p>	<ol style="list-style-type: none"> <li>Increased representation and meaningful participation of women in UN and other international missions related to peace and security.</li> <li>Increased representation and meaningful participation of women in formal and informal peace negotiations and peacebuilding processes.</li> <li>Increased representation and meaningful participation of women in national and local governance, as citizens, elected officials and decision-makers.</li> <li>Increased participation of women and women's organizations in activities to prevent, manage, resolve and respond to conflict and violations of women's and girls' human rights.</li> </ol>
<p><b>PROTECTION</b> Women and girls' safety, physical and mental health and economic security are ensured and their human rights respected.</p>	<ol style="list-style-type: none"> <li>Women's and girls' political, economic, social and cultural rights are protected and enforced by national laws in line with international standards.</li> <li>Operational mechanisms and structures are in place for strengthening physical security and safety for women and girls.</li> <li>Women and girls at risk and SGBV victims have access to appropriate health, psycho-social and livelihood support services.</li> <li>Increased access to justice for women and girls whose rights are violated.</li> </ol>
<p><b>RELIEF AND RECOVERY</b> Women and girls' specific needs are met in conflict and post-conflict situations.</p>	<ol style="list-style-type: none"> <li>The needs of women and girls, especially vulnerable groups (e.g. IDPs, SGBV victims, female ex-combatants, refugees and returnees) are addressed in relief, early recovery, and economic recovery programmes.</li> <li>Post-conflict institutions and processes of national dialogue, transitional justice, reconciliation and post-conflict governance reforms are gender-responsive.</li> <li>DDR and SSR programmes address the specific security and other needs of female security actors, ex-combatants, and women and girls associated with armed groups.</li> </ol>



Ms. Kishwar Sultana, Director of Insan Foundation Trust from Pakistan and Mr. Zurab Mchedlishvili from the Gender Equality Council of the Parliament attending the workshop Credit: UN Photo/Gvantsa Asatiani – UNWomen Communications Specialist, Georgia.

## PHASE 2. STRUCTURE OF A NAP

Currently NAPs tend to have most of the following components:

- Analysis and mission statement
- Strategy and plan of action
- Timeframe
- Monitoring and evaluation framework
- Budget

**1. Analysis and mission statement:** the case for and priority areas for national implementation of women, peace and security resolutions.

The development of a NAP should be based on in-depth analysis and understanding of women, peace and security issues and an assessment of how and why these resolutions apply to a specific country's or region's position and priorities. The NAP should reflect policy priorities in relation to promoting peace and security in a) domestic policy, b) foreign policy and commitments. The purpose or mission statement should be grounded in the principles of gender equality, women's rights and women's empowerment as an overall framework for the NAP.

**2. Strategy and plan of action** with concrete description of activities.

The NAP must be clear on how it would be translated into concrete actions and provide a framework for a collective and systematic approach to supporting the role, needs, capacities and interests of women in the context of peace and security. The inclusion of realistic and achievable objectives in the medium and longer term will ensure that the strategy can be realized. Often

this section of a NAP will link proposed outcomes to activities in a framework that distinguishes between major objectives (prevention, participation, protection, relief and recovery), though other categories may be relevant depending on the context.

**3. Timeframe**, aligned with resources needed, who does what and when, regular review of progress.

A fixed time period for the implementation of the NAP should be set out clearly. The time-frame will be aligned with commitments and specific responsibilities for the full implementation of the NAP and the resources needed.

**4. Monitoring & Evaluation framework:** indicators and benchmarks, monitoring body, frequency of reporting.

A commitment to establishing a monitoring body should be considered. An annual report on progress towards implementation will be a key element of the NAP. This should include details related to spending resources allocated to the NAP, collection of data disaggregated by sex, and responsibilities of various stakeholders in the working group established to oversee implementation of the plan.

**5. Budget** aligned with specific responsibilities.

Funding allocations clearly aligned to individual actions must be included within the NAP itself. Each department that contributes to the action plan should be encouraged to declare its budget allocation against their areas of responsibility. Human and other resources across government appointed to support the implementation of the NAP and promote gender mainstreaming can also be included.

### PHASE 3: IMPLEMENTATION

Many organizations consulted for this guidance noted that the lack of planning for the implementation stages of the NAP has been the greatest gap. The most consistent reasons for low performance were inadequate attention to monitoring systems, failure to allocate budgets, and failure to install or activate accountability mechanisms to enforce implementation.

The following conditions have proven useful for effective implementation:

1. The NAP has **high-level government commitment**, including at the top of key peace and security ministries and this political commitment and determination is clearly communicated to all stakeholders.
2. **Partnerships** are built with key stakeholders, including civil society, the academic community, regional organizations and the UN (entities such as UN Women, UNFPA, and UNDP).
3. An effective **inter-agency (inter-ministerial) coordination body** exists. Usually this means that the working group that coordinated the drafting process converts from a drafting body to a body to support implementation, monitoring and evaluation.
4. The NAP has an **adequate budget allocation** for the short and long term.
5. **Accountability** procedures are established and the NAP has adequate indicators for monitoring and audits and reviews are scheduled.

6. **Positive incentives** are created for performance, such as awards for high-performing components of the NAP or public recognition or opportunities for learning for the stakeholders involved.
7. **Capacity development** for stakeholders is built into implementation as an ongoing process involving training administrators on women, peace and security issues, on monitoring techniques, and on other tools for implementation such as the development and application of guidelines.
8. **Civil society engagement** via observer representation on the inter-agency coordination/implementation body or via structured consultations with the implementation body.
9. **Broad-base consultations** are conducted with local communities and populations directly affected by conflict.
10. **Awareness-raising** including via engagement of mass media helps to build national ownership and provide early alerts of implementation challenges.
11. **Collection of good practices** has been initiated to promote a platform for intra-regional or global exchange.

Finally, to maximize efforts, save resources and achieve better and more consistent and sustainable results, it is useful to establish close links with the implementation of other international and regional and sub-regional standards for gender equality and the empowerment of women, such as the Beijing Platform for Action and CEDAW.

### ANNEX 1: Security Council Resolutions on Women, Peace and Security

Resolution Elements	Women's Leadership in Peace-making and Conflict Prevention		Prevention of and Response to Conflict-related Sexual Violence		
	1325 (2000)	1889 (2009)	1820 (2008)	1888 (2009)	1960 (2010)
<b>Description</b>	First Security Council resolution to link women's experiences of conflict to the maintenance of international peace and security. Asserts women's leadership and role in conflict-resolution, peace talks and recovery, requires build-up of gender response capability in peacekeeping missions and gender training for all involved in the maintenance of peace and security.  Presented by Namibia, 2000	Addresses women's exclusion from early recovery and peacebuilding and lack of adequate planning and funding for their needs. Asks for a strategy to increase numbers of women in conflict-resolution decision-making, and asks for tools to improve implementation: indicators and proposals for a monitoring mechanism.  Presented by Vietnam, 2009	First Security Council resolution to recognize conflict-related sexual violence as a tactic of warfare and a matter of international peace and security, requiring a peacekeeping, justice, services and peace negotiation response.  Presented by the USA, 2008	Strengthens tools for implementing 1820 through assigning high-level leadership, building judicial response expertise, strengthening service provision, and building reporting mechanisms.  Presented by the USA, 2009	Provides an accountability system for addressing conflict-related sexual violence, including by listing perpetrators and establishing monitoring, analysis, and reporting arrangements.  Presented by the USA, 2010

Resolution Elements	Women's Leadership in Peace-making and Conflict Prevention		Prevention of and Response to Conflict-related Sexual Violence		
	1325 (2000)	1889 (2009)	1820 (2008)	1888 (2009)	1960 (2010)
<b>Actors</b>	<p><b>UN Secretary-General must:</b></p> <ul style="list-style-type: none"> <li>•Increase numbers of women in UN decision-making on peace and security.</li> <li>•Ensure women participate in peace talks.</li> <li>•Provide information on women and conflict in country reports to the Security Council.</li> </ul> <p><b>States must:</b></p> <ul style="list-style-type: none"> <li>•Provide training on gender and conflict.</li> <li>•Address gender in DDR programmes.</li> </ul> <p><b>Parties to armed conflict must:</b></p> <ul style="list-style-type: none"> <li>•Protect women from sexual and gender-based violence.</li> <li>•Respect the civilian character of refugee and IDP camps.</li> <li>•Prevent impunity and avoid amnesty for war crimes against women.</li> </ul> <p><b>Security Council must:</b></p> <ul style="list-style-type: none"> <li>•Take into account impact of its actions on women and girls.</li> <li>•Meet with women's groups on its missions.</li> </ul>	<p><b>UN Secretary-General must:</b></p> <ul style="list-style-type: none"> <li>•Produce a strategy to increase numbers of female peace-making and peacekeeping decision-makers.</li> <li>•Ensure all country reports address gender, conflict and peacebuilding.</li> <li>•Produce a global report on women's participation in peacebuilding.</li> <li>•Enable UN entities to collect data on women's post-conflict situation.</li> <li>•Place gender advisors and/or women protection advisors in peacekeeping missions.</li> <li>•Produce a global set of indicators for the implementation of 1325.</li> <li>•Propose a Security Council mechanism for monitoring 1325.</li> </ul> <p><b>States must:</b></p> <ul style="list-style-type: none"> <li>•Promote women's participation in political and economic decision-making from the earliest stage of peacebuilding.</li> <li>•Track money spent on women in post-conflict and recovery planning, invest in women's physical and economic security, health, education, justice, and participation in politics.</li> </ul> <p><b>Security Council must:</b></p> <ul style="list-style-type: none"> <li>•Add provisions for women's empowerment to mandate renewals for UN missions.</li> </ul> <p><b>Peacebuilding commission must:</b></p> <ul style="list-style-type: none"> <li>•Address women's engagement in peacebuilding.</li> </ul>	<p><b>UN Secretary-General must:</b></p> <ul style="list-style-type: none"> <li>•Ensure sexual violence is addressed in conflict resolution as well as post-conflict recovery efforts.</li> <li>•Raise the issue of sexual violence in dialogue with parties to armed conflict.</li> <li>•Ensure women are represented in peacebuilding institutions.</li> <li>•Ensure sexual violence is addressed in UN-assisted DDR processes, and justice and security sector reform.</li> </ul> <p><b>Parties to armed conflict must:</b></p> <ul style="list-style-type: none"> <li>•Stop sexual violence, enforce command responsibility, and protect civilians from sexual violence including by vetting suspected perpetrators from armed forces and by evacuating civilians at risk.</li> <li>•Categorically prohibit amnesty for war crimes of sexual violence.</li> </ul> <p><b>States must:</b></p> <ul style="list-style-type: none"> <li>•Build awareness of and take steps to prevent sexual violence including through contributing women peacekeeping personnel.</li> <li>•Provide training to troops on the prevention of sexual violence.</li> <li>•Apply a policy of zero tolerance to acts of sexual exploitation and abuse committed by UN peacekeepers.</li> <li>•Develop measures to improve protection and assistance, particularly in relation to justice and health systems.</li> </ul> <p><b>Security Council must:</b></p> <ul style="list-style-type: none"> <li>•Address root causes of sexual violence to expose myths about the inevitability and non-preventability of sexual violence in war.</li> <li>•Include sexual violence as a criterion in country-specific sanctions regimes if relevant.</li> </ul> <p><b>Peacebuilding Commission must:</b></p> <ul style="list-style-type: none"> <li>•Advise on ways to address sexual violence.</li> </ul>	<p><b>UN Secretary-General must:</b></p> <ul style="list-style-type: none"> <li>•Appoint Special Representative of the Secretary General on UN response to Sexual Violence in Conflict.</li> <li>•Appoint women protection advisors to UN peacekeeping missions in contexts with high levels of sexual violence.</li> <li>•Establish a rapid response team of judicial experts.</li> <li>•Ensure that peace talks address sexual violence.</li> <li>•Appoint more women as mediators.</li> <li>•Propose ways the Security Council can improve monitoring and reporting on conflict-related sexual violence.</li> <li>•Make improvements in data on trends and patterns of sexual violence.</li> <li>•Provide details to the Security Council on parties to armed conflict credibly suspected of perpetrating patterns of rape.</li> </ul> <p><b>UN Action against Sexual Violence in Conflict (a network composed of 13 UN entities) must:</b></p> <ul style="list-style-type: none"> <li>•Build coherence in the UN's response</li> </ul> <p><b>States must:</b></p> <ul style="list-style-type: none"> <li>•Improve national legal frameworks and judicial systems to prevent impunity.</li> <li>•Improve support services for sexual violence survivors.</li> <li>•Ensure traditional leaders prevent stigmatization of victims.</li> <li>•Support comprehensive national/UN strategies to stop sexual violence.</li> </ul> <p><b>Security Council must:</b></p> <ul style="list-style-type: none"> <li>•Raise sexual violence in designation criteria for sanctions committees.</li> </ul>	<p><b>UN Secretary-General must:</b></p> <ul style="list-style-type: none"> <li>•List in Annex to annual reports parties credibly suspected of committing or being responsible for patterns of sexual violence in situations on the Security Council's agenda.</li> <li>•Establish monitoring, analysis, and reporting arrangements on conflict-related sexual violence.</li> <li>•Appoint women protection advisors to UN peacekeeping missions in contexts with high levels of sexual violence, as requested in SCR 1888.</li> <li>•Submit annual reports – including a plan for timely and ethical collection of information.</li> </ul> <p><b>Special Representative of the Secretary-General on Sexual Violence in Conflict (SRSG-SVC) must:</b></p> <ul style="list-style-type: none"> <li>•Provide briefings to the Security Council.</li> <li>•Brief sanctions committees and groups of experts.</li> </ul> <p><b>States must:</b></p> <ul style="list-style-type: none"> <li>•Dialogue with parties to armed conflict to secure/ track protection commitments.</li> <li>•Provide all military and police personnel deployed in peace operations with adequate training on sexual and gender-based violence and sexual exploitation and abuse.</li> <li>•Deploy more female military and police personnel in peace operations.</li> </ul> <p><b>Parties to armed conflict must:</b></p> <ul style="list-style-type: none"> <li>•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, the prohibition of sexual violence in codes of conduct, military field manuals, or equivalent, and the timely investigations of alleged abuses in order to hold perpetrators accountable.</li> </ul> <p><b>Security Council must:</b></p> <ul style="list-style-type: none"> <li>•Provide systematic consideration of sexual violence (SV) in mandate authorizations and renewals.</li> <li>•Consider the use of sanctions against parties.</li> </ul>

Resolution Elements	Women's Leadership in Peace-making and Conflict Prevention		Prevention of and Response to Conflict-related Sexual Violence		
	1325 (2000)	1889 (2009)	1820 (2008)	1888 (2009)	1960 (2010)
<b>Focal Point/ Leadership within the UN</b>	<p><b>UN Women</b> coordinates the Inter-Agency Task Force on Women, Peace and Security, and is mandated to advise the Secretary-General (SG) on 1325 matters.</p> <p>No designated operational counterpart at country level.</p>	<p>Introduction of a possible new focal point for gender and peacebuilding issues, the <b>Peacebuilding Commission</b>.</p> <p>Mentions the Inter-Agency Standing Committee on Humanitarian Assistance, sub-Working Group on Gender.</p>	<p><b>Department of Peace-keeping Operations</b> best practices unit produced 1820 + 1 report in 2009.</p> <p><b>UN Action Against Sexual Violence in Conflict</b> indicated as coordination resource.</p>	<p><b>SRSG</b> to build coherence and coordination in the UN's response to conflict-related SV.</p> <p>Linked to <b>UN Action Against Sexual Violence in Conflict</b> for coordination and production of annual reports on 1820 and 1888.</p>	<p><b>Office of the SRSG on Sexual Violence in Conflict</b>, with the support of <b>UN Action</b>, a network of 13 UN entities.</p>
<b>Monitoring and Reporting Mechanism</b>	<p><b>The System-wide Action Plan</b> included indicators for results monitoring.</p> <p>Focuses on UN system-wide implementation plans rather than on 'violation' of resolution. Since 2011, a <b>UN Strategic Results Framework 2011-2020</b> guides the implementation of women, peace and security commitments.</p> <p>Informal reviews: Open Debate every October, and informal Security Council meetings on the subject.</p>	<p>Call for global indicators will create foundation for effective monitoring tool. The indicators are presented in 2010 and UN entities commit to populate with data and monitor. Will need commitment from Member States to monitor indicators relevant at the country level.</p> <p>No formal mechanism but invites proposals for review procedure and mechanism [OP 18].</p>	<p>Annual report (but no clear monitoring and reporting parameters).</p> <p>Monthly consideration by the Security Council expert group on Protection of Civilians [which is briefed by the Office for the Coordination of Humanitarian Affairs].</p>	<p>Invites a proposal on monitoring and reporting mechanism.</p> <p>Annual report to provide details on perpetrators, i.e. a name and shame mechanism.</p> <p>Links to the monitoring and review mechanism for the children and armed conflict resolutions (1612 and 1882).</p>	<p>Requests the SG 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 of concern.</p>
<b>Accountability Mechanism (consequences for violating the resolution)</b>	<p>None. No reference to sanctions for perpetrators (only mentions impact of sanctions on women [OP 14]).</p> <p>Tentative on amnesty—parties urged to avoid giving amnesty for war crimes against women "where feasible" [OP 11].</p>	<p>None, but calls for recommendations in 2010 on how the Security Council will receive, analyze, and act upon information on 1325. Invites proposals on a Security Council system of implementation [OP 18].</p> <p>Within the UN system, two accountability frameworks emerge from this SCR: the 7-Point Action Plan in the SG's Report on Women's Participation in Peacebuilding (S/2010/466) and the global indicators on 1325 (S/2010/498).</p>	<p>Sexual violence relevant to country-specific sanctions regimes [OP 5].</p> <p>SG to develop a strategy for addressing SV in dialogue with parties to armed conflict [OP 3].</p> <p>Categorical exclusion of sexual violence crimes from amnesty provisions [OP 4].</p>	<p>Sanctions committees must add criteria pertaining to acts of rape and other forms of sexual violence [OP 10].</p> <p>Report naming perpetrators to be reviewed in the Security Council [OP 26].</p> <p>National and local leaders, including traditional/ religious authorities, to combat marginalization and stigmatization of survivors [OP 15].</p>	<p>Calls for time-bound commitments by all parties to the conflict, listing/delisting criteria, sanctions committee.</p> <p>Requests report listing perpetrators to be reviewed in Security Council.</p>
<b>Resources</b>	<a href="http://www.unwomen.org/1325plus10">www.unwomen.org/1325plus10</a>		<a href="http://www.stoprapenow.org">www.stoprapenow.org</a>		

## Annex 2: The Content of Naps - Sample Provisions

The examples of such sample provision are presented below for reference.

### 1. Conflict Prevention

*Operational Paragraph 1 of SCR 1325 (2000) “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.”*

*Operational Paragraph 12 of SCR 1820 (2008) “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 peace-building, and encourages all parties to such talks to facilitate the equal and full participation of women at decision-making levels.”*

The significant role women can play in the prevention of conflict suggests that governments should take the following actions:

- » Provide support to non-governmental organizations, including women’s organizations that are active in conflict prevention.
- » Support women’s recruitment and advancement in security forces (including border control and intelligence services), in the foreign service and in major national institutions for the maintenance of peace and security such as the services for the interior, defense, emergency response, development and international cooperation, and justice.
- » Direct security forces to look for and act on early warning signs of conflict and to engage women in identifying indicators of (and warning security forces about) impending conflict, such as increases in gender-based violence, observed increases in small arms and other illicit trafficking, departure of young men for training as militia, etc.
- » Build national rosters of women to propose as leaders and participants in international mediation efforts, and in civilian response teams to support post-conflict recovery in other contexts.

### 2. Peace Negotiations and Peace Agreements

*Operational Paragraph 2 of SCR 1325 (2000) “Encourages the Secretary-General to implement his strategic plan of action calling for an increase in the participation of women at decision-making levels in conflict resolution and peace processes.”*

*Operational Paragraph 8 of SCR 1325 (2000) “Calls on all actors involved, when negotiating and implementing peace agreements, to adopt a gender perspective, including, inter alia: ... (b) Measures that support local women’s peace initiatives and indigenous*

*processes for conflict resolution, and that involve women in all of the implementation mechanisms of the peace agreements.”*

*Operational paragraph 16 of SCR 1888 (2009) “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.”*

*Operational Paragraph 8 of SCR 1889 (2009) “Urges Member States to ensure gender mainstreaming in all post-conflict peacebuilding and recovery processes and sectors.”*

*Operational Paragraph 9 of SCR 1889 (2009) “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.”*

*Operational Paragraph 10 of SCR 1889 (2009) “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.”*

In order to ensure women’s equal participation in formal peace negotiations—in the drafting and implementation of an accord—to recognize their contributions to informal peace processes, and to ensure that gender issues are addressed in the text of a peace agreement, governments, whether hosting or supporting peace processes, can take actions such as:

- » Include women on any delegation to formal peace negotiations.
- » Encourage all parties to any peace process to include women in their negotiating delegations.
- » Encourage representation of women in International Contact Group meetings or encounters by the global or regional ‘Friends of’ conflict resolution in any particular context.
- » Highlight the importance of bringing a gender perspective into the peace process, including through research into the

extent and consequences of war crimes against women in the conflict in question, or research into the potential impact on women of proposed power-sharing, wealth-sharing, justice, and recovery proposals.

- » Provide public attention and support to informal peace initiatives generated in civil society.
- » Monitor the implementation of peace agreements to ensure that gender provisions are fully carried out. For example, at a national level, Parliament might hold debates on gender dimensions in the accords and discuss them in appropriate committees. Regional or international institutions, and bilateral donors, could support monitoring of gender provisions and attach positive incentives to financial assistance to peace processes (such as funding for protection and childcare measures to enable women to participate in peace talks, funding for additional expertise on gender issues to support mediation and negotiating teams).

### 3. Constitutional and Electoral Reform

*Operational Paragraph 8 of SCR 1325 (2000) “Calls on all actors involved, when negotiating and implementing peace agreements, to adopt a gender perspective, including, inter alia: ... (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.”*

*Operational paragraph 6 of SCR 1888 (2009) “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.”*

Post-conflict peace processes often provide opportunities for constitutional and electoral reform, and these can offer new opportunities to advance gender equality and women’s empowerment if governments:

- » Include women in constitutional reform processes (for instance with a gender quota in elections to constituent assemblies as was the case in Nepal and Uganda).
- » Incorporate international treaties and conventions that protect women’s rights – such as CEDAW – into constitutional reforms.
- » Consider the potential benefit of electoral gender quotas and the full range of temporary special measures to strengthen the equal participation of women and men.
- » Encourage inclusion of gender-equality provisions in all elements of a constitution such as the definition of citizenship rights, political and civil rights, economic and social rights, with a particular focus on, *inter alia*, rights to transfer

citizenship to children, rights to obtain passports and travel freely, rights to participate in public decisions-making, rights to own productive assets including land and rights to inherit property on an equal basis with male relatives.

### 4. Disarmament, Demobilization and Reintegration (DDR) of Combatants

*Operational Paragraph 13 of SCR 1325 (2000) “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.”*

*Operational Paragraph 13 of SCR 1889 (2009) “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.”*

DDR processes need to consider the gendered composition of fighting forces and those associated with fighting forces, and therefore the gender-specific needs of persons eligible for DDR. Governments can, for example:

- » Provide special consideration to the needs of women and girls associated with fighting forces. For example, female fighters should be eligible to be demobilised as regular combatants, and the needs of all women that are associated with combatant forces should be addressed through equivalent benefits for the reintegration process.

### 5. Humanitarian Response – Protecting Refugees and Internally Displaced Persons

*Operational Paragraph 12 of SCR 1325 (2000) “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.”*

*Operational Paragraph 10 of SCR 1820 (2008) “Requests the Secretary-General and relevant United Nations agencies, inter alia, through consultation with women and women-led organizations as appropriate, to develop effective 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.”*

*Operational Paragraph 12 of SCR 1889 (2009) “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.”

Gender equality can be promoted by governments in humanitarian response efforts when they, for example:

- » Mainstream gender through all humanitarian action programmes using the gender marker tool as a guide for effectiveness.
- » Base planning on sex-disaggregated data.
- » Make special efforts to ensure that women, and in particular female-headed households, have access to national registration facilities, either as IDPs or refugees.
- » Ensure all camp facilities are set up with due regard to security considerations and are gender-segregated where necessary (sanitation).
- » Organize public awareness campaigns on women’s and children’s rights (e.g. right to food).
- » Involve refugee and displaced women in the planning and implementation of assistance programmes, for example by ensuring that both women and men are included in the process of selecting safe distribution points.
- » Direct security forces to pay special attention to the protection and assistance needs of women and girls.
- » Ensure that camps create and schedule “safe spaces” and “safe passage” for women and children heads of households.
- » Support the recruitment and training of emergency female front line service delivery workers. Identify existing trained health professionals (doctors, nurses, midwives and others) in the community (keeping in mind that they may not be working due to destruction/closure of facilities or family responsibilities which keep them at home) and enable them to return to work, including through provision of transport, security measures, child care and flexible work schedules as needed.

## 6. Preventing and Responding to Gender-Based Violence

*Operational Paragraph 10 of SCR 1325 (2000) “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.”*

*Operational Paragraph 2 of SCR 1820 (2008) “Demands the immediate and complete cessation by all parties to armed conflict of all acts of sexual violence against civilians with immediate effect.”*

*Operational Paragraph 3 of SCR 1820 (2008) “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.”*

*Operational Paragraph 13 of SCR 1820 (2008) “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.”*

*Operational Paragraph 3 of SCR 1888 (2009) “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.”*

*Operational Paragraph 13 of SCR 1888 (2009) “Encourages States, with the support of the international community, to increase access to health care, psychosocial support, legal assistance and socioeconomic reintegration services for victims of sexual violence, in particular in rural areas.”*

*Operational Paragraph 22 of SCR 1888 (2009) “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.”*

*Operational Paragraph 5 of SCR 1960 (2010) “Calls upon parties to armed conflict to make and implement specific and time-bound*



Opening the UN SCR NAP indicator’s workshop in Batumi, Georgia: Mr. Temur Antelava, Ministry of Foreign Affairs of Georgia; Ms. Tamar Tavartkiladze UNW Project Manager; Ms. Rusudan Kervalishvili, Deputy Chairperson of the Parliament of Georgia and Chair of the Gender Equality Council of the Parliament; Ms. Khatuna Kunchulia, UNW Cross-regional Programme Officer Credit: UN Photo/Gvantsa Asatiani – UNWomen Communications Specialist, Georgia.

*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.”*

Governments, regional security organizations, and the UN all have important roles to play in combating gender-based violence and specifically the use of sexual violence as a tactic of warfare. They can:

- » Prioritize the implementation of international, regional and national commitments concerning the elimination of gender-based violence.
- » Adopt clear legislation and codes of conduct on the responsibility of security sector personnel for human rights violations.
- » Closely monitor complaints, perform investigations, and seek punishment for human rights violations by security sector personnel, with the aim of ending impunity for gender-based violence.
- » Provide training for officials in the police forces and the judicial system to help them better recognize the implications of gender-based violence and more effectively combat it.

## 7. Post-Conflict Rehabilitation – Truth and Reconciliation Commissions

*Operational Paragraph 11 of SCR 1325 (2000) “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.”*

*Operational Paragraph 7 of SCR 1888 (2009) “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.”*

Successful post-conflict reconstruction and rehabilitation requires a full accounting of all crimes committed during conflict. Therefore, governments can:

- » Ensure that the composition of truth commissions and special courts is gender-balanced and monitor their operations from a gender equality perspective. For example, Parliament can pass enabling legislation for the creation of such bodies and can demand a gender-sensitive process.

## 8. Peacekeeping Operations

*Operational Paragraph 6 of SCR 1325 (2000) “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.”*

*Operational Paragraph 6 of SCR 1820 (2008) “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.”*

*Operational Paragraph 8 of SCR 1820 (2008) “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.”*

*Operational Paragraph 9 of SCR 1820 (2008) “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.”*

*Operational Paragraph 19 of SCR 1888 (2009) “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.”*

*Operational Paragraph 15 of SCR 1960 (2010) “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.”*

Peacekeeping missions are more effective when their members have received gender training and the force itself includes women in the command structure, as well as in the actual force itself. Thus, appropriate provisions for governments to promote might include:

- » Directing the armed forces to provide women equal access to service in peacekeeping missions.
- » Ally all codes of conduct and zero tolerance policies with respect to sexual exploitation and abuse (SEA).

- » Provide training to all personnel on the rights and protection of women – including on issues related to HIV/AIDS – before being deployed on a mission.

#### **9. Security Sector Reform**

The full implementation of the women, peace and security agenda requires a reform of the security sector informed by the objective of promoting gender equality and the protection of women and girls from gender-based crimes. This can be achieved by authorities when they:

- » Strengthen oversight of the human resources, recruitment, policies, training, and management of security sector institutions in order to ensure that security sector institutions promote the full and equal participation of women and men, operate effectively, are non-discriminatory, and address gender-based insecurities.
- » Encourage civil society oversight mechanisms to monitor the security sector – such as public hearings – to give a voice to women’s and other groups that tend to be excluded from security discussions.
- » Provide all security sector personnel – including security policy-makers such as parliamentarians and defense and security ministries – with training on gender issues.
- » Conduct a gender audit of proposed and existing security policies with the help of gender experts and ensure gender-sensitive monitoring and evaluation mechanisms in all institutions.
- » Appoint a Security Sector Ombudsperson, with special powers to oversee the integration of gender issues within defense and other security sector institutions.

#### **10. Gender Balance – Involving Women in Decision-Making**

*Operational Paragraph 1 of SCR 1325 (2000) “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.”*

*Operational Paragraph 1 of SCR 1889 (2009) “Urges Member States, international and regional organizations to take further measures to improve women’s participation during all stages of peace processes, particularly in conflict resolution, post-conflict planning and peacebuilding, 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.”*

*Operational Paragraph 14 of SCR 1889 (2009) “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.”*

*Operational Paragraph 15 of SCR 1889 (2009) “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.”*

A necessary – though on its own insufficient – condition for successful implementation of the women, peace and security agenda is more equal representation of women and men in decision-making. Governments can:

- » Conduct a gender analysis of the electoral system to identify obstacles to women’s participation and gaps in electoral legislation.
- » Support the electoral management body to create a gender equality strategy and assign a gender focal point or recruit a gender advisor.
- » Design mechanisms, temporary special measures and/or affirmative action policies to increase women’s numeric and substantive representation in decision-making.
- » Identify occurrences of electoral violence, the impact on women, and response and prevention strategies.
- » Support codes of conduct for media and political parties that include respect for women’s political participation and rights.
- » Increase funding to women’s civil society to develop the capacity of women leaders and build a gender equality constituency.
- » Support women’s civil society to organize and monitor elections for violations of women’s voting rights, security and candidate rights and relay relevant information to authorities,

- » Increase the number of women appointed in the foreign service as ambassadors, high level public administration officials and high level security sector decision-makers.
- » Ensure participation of women’s civil society groups in civilian/parliamentary oversight mechanisms of the security sector and national security decision-making bodies.
- » Design mechanisms and temporary special measures to address obstacles at different stages of the political and electoral process.
- » Support the electoral management body to create a gender equality strategy and assign a gender focal point or recruit a gender advisor.
- » Political parties should sign on to and implement a code of conduct that includes respect for women’s political participation and rights.
- » Increase funding to women’s civil society to develop capacity of women leaders and build a gender equality constituency.
- » Increase number of women appointed in foreign service as ambassadors and high level public officials.
- » Ensure participation of women’s civil society groups in civilian/parliamentary oversight mechanisms of the security sector and national security decision-making bodies.



## Annex 3: List of Global Indicators to Track Implementation of Security Council Resolution 1325 (2000)<sup>23 24</sup>

### PILLAR 1: PREVENTION

Prevention of all forms of violence against women, particularly sexual and gender-based violence

*Impact Indicators:*

[1a] Prevalence of sexual violence [QN/s]

[1b] Patterns of sexual violence in conflict and post-conflict situations [QL/r]

**Outcome 1.1: Operational gender-responsive systems are in place to monitor, report and respond to violations of women's and girls' rights during conflict, ceasefires, peace negotiations and post-conflict**

*Outcome Indicators:*

[2] Extent to which UN peacekeeping and special political missions include information on violations of women and girls' human rights in their periodic reporting to the Security Council [QL/c]

[3a] Extent to which violations of women's and girls' human rights are reported, referred and investigated by human rights bodies [QL/r]

[3b] Number and percentage share of women in governance bodies of national human right bodies (NHRB) [QN/r]

**Outcome 1.2: International, national and non-State security actors are responsive to and held to account for any violations of the rights of women and girls, in line with international standards**

[4] Percentage of reported cases of sexual exploitation and abuse allegedly perpetrated by uniformed, civilian peacekeepers and/or humanitarian workers that are acted upon out of the total number of referred cases [QN/r]

[5a] Extent to which measures to protect women's and girls' human rights are included in peacekeeper heads of military components and heads of police components directives [QL/c]

[5b] Extent to which measures to protect women's and girls' human rights are included in national security policy frameworks [QL/c]

**Outcome 1.3: Provisions addressing the specific needs and issues of women and girls are included in early warning systems and conflict prevention mechanisms and their implementation is monitored**

*Outcome Indicators:*

[6] Number and type of actions taken by the Security Council related to Security Council resolution 1325(2000) [QL/c]

[7] Number and percentage share of women in executive positions of relevant regional and sub-regional organizations involved in preventing conflict [QN/r]

### PILLAR 2: PARTICIPATION

Inclusion of women and women's interests in decision-making processes related to the prevention, management and resolution of conflicts

*Impact Indicator:*

[8] Percentage of peace agreements with specific provisions to improve the security and status of women and girls [QL/c]

**Outcome 2.1: Increased representation and meaningful participation of women in UN and other international missions related to peace and security**

*Outcome Indicators:*

[9] Women's share of senior UN positions in field missions [QN/r]

[10] Percentage of field missions with senior gender experts [QN/r]

**Outcome 2.2: Increased representation and meaningful participation of women in formal and informal peace negotiations and peacebuilding processes**

*Outcome Indicators:*

[11a] Representation of women among mediators, negotiators and technical experts in formal peace negotiations [QN/r]

[11b] Women's participation in official observer status, at the beginning and the end of formal peace negotiations [QL/r]

**Outcome 2.3: Increased representation and meaningful participation of women in national and local governance, as citizens, elected officials and decision-makers**

*Outcome Indicators:*

[12a] Women's political participation in parliaments and ministerial positions [QN/r]

[12b] Women's political participation as voters and candidates [QN/r]

**Outcome 2.4: Increased participation of women and women's organizations in activities to prevent, manage, resolve and respond to conflict and violations of women's and girls' human rights**

*Outcome Indicator:*

[13] Extent to which Security Council missions address specific issues affecting women and girls in the terms of reference and mission reports [QL/c]

### PILLAR 3: PROTECTION

Safety, physical and mental health of women and girls and their economic security are assured and their human rights respected

*Impact Indicator:*

[14] Index of women's and girls' physical security [QN/s]

**Outcome 3.1: Political, economic, social and cultural rights of women and girls are protected and enforced by national laws in line with international standards**

*Outcome Indicator:*

[15] Extent to which national laws to protect women's and girls' human rights are in line with international standards [QL/c]

**Outcome 3.2: Operational mechanisms and structures are in place for strengthening physical security and safety for women and girls**

*Outcome Indicators:*

[16] Level of women's participation in the justice, security and foreign service sectors [QN/r]

[17] Existence of national mechanisms for control of illicit small arms and light weapons [QL/r]

**Outcome 3.3: Women and girls at risk have access to livelihood support services**

*Outcome Indicator:*

[18] Percentage of (monetary equivalent, estimate) benefits from temporary employment in the context of early economic recovery programmes received by women and girls [QN/r]

**Outcome 3.4: Increased access to justice for women whose rights are violated**

*Outcome Indicators:*

[19] Percentage of referred cases of sexual and gender-based violence against women and girls that are reported, investigated and sentenced [QN/r]

[20] Hours of training per capita of decision-making personnel in security and justice sector institutions to address SGBV cases [QN/r]

### PILLAR 4: RELIEF AND RECOVERY

Women's and girls' specific needs are met in conflict and post-conflict situations

*Impact Indicators:*

[21a] Maternal mortality rate [QN/i]

[21b] Net primary and secondary education enrolment rates, by sex [QN/i]

**Outcome 4.1: The needs of women and girls, especially vulnerable groups (internally displaced persons, victims of sexual and gender-based violence, ex-combatants, refugees, returnees) are addressed in relief, early recovery and economic recovery programmes**

*Outcome Indicators:*

[22a] Proportion of budget related to indicators that address gender equality issues in strategic planning frameworks [QN/c]

[22b] Proportion of budget related to targets that address gender equality issues in strategic planning framework [QN/c]

[23a] Proportion of total disbursed funding to civil society organizations that is allocated to address gender equality issues [QN/i]

[23b] Proportion of total disbursed funding to support gender equality issues that is allocated to civil society organizations [QN/i]

[24a] Proportion of disbursed Multi-Donor Trust Funds (MDTFs) used to address gender equality issues [QN/i]

[24b] Proportion of total spending of UN system used to support gender equality issues [QN/i]

**Outcome 4.2: Post-conflict institutions and processes of transitional justice, reconciliation and reconstruction are gender-responsive**

*Outcome Indicator:*

[25] Extent to which truth and reconciliation commissions include provisions to address the rights and participation of women and girls [QL/c]

**Outcome 4.3: Disarmament, demobilization and reintegration and security sector reform programmes address the specific security and other needs of female security actors, ex-combatants, and women and girls associated with armed groups**

*Outcome Indicators:*

[26a] Percentage of benefits (monetary equivalent, estimate) from reparation programmes received by women and girls [QN/r]

[26b] Percentage of benefits (monetary equivalent, estimate) from DDR programmes received by women and girls [QN/r]

#### ANNEX 4: List of EU Indicators on SCR 1325 (2000)<sup>25</sup>

1. Number of partner countries with whom the EU is engaged in supporting actions on furthering women, peace and security and/or the development and implementation of national action plans or other national policies to implement the UN Security Council resolutions on women, peace and security
2. Modalities and EU tools, including financial instruments, that the EU has used to support women, peace and security in its partner countries
3. Number of regional level dialogues that include specific attention to women, peace and security in outcome documents, conclusions and targets
4. Number of EU's partner countries in which work on women, peace and security is coordinated between EU partners and/or with other donors, and type of coordination
5. Number of projects or programmes in specific sectors – notably SSR, DDR, human rights, civil society, health and education, humanitarian aid and development cooperation – implemented in fragile, conflict or post-conflict countries that significantly contribute to gender equality and women's empowerment or have gender equality as their principal purpose; total amount of this funding and its percentage of co-operation programmes in the respective country
6. Number of national action plans or other strategic, national level documents or reporting procedures in EU Member States
7. Number and type of joint initiatives and joint programmes at global, regional and national levels with the UN and other international organizations such as NATO, OSCE and the African Union or the World Bank and other international financial institutions (IFIs) on women, peace and security
8. Number and percentage of women mediators and negotiators and women's groups in formal or informal peace negotiations supported by the EU
9. EU activities in support of women's participation in peace negotiations
10. Number and type of meetings of EU Delegations, EU Member States' embassies and Common Security and Defence Policy (CSDP) missions with women's groups and/or non-governmental organizations dealing with women, peace and security issues
11. Proportion of women and men among heads of diplomatic missions and European Commission delegations, staff participating in UN peacekeeping operations and CSDP mission at all levels, including military and police staff
12. Proportion of men and women trained specifically in gender equality among diplomatic staff, civilian and military staff employed by the Member States and European Community institutions and military and police staff participating in UN peacekeeping operations and CSDP missions
13. Number and percentage of CSDP missions and operations with mandates and planning documents that include clear references to gender/women, peace and security issues and that actually report on this
14. Number and percentage of CSDP missions and operations with gender advisors or focal points
15. Number of cases of sexual abuse or exploitation by CSDP staff investigated and acted upon
16. Percentage of EU Special Representatives activity reports that include specific information on women, peace and security
17. Proportion (number and percentage) and country of origin of female and male asylum seekers who have obtained the status of refugee, or benefit from subsidiary protection

#### Endnotes

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- 3 United Nations Development Fund for Women (part of UN Women) (2009). New York.
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- 9 UNHCR's *Refugees and People in Refugee-like Situations (end-2010)*. The estimate is based on the available demographic data of 23 countries.
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- 12 UN Women. (2010). *What Women Want: Planning and Financing for Gender-Responsive Peacebuilding*. In *UN Women Resources on Women, Peace and Security*. [Online]. Available from: [http://www.unifem.org/materials/item\\_detail.php?ProductID=186](http://www.unifem.org/materials/item_detail.php?ProductID=186)
- 13 Borges, P. (2007). *Women Empowered: Inspiring Change in the Emerging World*: Rizzoli International Publications, New York.
- 14 FAO. (2010). *The State of Food and Agriculture 2010-2011*. [Online]. Available from: <http://www.fao.org/docrep/013/i2050e/i2082e00.pdf>
- 15 For the full text of each of the NAPs, see: <http://www.peacewomen.org/pages/about-1325/national-action-plans-naps>

16 Burundi, Cote d'Ivoire, Liberia, the Netherlands, Rwanda, Senegal and Sierra Leone.

17 Austria, Belgium, Bosnia and Herzegovina, Canada, Chile, DRC, Estonia, Finland, France, Georgia, Nepal, the Philippines, Serbia, Slovenia, Sweden Switzerland, UK and USA.

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19 Ibid, p.20

20 INSTRAW. (2006). "Securing equality, Engendering peace: a guide to policy and planning on women, peace and security (UN SCR 1325)", p. 35.

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23 This is a comprehensive set of indicators to track implementation of Security Council resolution 1325 (2000) on women, peace and security and can be found in the 2010 Secretary-General's Report on Women, Peace and Security (S/2010/498)

24 Note: The type of data collection method is identified by the letters following the "QN" (quantitative) or "QL" (qualitative) denotation:  
• "/c" refers to content analysis methods that will require systematic analysis of extracted language,  
• "/r" refers to reports to be assembled that will require a standard agreed format,  
• "/i" refers to information systems that need to be in place for reporting (i.e., financial tracking, human resources, police information systems), and  
• "/s" refers to surveys that will require methodological development and planning.

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United Nations Entity for Gender Equality  
and the Empowerment of Women