



BRIEFING: NATIONAL ACTION PLAN REPORTING MEETING Committee Room 18, 15.30 – 17.30, 18th November 2013

On Monday 18th November 2013, Mark Simmonds, FCO Minister responsible for Conflict Issues, will make a written Ministerial Statement on the publication of the third Annual Review of the UK National Action Plan on Women, Peace and Security (NAP) which will, for the first time, review the full three years of the NAP. Copies of the report are available in the Library and on the [FCO website](#). The tri-departmental review of the NAP outlines the Government's work on Women, Peace and Security (WPS) and builds upon both the Annual Reviews published in October 2011 and 2012. The report provides a welcome opportunity for Parliament and civil society to monitor progress and hold departments accountable on their WPS work.

This briefing is produced for the APG scrutiny event on Monday 18th November at which the Minister and officials from the FCO, DFID and MOD will report to parliamentarians and civil society on progress achieved in the NAP. It follows the structure of the 2011 and 2012 Annual Reviews, with a summary of the report followed by questions and thoughts (in italics).

General Observations

- The NAP runs from 2010 to 2013. HMG will launch the new 2014-2017 NAP on 8th March 2014. The report states the Government will continue to work with parliament and civil society in the development of the NAP. This has started with Gender Action for Peace and Security (GAPS)-HMG workshops in the UK and one workshop planned in Afghanistan, however it is important to understand: *What form will this take going forward?; Will it include UK government led consultations with women's rights organisations in conflict-affected countries?; What are HMG's plans for consultation on drafts of the NAP?; and what plans does HMG have to ensure consultation during the new NAP.*
- We welcome that, as recommended in the Shadow Report produced by the APG and GAPS, progress has been made in training, country programmes, operations and allocation of staff resources. However, *there is still much work to be done, especially outside of WPS-specific officials to enable HMG to achieve on its WPS commitments.*
- The APG and GAPS, welcomes the UK's international leadership on WPS, including on new UN Security Council resolutions: 2106, on sexual violence; and 2122, on women's participation. However, *we encourage HMG to implement these commitments within the UK's own security and justice systems, including the military and police, and in senior leadership in the UK's civil service.*
- We also welcome that, as recommended by the APG and GAPS, HMG has reported directly against the objectives in the NAP. However, *we encourage HMG to report against indicators going forward. We also recommend HMG produces a more outcome focused report which outlines the impact the NAP has had as well as activities under the NAP.*
- The role of the Ministerial Champion on Violence against Women and Girls (VAWG) continues. However, *its relation to WPS and to the WPS Ministerial lead in the FCO should be clearly outlined.*
- The APG and GAPS welcomes the commitment in the Report to a NAP strategy to bring together WPS work. *We would welcome further information on how the strategy will comprehensively embed WPS into all conflict-related work, including ensuring desk officers, posts, country offices and the military use its content as guiding principles of their work. Will the strategy link WPS into the wider conflict and women's human rights work undertaken by HMG?*

New 2014 – 2017 National Action Plan

HMG has committed to a more joined-up approach to WPS, a WPS Strategy and increase focus on participation. They have also committed to increased Monitoring and Evaluation of impact of the NAP.

- *The NAP has previously focused on the UK's external action on WPS. In the new NAP, will there be commitments on how the UK will implement this internally within UK Government structures?*
- *In the Report, HMG commits to specific and measurable indicators in the next NAP and increased work on participation. Women's participation in setting and monitoring these indicators is vital. How is HMG planning to ensure women in conflict-affected countries are involved in setting, monitoring and evaluating new indicators?*
- *Will HMG seek a more joined-up reporting approach by departments in the new NAP?*

National Action

Improving UK programming and New Approaches

During the period of the NAP, the Government recognised the need to improve impact of elements of its WPS work. DFID is supporting security and justice programmes which have helped 6.46 million women access justice and have 20 programmes to tackle violence against women and girls (VAWG). DFID have also developed a Theory of Change for tackling VAWG, established a Helpdesk for VAWG and announced a £25 million research and innovation fund focused on domestic violence and VAWG. DFID plans to build links between VAWG and the development framework which will replace the Millennium Development Goals (MDGs) and hosted an International High Level Event on Protecting Women and Girls in Emergencies in November. HMG now uses the Joint Analysis for Conflict and Stability (JACS) to understand conflict and stability in fragile countries, which includes advice on how to include WPS in its analysis. HMG has applied the JACS framework in Nigeria, Mali, Sinai, Sudan and Central Asia. DFID also commissioned research into women's role in peacebuilding and statebuilding processes. In 2012, the military-led an exercise of the British Army Training Unit Kenya's (BATUK) operating environment, which recommended regular and direct engagement with women and support to equal opportunities, and have trained Ugandan forces on gender.

- *Participation: HMG has had a major focus on VAWG during this NAP period with DFID work on VAWG and the FCO's PSVI. However, work on women's political and socio-economic participation has not progressed as far. There is acknowledgement in the Government WPS teams that participation is central to the agenda and HMG has informed GAPS it plans to increase its work on participation. What will this increased focus on participation look like? Will HMG increase funding to participation? Will they ensure participation runs through all conflict-related and VAWG work? How will impact be measured? How will HMG work with and support local women's rights organisations?*
- *UK Commitments on Participation: How will the UK ensure women make up at least 30% of all negotiation and mediation teams in line with best practice guidelines? Will the UK develop the roster of women it can send to peace negotiations?*
- *VAWG and WPS: Although scaling up work on preventing violence is welcome, this is not the same as work on WPS. How will FCO and DFID work with the Home Office on domestic efforts to share lessons in addressing VAWG? How is DFID ensuring its VAWG work reflects the realities for women in conflict-affected countries? What is DFID doing on WPS that is beyond VAWG, for example on participation and empowerment? How will HMG ensure that the outcomes of the High Level Event on VAWG is integrated into the NAP and linked to other initiatives such as PSVI?*
- *Security and Justice: An increased focus on security and justice is also welcome. What impact have DFID and FCO seen in their programming activity as a result of the increased focus? How are the resulting programmes working on social norm change to prevent VAWG? Have they also increased work on women's role in preventing conflict and participation in security and justice structures?*
- *Post-MDG Framework: How will HMG ensure it builds links between VAWG and the post-MDG framework? How will DFID's work on the post-MDG framework address and integrate WPS?*
- *JACS: The JACS provides a useful framework for understanding conflict dynamics. However, these are classified documents so external review of these and their WPS content is not feasible. What WPS training do the people undertaking the JACS have? Is WPS analysis a requirement for all JACS? How have the JACS helped HMG develop specific programmes and activities relating to WPS?*
- *MOD: Following the learning and recommendations from the British Army Training Unit Kenya's exercise, is the MOD planning to ensure all military operations are gender sensitive? If so, how will it do this? Will the MOD also be training UK forces on gender following its training of external troops? How will UK efforts on security sector reform incorporate WPS?*

Training, Operations and Lessons

In April 2013, HMG commissioned an external evaluation into the NAP and has committed in the Report to Parliament that the 2014–2017 NAP will incorporate many of the recommendations from the Evaluation. The MOD also undertook a separate evaluation into 1325 in the MOD. The Stabilisation Unit (SU) deliver a bi-annual training course on WPS. The Conflict Course and SU Practitioners Course include a session on WPS. The Security and Justice course mainstreams gender, the FCO Human Rights courses mainstream gender and have a session on the NAP. DFID included training on the needs of women and girls in humanitarian responses at their Humanitarian Advisor training in July 2013. WPS is being included in the development of training for senior MOD officers and MOD includes a provision on gender advice as part of its broader Cultural Adviser role and will be increasing training on the importance of engagement with all parts of the community. During the NAP period, the FCO disseminated a 1325 Toolkit to all missions. The UK is also drafting NATO doctrine on Peace Support Operations, Crisis Response Operations, and Stabilisation and Reconstruction, and the Building Stability Overseas Strategy (BSOS) acknowledges the importance of the role of women in building stability. The SU collates lessons from

training and pre/de-briefs all civilian deployments on 1325 and gender. The MOD has also delivered training to external forces on gender.

- *The Report outlines the annual reports to Parliament. Will HMG commit to continued Reports to Parliament under the new NAP?*
- *The Report notes that HMG is talking to women's CSOs about WPS. They have held joint HMG-GAPS workshops and will support a workshop in Kabul. Can they give details of additional consultation and how regularly it has taken place? How will they ensure that civil society and women in the UK and in conflict-affected countries are consulted in the development, monitoring and evaluation of the new NAP?*
- *The Report notes that HMG undertook an evaluation of the NAP. What were the results of the evaluation? Will HMG undertake an external evaluation at the end of the next NAP?*
- *What steps are being taken to ensure Embassies are aware of and implementing the NAP? What impact has the FCO seen in mission activity as a result of the 1325 Toolkit? What assessment have they made of the uptake of the Toolkit by Embassies and UK based desk officers? What are the lessons from monitoring and evaluating its implementation?*
- *How will HMG ensure desk officers, missions, country offices are using the NAP to guide the conflict work and work on WPS? How will this be reviewed for success?*
- *The training on WPS and inclusion of WPS in broader conflict training is welcome, however, who will be required to undertake this training? How extensive will the MOD WPS training for senior officers be? Will this training be developed in consultation with other actors?*
- *The Report notes that the UK is developing NATO doctrine. Will this include significant WPS elements? Will it influence UK defence doctrine? Does this mean the UK will be producing WPS doctrine?*
- *Has the MOD UNSCR 1325 Evaluation highlighted the need for UNSCR 1325 to be incorporated into education and training of UK armed forces? How are they taking this forward and what best practice from the training of other armed forces will be drawn upon?*
- *As the MOD is delivering training to other national forces on gender, is it likely that UK troops will be training on gender? Does the MOD have dedicated staffing resources for WPS? Is the MOD planning to appoint a Gender Advisor to take forward the MOD's work on WPS?*

Funding

There are a number of funding streams for 1325 related activities, **although there are no dedicated or earmarked funds**. The Bilateral Section of the report identifies this funding in varying levels of detail. WPS criteria has been included in the Strengthening Alliances Partnerships (SAP) fund within the Conflict Pool as part of the BSOS but does not ring-fence funding for thematic priorities such as WPS. Despite allocating £2.6 million to WPS projects, the Conflict Pool also does not have centrally-driven approach and country teams identify the most effective interventions. In DRC, Sector and Police Action provides £60 million over 5 years on Security Sector Reform, which includes a specific focus on VAWG. In Ethiopia, the UK's Peace and Development Programme aims to improve security and justice for 500,000 women and girls.

- *The Report highlights funding for VAWG and participation, but this is often part of a broader programme, such as a SSR programme. Can HMG tell us how much of those programmes are allocated to VAWG or participation? Can HMG give an overall figure of spending on WPS?*
- *In the absence of a specific fund for the NAP, how are the UK going to disaggregate its funding for WPS? Is HMG likely to use the OECD Gender Markers to do this? Will the UK use indicators to assess the effectiveness of its WPS funding?*
- *HMG has a key opportunity to allocate funding for WPS in the new Conflict, Stability and Stabilisation Fund (CSSF?). How will the UK ensure WPS is programmed for and reported against in the new CSSF? This could be an opportunity for HMG to pilot the OECD Gender Marker through a new fund and report on WPS funding.*
- *If the Conflict Pool does not have centrally-driven approach and country teams identify the most effective interventions, how will MOD, DFID and FCO ensure posts are implementing WPS projects and that they are aligned to the principles of the NAP? How is HMG doing this for other funds, such as the Counter Terrorism Fund? GAPS recommended HMG ensures all UK-based and post funding Boards have a trained WPS lead. Will HMG take this recommendation forward?*

Preventing Sexual Violence Initiative (PSVI)

PSVI believes that the international community needs to act to prevent sexual violence in conflict, and that sexual violence perpetuates conflict and instability and undermines peace efforts. The UK is working to address this through high level political campaign and practical actions. In 2013 the UK led the G8 Declaration on Sexual Violence in Conflict, which for the first time declared that rape and serious sexual

violence in conflict constitute grave breaches of the Geneva Convention and committed to the development of a comprehensive International Protocol on the Documentation and Investigation of rape and sexual violence in conflict. The UK was also instrumental in UNSCR 2106 on sexual violence in conflict, and the Declaration on Ending Sexual Violence in Conflict during the UN General Assembly, which was endorsed by 134 countries. In 2012 the UK established a Team of Experts and has started to deploy teams. The UK has also contributed £1 million over three years to support the Office of the Secretary General's Special Representative on Sexual Violence in Conflict (SRSV), £150,000 to the UN Office of the SRSV, £370,000 to the UN Department of Peacekeeping Operations and the £1 million over two years to the ICC Trust Fund Victims. In July 2013, the FCO launched a £5 million fund to support grassroots organisations.

- *The report noted a Geneva Conference on PSVI. Can HMG inform us which NGOs participated in the conference? Can the FCO outline what the UK will do in 2014 as part of the International Conference on PSVI? How will they ensure consultation with and inclusion of women from conflict-affected countries in the process?*
- *How will HMG ensure that its work on PSVI will be effective? What benchmarks and indicators has HMG identified to measure impact of G8 and UN commitments?*
- *How will HMG seek to hold the international community to account for the implementation of commitments under the G8 and UNGA Declarations on preventing sexual violence in conflict? How will it ensure that ceasefire and peace agreements do not give impunity for crimes of sexual violence?*
- *On 13th November 2013 DFID will hosted a High Level Event on VAWG in Emergencies. How will HMG ensure the PSVI initiative and the DFID High Level Event are integrated into the new NAP?*

Bilateral Action

The NAP includes bilateral sections for Afghanistan, DRC and Nepal. HMG plans to develop bilateral plans for new countries in the coming NAP period.

- *During the current NAP period, how do HMG ensure that their missions in countries that do not have a Bilateral Plan include the principles of the NAP in their programmes, policies and systems? How will they do this in the new NAP period?*
- *Is the UK is planning consultation with women's rights organisations across the new NAP bilateral plan countries in the development, monitoring and evaluation of the new NAP? How will the bilateral plans relate to other HMG priorities such as DFID and PSVI priority countries, FCO countries of concern?*
- *Whilst a more cohesive approach and a WPS Strategy is welcome, key questions remain: How does HMG decide what WPS programming is relevant for a specific country?; What criteria does HMG use to determine countries for bilateral section of the NAP?; How is WPS applied as conflict changes such as recent changes in the DRC?*

Afghanistan

The UK is providing funding for capacity building work in the President and Provincial Council Elections in 2014, including £12 million to a programme which supports female voter registration, the Independent Election Commission and gender sensitive security processes for the election and to the Afghan Parliamentary Assistance Programme. DFID have also given £4.5 million to the Asia Foundation programme on women's participation in the 2014 elections and funding to increase female employment in the civil service. Through Tawanmandi, a pooled donor fund to support Afghan civil society which DFID has pledged £19.9 million to over 5 years, HMG is supporting 15 projects focused on women. The FCO are working with the Afghan government to advocate for an Afghanistan NAP. The FCO funded a study into barriers to the implementation of the Elimination of VAW (EVAW) Law and funded legal education in Helmand to raise awareness of women's rights. MOD are providing support and training Afghan National Army Officers Academy which from 2014 will train 150 female students. DFID has funded projects on women's participation in community life and decision-making in Helmand. The UK has contributed £1.4 million to the Afghan Independent Human Rights Commission and is funding the EU Policy Mission to Afghanistan. Strengthening gender and human rights is one of six strategic EU Policy Mission objectives and as part of that programme, UK police officer trainers delivered the first ever training course exclusively for Afghan female police officers. DFID have contributed to an umbrella programme, which supports women business skill development and market access and contribute to the multi-donor Afghanistan Reconstruction Trust Fund (ARTF), which among other things is working to ensure women's participation on the Community Development Councils. The EU's Human Rights Strategy of Afghanistan contains commitments on human rights defenders. Implementation of the EVAW law and women's participation were identified as key commitments in the Tokyo Mutual Accountability Framework (TMAF). The UK will co-Chair the first Ministerial review of progress against the TMAF in 2014.

- *2014 is a key year for women's rights in Afghanistan. How will HMG ensure that women's rights are protected in Afghanistan after the withdrawal of NATO troops in 2014?*

- *The Report states that the UK will Co-Chair the Ministerial Review of the TMAF in 2014. Will the Review take place in London? How will the UK ensure Afghan women's rights organisations are consulted ahead of the Review? How will Afghan women be involved in the Review of the TMAF? As Co-Chairs, how will the HMG ensure Afghan women involved in the Review are protected?*
- *The Bilateral Section for Afghanistan is vital. As the new NAP is being developed, can HMG confirm it will include a bilateral section on Afghanistan?*
- *The purpose of the Tawnanmandi fund is to strengthen Afghan civil society and 15 of 34 grants have gone to women focused projects. What is the UK doing to provide long-term support to women's rights organisations? How much of overall DFID spending in Afghanistan goes to women's rights?*
- *DFID is very active in funding programming in Afghanistan. In March 2013 Justine Greening announced a Strategic Priority on VAWG in Afghanistan. Can DFID give more details on how DFID will implement this Strategic Priority? What is it doing to achieve social norm change towards women and VAWG?*
- *The Report mentions work on women in the Afghan National Police and Army. What more will the UK do to ensure participation of women in the Afghan police and army is meaningful? How is the UK expecting to challenge barriers to recruitment? What strategies will be in place to prevent sexual violence? What plans are in place to support female officers and attitudinal change towards female officers within the police, army and communities? Is there regular monitoring of women's recruitment into ANSF and ANP?*
- *Navi Pillay, UN High Commissioner for Human Rights, stated on her visit to Kabul in 2013 that Violence Against Women is endemic in Afghanistan and urged the authorities to speed up the implementation of the EVAW Law. What is the UK doing to support effective implementation?*
- *What is the UK doing to protect women Human Rights Defenders and women in public life in Afghanistan in line with the UN Declaration and EU Guidelines on Human Rights Defenders?*

Democratic Republic of Congo

DFID fund a national government security sector programmes which aim to deliver a more accountable state which supports among other things, a specific Sexual and Gender-Based Violence component. In March 2013, the Foreign Secretary and Angelina Jolie visited DRC to highlight the issues of sexual violence and through PSVI a Team of Experts were deployed to focus on local capacity building. DFID fund a participation project which has resulted in 84 women being nominated to political parties and 66 to local administrative positions, a project to provide healthcare services including SGBV, and a project to provide SGBV support to survivors.

- *Given the gravity of the GBV issues in the DRC, will the DRC remain a Bilateral Focus Country in the new NAP? What will HMG do to ensure WPS remains an HMG focus in the DRC?*
- *With recent progress towards a resolution being made in DRC such as M23 commitments to end its insurgency, how will HMG ensure that women are included in on-going peace processes?*
- *How has the Foreign Secretary's visit to the DRC and PSVI work in the DRC been incorporated in the NAP, and how will this continue in the new NAP?*
- *What is the MOD doing on preventing sexual violence when directly or indirectly involved in training or in other forms of military cooperation? What action will it take in coherence with FCO action on preventing sexual violence in conflict in the future?*

Nepal

The Nepali NAP was developed through a collaborative multi-stakeholder process in 2011 and the UK is supporting its implementation through financial and technical support to the Nepal Peace Trust Fund. DFID have supported a project on women's participation which focuses on developing the capacity of potential women leaders. The UK is funding a range of participation and GBV programmes, such as the Women's Political Inclusion Project, a radio programme and theatre project on GBV, and journalist project to increase media reporting on GBV.

- *Given the important of the upcoming Constitutional Assembly and general elections, will Nepal remain as a Bilateral Focus Country in the new NAP? What will HMG do to ensure WPS remains an HMG focus in Nepal?*
- *The report outlines the UK's role in the call for 33% representation in the forthcoming Nepali election. Can HMG inform us of the specific activities undertake by HMG in this call?*

Middle East and North Africa

The plan includes Egypt, Yemen, Libya, Occupied Palestinian Territories (OPTs), Iraq, Tunisia, Bahrain, Jordan, Lebanon, Syria and Morocco. The UK has focused on building the capacity of women, particularly through support to regional networks and country-specific funding to projects that are targeted at women. The UK has supported programmes aimed at mainstreaming women's participation in the political space. The UK has funded a project to support women's empowerment in Libya, including training to civil society on inclusion in constitution drafting. Through the PSVI, the UK trained 40 lawyers and doctors to gather

evidence for transmission to international investigatory bodies on the Syrian border. In the OPTs, DFID funded the Palestinian Authority and UN bodies to support female participation.

Arab Partnership Fund

Funding worth approximately £2.61 million over four years has been allocated to projects working on women's rights, including supporting over 12,700 women to engage in the political process. HMG fund a regional programme on women's political participation in public life in Egypt, Libya, Morocco, and Tunisia and a regional project on strengthening women's public voice in Egypt, Libya and Yemen.

- *The NAP MENA section is the only section where progress is not reported on against objectives, why is this? What does HMG propose to do to increase its work on WPS so that its objectives are achieved in the new NAP?*
- *The Foreign Secretary recently spoke of the universality of women's rights. How is the Government using this principle to advocate for women's participation and women's rights diplomatically and through programming in MENA?*
- *The report outlines projects being supported but does not talk about diplomatic engagement. What diplomatic work is the UK doing? For example, what is the UK doing in Libya, Egypt and Tunisia to ensure women's rights remain central to new constitutional frameworks and are not eroded?*
- *The Foreign Secretary recently said that the UK is "particularly determined to ensure that the Geneva peace talks include a direct role for women's groups, in accordance with Security Council decisions on Women, Peace and Security. It is vital that women participate fully in the future government and institutions of Syria, as they have an indispensable role to play in rebuilding and reconciling Syrian society." What clarification can be made that women will play an active role in the peace process? What is HMG doing to ensure that women are represented in, and have an effective voice at the Syria peace talks proposed in Geneva?*

Multilateral Action

The UK works closely with the UN, EU, NATO and OSCE. The UK has demonstrated leadership in negotiating UNSCRs 2016 on sexual violence and 2122 on participation. The UK played a key role in delivering successful conclusions on VAWG at the Commission on the Status of Women (CSW) in 2013 and led the G8 Declaration on Preventing Sexual Violence in Conflict and the Declaration at UNGA. HMG provided £10m to UNWomen, £1m to UNSG SRSV in Conflict and £3.25 million to UNWomen's WPS programme. The UK is also funding work by the Department of Peacekeeping Operations on Conflict Related Sexual Violence. At the EU, the UK supported the Action Plan on Human Rights and European External Action Service work on 1325 and advocates for gender mainstreaming in the Common Security and Defence Policy (CSDP) missions. At NATO, the UK reported to NATO Committee on Gender Perspectives and was key in ensuring NATO undertook a Review of 1325 (published in October 2013). The UK will host the 2014 NATO Summit. The UK ensures that 1325 and related issues feature in relevant OSCE discussions. The UK also supports gender at the Commonwealth and African Union (AU), including support for the Commonwealth Charter which states that gender quality and women's empowerment are basic human rights.

- *How does the Government assess progress on WPS in multilateral organisations? Will progress in these organisations be a priority in the new NAP? Will HMG ensure that its international leadership on WPS is translated internally by implementing the principles of UNSCR 1325 into the UK military and police?*
- *The report notes that the UK continues to support WPS at the EU, including in the CSDP. As a result, the EU have appointed a Gender Advisor at HQ level and Gender Focal Points in Field Offices of the EU Monitoring Mission in Georgia. Does the UK have plans to do this in UK military operations?*
- *How will the UK follow-up on its role in ensuring NATO undertook a review of UNSCR 1325 in NATO? Will it ensure that 1325 is on the agenda at the UK-hosted NATO Summit in 2014? How will women's rights organisations and women from conflict-affected countries be included in the Summit?*
- *The report mentions increasing work with the Commonwealth and AU. What is HMG doing to promote this in the AU? How is the UK ensuring ownership of the WPS agenda by Commonwealth and AU states?*
- *What is the UK doing to ensure tools and best practice from NATO countries and the work of the NATO Committee on Gender Perspectives is integrated into MOD doctrine, training and practice?*
- *How will the UK use CSW 2014 to ensure that WPS is included in the post-2015 MDGs Framework?*