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**United Nations Division for the Advancement of Women, now part of UN Women
United Nations Economic Commission for Latin America/ Subregional Headquarters for
the Caribbean**

**Expert Group Meeting on good practices in national action plans
on violence against women**

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This discussion paper rather than exclusively focusing on one national action plan (NAP) on gender-based violence (GBV) in particular, will review existing NAPs on UN Security Council Resolutions 1325, 1820, 1888 and 1889 on women, peace and security. In order to achieve this discussion paper builds on previous research conducted for institutions such as UN-INSTRAW, the Norwegian NGO FOKUS, Cordaid and the Global Network for Women Peacebuilders (GNWP).

(i) Guiding Principles

The main difThis

- Increased women's participation in decision making and peace processes
For example: The government will work to enable more women to assume positions of responsibility in the field of peace and security.
- Protection of women and girls in conflict zones
For example: Sexual abuse and gender based violence by deployed peacekeepers or other posted personnel is not tolerated
- Integration of gender perspectives and gender education into peacekeeping
For example: Gender perspectives and the clauses of resolution 1325 will be considered in the selection, execution and evaluation of peacekeeping missions that Iceland takes part in.¹

In the Danish NAP on resolution 1325 (2005) the connection between priorities of foreign and defense policy become clear. Its objectives are:

- *'Increase gender balance in recruitment of staff members to Danish defence forces and in their role in international operations;*
- *Protection of women's and girl's rights in areas where Danish troops are deployed;*
- *Increased participation and representation of women in peace building and reconstruction processes in areas where Danish troops are deployed."²*

The AP further outlines how each focus area will be applied at various levels: National Defence, in UN system, EU's crisis management, OSCE, NATO, AU and African sub-regional organisations, and in Danish development cooperation.

Countries emerging from armed conflict have a focus on internal polices and reforms. As the most recently launched NAP of Sierra Leone demonstrates gender-based violence is from particular concern. Its main areas of focus are:

- *"Prevention of conflict including violence against women/children (SGBV)*

¹ Government of Iceland, Ministry of Foreign Affairs. *Women , Peace and Security: Iceland's Plan of Action for the Implementation of United Nations Security Council Resolution 1325 (2000)*. Reykjavik: Ministry of Foreign Affairs, March 2008

² Government of Denmark, Ministry of Foreign Affairs of Denmark and the Ministry of Defence. *Denmark's Action Plan on implementation of Security Council Resolution 1325 on Women and Peace and Security*. Copenhagen: Ministry of Foreign Affairs of Denmark and the Ministry of Defence, June 2005

- *Protection, empowerment of victims/vulnerable persons especially women and girls*
- *Prosecute, punish perpetrators effectively and safeguard women/girls' human rights to protection and rehabilitation*
- *Participation and representation of women*
- *Promote coordination of the implementation process including resource mobilization, monitoring and evaluation of and reporting*³

Also the neighboring Liberia made a special effort to reach out to the rural population and develop a NAP that has a very local focus. As stated in its NAP, “A priority of both the President of Liberia and of the Ministry of Gender and Development is the inclusion and advancement of rural and market women. The consultative process was therefore a bottom-up process that targeted representatives of these groups and that has resulted in a document which has been validated at the community, county and national levels.”⁴ Furthermore, numerous indicators that aim to measure the performance of the implementing agencies refer to the specific number of rural women included in the specific activities.

The different areas of focus do not only reflect the country's national priorities but also –in the cases of European countries relations to African countries- but also have an impact on countries facing women, peace and security issues. For example the Liberian NAP has been supported by the government of Finland, Austria, and Italy. The Sierra Leone NAP received resources from the Netherlands.

Related policies such as the Convention on the Elimination of Discrimination against Women (CEDAW) or the Beijing platform of action are often referred to in the respective policy documents but often not interlinked fully. The Ugandan NAP on resolution 1325 stands out for its inclusion of resolution 1820 but also the Goma Declaration.

Nonetheless, other commitments such as the Millennium Development Goals have had a decisive impact on the resourcing of the NAP in the Netherlands for example. A specific MDG three fund has contributed to the financing of the Dutch NAP on resolution 1325. The NAP states: “Additional resources have accordingly been earmarked to improve the position of women, particularly through the MDG3 Fund.”⁵

³ Sierra Leone (2010), *The Sierra Leone National Action Plan for the Full Implementation of United Nations Security Council Resolutions 1325 (2000) & 1820 (2008)*, Freetown: 2010.

⁴ Government of the Republic of Liberia, Ministry of Gender and Development. *The Liberia National Action Plan for the Implementation of United Nations Resolution 1325*. Monrovia: Ministry of Gender and Development, March 2009

⁵ Netherlands, Ministry of Foreign Affairs (2007). *Dutch National Action Plan on Resolution 1325: Taking a Stand for Women, Peace and Security*. The Hague: OBT bv. December. Available at: <http://www.un-instraw.org/images/files/GPS/NAP1325-EN.pdf>; p. 20.

The Minister of Gender and Development of Liberia, Vabbah Gayflor explains: “*we already have the Poverty Reduction Strategy, and the implementation of 1325 is part of all that. It is about taking up those issues and just prioritizing them and then we can see how we can move forward, but I think that we are well situated for the implementation of 1325.*”⁶

(ii) The development and adoption of NAPs;

Prior to the development of the NAP itself several countries have conducted specific assessments that indicated what resources, challenges and opportunities exist in the country. In Liberia, and Sweden⁷

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(iii) Legislation;

References to specific national legislation and the support of the inclusion of a gender perspective into the legal sector can be found in the Belgium NAP that prioritizes the following thematic areas:

“Normative framework

- **Guidelines, for example: Promote women’s candidatures for int’l orgs*
- **Actions, for ex.: Support consultations on women and women’s groups in transition and reconstruction processes*

Violence Against Women

- **Guidelines, for ex.: Encouraging initiatives that develop and implement nat’l legislation preventing sexual violence*
- **Actions, for ex.: Organising debate with stakeholders to reflect on ways to strengthen international judicial framework concerning VAW in armed conflict”¹⁸*

The Netherlands formulate: *“The Ministry of Foreign Affairs will continue to encourage and support the Netherlands to bring national legislation int*

- *Improved access to health facilities, medical treatment and psychosocial services for gender based violence victims*
Strategic Objective: Increase access to appropriate health services and psychosocial services to victims of SGBV²⁰

(iv) The criminal justice system;

At the High Level dialogue in Addis Ababa in 2007, a fourth dimension to resolution 1325 has been suggested that exclusively deals with prosecution of the perpetrators of sexual and gender-based violence (SGBV) with a special focus to humanitarian and peacekeeping personnel.

While there do exist international criminal mechanisms such as the International Criminal Tribunal for the Former Yugoslavia (ICTY) and the International Criminal Tribunal for Ruanda (ICTR), also the International criminal Court has made efforts to prosecute SGBV as a war crime, a crime against humanity and as an act of genocide. All these mechanisms are applicable in times of war and partly also in times of armed conflict.

National mechanisms and reforms of the criminal justice system found special mentioning in the NAP of Sierra Leone for example in which one of the objectives of the NAP is to ‘*Prosecute, punish perpetrators effectively and safeguard women/girls’ human rights to protection and rehabilitation*’²¹. Also the Liberian NAP on resolution 1325 includes the activity to train criminal justice institutions.

(v) Prevention;

Prevention of gender-based violence is hard to address in times of armed conflict as well as in the aftermath of such. Nonetheless a variety of action plans on resolution 1325 address it. Among these are Austria, Liberia, Uganda, Sierra Leone and Sweden.

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- *Roundtable discussions conducted with ministries, such as the Ministry of Education, where several Directors of the Ministry as well as the Deputy Minister for Instruction were present.*
- *Interviews with Resident Representatives and Deputy Representatives of United Nations agencies in Liberia, as well as people from different sections of UNMIL*²⁵

In a workshop supporting the finalization of the indicators within the LNAP, UNIFEM together with other UN agencies held a workshop also on data collection systems and methods of information gathering.

(ix) Implementation, including funding and monitoring and evaluation

Monitoring and evaluation of NAPs on resolution 1325 has been challenging. Often it has not sufficiently be included in the initial planning phase or the lack of resources has not permitted consistent monitoring and evaluation activities. An international conference specifically on monitoring and evaluation mechanism on NAPs on resolution 1325 has been organized by the Norwegian NGO FOKUS in Oslo last year.²⁶ It has become clear that there still remain difference between different requirements of indicators by donating institutions and the ability to respond to such on the ground.

Not all NAPs have included performance indicators in their NAPs. Different performance indicators that deal with gender-based violence in three different NAPs have been listed in the chart below:²⁷

Country	Indicator
Austria	Projects (raising awareness about violence against women) in Northern Uganda, South Eastern Europe, Ethiopia, Rwanda: Training of lawyers, legal experts, paralegal aid clinics.
	Human rights protection of women and girls in refugee camps and IDP camps.
	[Finalized] project in Uganda and project in Kenya: Taking issues of concern to women into account when planning for elections: financing campaigns which promote the autonomous participation of women in elections;

²⁵ Adrian-Paul, A. N. Stolze and N. Popovic., 2009.

²⁶ FOKUS, UN-INSTRAW and the Norwegian Ministry of Foreign Affairs (forthcoming). *Conference Report: Putting policy into practice: Monitoring the implementation of UN Security Council Resolutions on Women, Peace and Security*. International Conference, 11-13 November 2009, Oslo.

²⁷ Taken from Beetham, G.; Popovic, N.; "Putting Policy into Practice: Monitoring and Evaluating the Implementation of UN Security Council Resolutions on Women, Peace and Security", Conference Background Paper, FOKUS, UN-INSTRAW, Oslo 11.-13. November 2009.

	Training of women interested in politics on land and family law, political education and election monitoring.
Liberia	Number of fully staffed and equipped shelters and/or safe homes established and accessible in each county to provide services for GBV survivors, including psychosocial support facilities and programmes as well as economic empowerment for women and girls.
	<ul style="list-style-type: none"> • Number of gender sensitive Codes of Conduct in place across the region. • Number of Cross-border complaint mechanisms in place and frequency of complaints. • Number of functioning Women's Cross Border Trade Unions set up and in place
	<ul style="list-style-type: none"> • Number of outreach programmes addressing GBV developed and in place. • Number of women and girls especially widows, WAFFs and those with disabilities and special needs, with access to outreach programmes. • Number of men participating in outreach programmes.
Uganda	<p>No. of GBV and SGBV cases handled to completion at the district level.</p> <ul style="list-style-type: none"> • No. of women and girl beneficiaries from court services • No. of trained court officers to handle GBV and SGBV cases • No. of awareness and conscientization activities organized for the local communities.
	<ul style="list-style-type: none"> • Sexual Offences Act enacted • The Domestic Violence Act enacted • Trafficking in persons Bill debated and enacted to stop child trafficking and child prostitution in the GLR [Great Lakes Region] by specifically addressing cross border • Amnesty Act amended • Sections on GBV offences in the Penal Code amended • Popularization of the refugee Act • Popularization of the different Acts that are amended and enacted - No. of sexual and other forms of violence to women cases prosecuted
	<ul style="list-style-type: none"> • No. of police surgeons and medical personnel available and professionally able to handle SGBV cases. • No. of well equipped medical facilities that can be accessed by SGBV survivors. • No. of capacity building initiatives at national and local levels • No. of trained health personnel in aspects of SGBV

Apart from indicators evaluations can help to measure performance. An external evaluation of the Dutch NAP after one year of its adaption is an example of good practice.²⁸ In the evaluation report emphasizes that *“the NAP 1325, although a useful tool, is quite broad and remains vague in various areas.”*²⁹ It therefore recommends more focused action and geographical area of interventions. An adaption of the activities of the Dutch government has now been realized by focusing on Afghanistan, Burundi and DRC.

The resources for NAPs on 1325 can either come from internal governmental resources as the case of the Norway, the UK, among others. Most African countries on the other hand have received external funding also due to the fact of emerging from armed conflict.

The Philippines not only being the first country from the Asian region having adopted a NAP on resolution also have resourced out of their own budget to have sufficient funds for its implementation. As a result of a gender budgeting process and an established gender and development fund, the NAP was financed can serve as an example of good practice of a country outside of Europe resourcing for their NAP on resolution 1325 using other gender budgeting tools and mechanisms.

Below some examples are listed where the funds of the current NAPs have come from and where they are determined to:³⁰

Country	Funds dedicated externally	Source of funds
Denmark	Liberia (100 million DK)	Government
Liberia	None	Bilateral funds from Italy, Denmark, Norway etc. Support by international organisations and civil societies
Liberia	None	Italy, Finland, Denmark, Norway, UN organisations
Philippines	None	Government funds for GAD
The Netherlands	Afghanistan, Burundi, DRC	Ministry of Foreign Affairs; MDG 3 fund
Sierra Leone	None	International CSOs, Finland

²⁸ Majoor, Herma and Brown, Megan. *1 YEAR NAP 1325- Evaluating the Dutch National Action Plan on UNSC Resolution 1325 after one year of implementation*, The Hague: Working Group 1325, December 2008.

²⁹ Majoor, Herma and Megan Brown (2008). *1 YEAR NAP 1325: Evaluating the Dutch National Action Plan on UNSC Resolution 1325 after one year of implementation*. The Hague: Working Group 1325. December., p. 34

³⁰ Taken from: Popovic, N., *Cost and Financing of Resolution 1325*, Cordaid, GNWP, (forthcoming)

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Sweden	Mostly UN entities	Regular government budget
Switzerland	Mostly civil society organisations	Swiss State Budget.
United Kingdom	Afghanistan, DRC, Iraq, Lebanon, Nepal, Pakistan, Sri Lanka, Sudan and Yemen	Government: Foreign and Commonwealth Office, Department for International development, Ministry of defense, conflict Pool