

# **Gender Action for Peace and Security**

**Response to the 2014 – 2017 UK  
National Action Plan (NAP) on Women,  
Peace and Security and  
Recommendations for the UK NAP  
Implementation Plan**



gender action for peace and security

Gender Action for Peace and Security (GAPS) has worked with the UK Government on the development of its NAPs since 2006. GAPS envisages an ambitious, costed, monitored, detailed NAP that highlights the importance of Women, Peace and Security and outlines in detail what Her Majesty's Government (HMG) will do to meet its global commitments. The forthcoming Implementation Plan is integral to achieving this. As a result, GAPS has developed the following response to the NAP and specific policy recommendations for the development of the Implementation Plan.

## 1. Gender Action for Peace and Security:

GAPS is a network of development, human rights, humanitarian and peacebuilding NGOs. GAPS promotes, facilitates and monitors the meaningful inclusion of gender in all aspects of UK policy and practice on peace and security. Through advocacy, campaigning and research, GAPS works to bridge the gap between the realities of women in fragile and conflict-affected states (FCAS) and UK decision-makers and practitioners.

Based on its collective experience and expertise<sup>1</sup>, GAPS has the following analysis of the UK NAP and recommendations to the UK Government on the development, delivery and monitoring and evaluation (M&E) of the Implementation Plan for the UK NAP which will be launched in Autumn 2014.

## 2. Response to the NAP:

GAPS welcomes the UK Government's recognition of the importance of Women, Peace and Security and gender and that women and respect for women's rights are central to peace and security. GAPS is pleased that the NAP makes the case for this, and hopes that this will be recognised across HMG through the life of the NAP. GAPS hopes that HMG will take proactive steps to build awareness of and skills for the systematic and meaningful consideration of Women, Peace and Security to accompany the NAP. The fundamental requirement for the delivery of the NAP is a detailed and strategic Implementation Plan for the six priority countries and each of the sections of the NAP.

GAPS supports HMG's increased commitment to support women's rights organisations and networks who are vital to delivering the long-term approaches committed to in Women, Peace and Security UN Security Council Resolutions (UNSCRs) 1325 - 2122. GAPS also welcomes increased commitments to M&E in the UK NAP. GAPS appreciates HMG's transparency in the process and commitments to publishing the M&E results. The impact level data which will be collected and combined with monitored data will be important in showing the impact and learning of Women, Peace and Security programming, systems and processes. GAPS welcomes the references to Sexual and Reproductive Health Rights in the Protection and Relief and Recovery sections of the NAP and looks forward to details of activities related to these in the Implementation Plan.

In addition, GAPS believes that the NAP:

- i. **Requires a Detailed Plan:** Whilst the narrative of the NAP provides an important justification for work on Women, Peace and Security, the NAP should also include a detailed plan which outlines what HMG will be doing during the NAP lifetime in the six focus countries as well as with multilateral organisations, on building national capacity and M&E. GAPS appreciates commitments to the Implementation Plan by the end of 2014 and hopes that future NAPs will

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<sup>1</sup> GAPS members include Action Aid, Amnesty International UK, CARE International UK, Conciliation Resources, International Alert, International Rescue Committee, Northern Ireland Women's European Platform, Oxfam GB, Saferworld, Soroptimist International, Widows for Peace through Democracy, Womankind Worldwide, Women for Women International, Women's International League for Peace and Freedom (WILPF), World Vision, UN Association, and UN Women UK.

integrate the Implementation Plan into the NAP itself, as in the 2010 – 2013 UK NAP. The Implementation Plan should be a detailed plan including outcomes, outputs and activities which demonstrate what HMG will do to implement its global Women, Peace and Security commitments.

- ii. **Consultation is Vital:** Ahead of the development of the 2014 – 2017 NAP, HMG increased the level of consultation with civil society. Building on the workshops already delivered and organised in Afghanistan, Myanmar and Somaliland, GAPS would like to see commitments to UK-based and in-country consultation during the lifetime of the 2014 – 2017 NAP. The importance of consultation with local civil society and the valuable role of civil society has been endorsed by HMG at the Ending Sexual Violence in Conflict (ESVC) Summit (June 2014), the Girl Summit (July 2014), Call to Action to protect women and girls in Emergencies (November 2013), DFID's Violence against Women and Girls (VAWG) Theory of Change and in UNSCR 2122 (October 2013), where the UK was the penholder. As a result of these commitments at a global level, the NAP Implementation Plan should commit to consulting with UK civil society and national civil society, including Women's Rights Organisations, in FCAS ahead of each annual review and during the final evaluation. These consultations will support HMG's assessment of its work, demonstrate impact and support the development of future Women, Peace and Security work undertaken by the UK Government.
- iii. **Requires Comprehensive Monitoring and Evaluation:** GAPS welcomes the commitments to M&E and is pleased to have been involved in the initial phase of this. For the M&E to be successful, it is important that in the Implementation Plan, HMG commits to securing funding from the new Conflict, Stability and Security Fund (CSSF) or other areas of HMG. This should support: M&E for the full three years; consultation with civil society, governments and government departments in the UK and in FCAS annually; and a final, external independent evaluation which is published. In line with the Independent Commission for Aid Impact (ICAI) criticism of value for money and impact of the former conflict pool, HMG should ensure that throughout the NAP, it maximises DFID M&E expertise to support and enhance HMG's Women, Peace and Security work, and monitor impact.
- iv. **Needs Further Government Coordination:** GAPS welcomes the inclusion of the Home Office and Government Equalities Office in the NAP as this reflects the cross-government nature of UNSCR 1325. Engagement should be extended to the Northern Ireland Office, Ministry of Justice and Crown Prosecution Service as well as the Policing College (formerly National Police Improvement Agency), as GAPS recommended in 2013. As these government ministries and institutions also relate to the NAP and the principles of Women, Peace and Security, their inclusion is important to ensure these principles are adhered to across UK departments, particularly with reference to Northern Ireland, asylum seekers in the UK and training of police forces in FCAS. It is also critical that the Ministry of Defence plays a full role in delivering the NAP and stays engaged throughout the plan's lifespan.

### **3. Implementation Plan – Overarching Recommendations:**

- i. **Make it a Living Document:** As the NAP will continue to be reported on annually, GAPS recommends that HMG capitalises on this 'living' nature and updates the Implementation Plan at the reporting stage each year. This will enable HMG to include and plan for programmes, policies and systems related to Women, Peace and Security which have come on stream in

the year prior to reporting and are planned for the subsequent year. For example, HMG should update its Implementation Plan in 2015 to account for commitments that will be made during the September 2014 High Level event on the Call to Action to protect women and girls in emergencies, the Post-2015 development framework, updated DFID Operational Plans (which will be updated in March 2015), and the recommendations and results of the UN High Level Review of UNSCR 1325 (October 2015). This will reflect the development of HMG's work on Women, Peace and Security. It would also be beneficial to annex the Implementation Plan to DFID Operational Plans and FCO-MOD Country Business Plans. This would support the roll out of the NAP globally and HMG's commitments to Women, Peace and Security in the focus countries.

- ii. **Align Better with the Intervention Framework:** The Implementation Plan should be based on HMG's Women, Peace and Security Intervention Framework (Annex B of the NAP), in addition to the relevant sections in the main text of the NAP, including the core principles outlined on page 3. Currently there are activities and outputs in the Intervention Framework which are not included in the respective pillar sections in Section 4. Annex B should be cross-referenced against the Implementation Plan to ensure it reflects the framework and activities outlined in it.
- iii. **Cover all NAP Sections in the Implementation Plan:** It is important that the Implementation Plan includes activities under the following sections of the NAP: building UK capacity; working multilaterally; and M&E. This level of detail is needed to ensure effective oversight of HMG's implementation as the activities should be outlined and annually reported on.
- iv. **Link and Coordinate UK NAP to Other International Efforts:** The Implementation Plan should reflect existing commitments relevant to Women, Peace and Security, including the UN Secretary General's Seven Point Plan, the NATO 1325 Action Plan, and gender mainstreaming in New Deal implementation. It must also complement focus countries' own NAPs and would benefit from coordination with other actors (such as donor governments or multilaterals) on Women, Peace and Security activities in focus countries. This will ensure that the UK's NAP and Implementation Plan are aligned with international and national processes. For example, the UK is the lead donor for the New Deal in Somalia and supported the Somali Government's development of its Sexual Violence Action Plan. It is therefore important that the Implementation Plan coordinates with these ongoing processes to ensure that it takes forward gender mainstreaming in the New Deal, and that the Women, Peace and Security-specific work the UK undertakes in Somalia is reflected in the Implementation Plan.
- v. **Ensure Each Country Plan is Comprehensive and Coherent:** The Implementation Plan should include overarching work that addresses all pillars of UNSCR 1325 and recognises the nexus between the pillars. It is essential that HMG's efforts in each focus country are holistic and address Women, Peace and Security in its entirety. HMG must, therefore, ensure that each pillar is addressed in each focus country.
- vi. **Update NAP Indicators:** The draft indicators in the NAP should be updated to reflect the activities set out in the Implementation Plan in the NAP. The current indicators do not adequately reflect the outputs and activities. They could, for example, address internal perceptions and capacity on participation and VAWG programming within HMG to ensure that they are measurable.

### 3.1. Implementation Plan – Participation Pillar:

- i. **Define Meaningful Participation:** GAPS welcomes the UK Government’s recognition that women and, where appropriate, adolescent girls, must be able to influence peace and security and not just be represented numerically. GAPS welcomes this focus and commitments to meaningful participation of grassroots organisations given their importance to peace and security. For example, GAPS suggests activities 1.2.2 and 1.2.3 include a 30% target. The United Nations Economic and Social Council used a 30% target for women in positions at decision-making levels by 1995, to reach the critical mass required to impact decision-making. This is referenced in the Beijing Platform for Action, which the UK has agreed to. Meaningful participation could also be addressed through perception indicators, particularly on attitudes to women’s leadership and ability to participate in decision-making, with data collected and disaggregated between men and women and by age, caste, class and ethnicity, and marginalised groups including widows.
- ii. **Address Social, Economic and Political Participation:** Comprehensive participation of women is essential to peacebuilding because it is fundamental to the fulfilment of women’s rights and empowerment and therefore to peace and security. The Implementation Plan should therefore address various forms of participation. Currently the NAP focuses on women’s political participation. The Implementation Plan should be expanded to comprehensively include social and economic participation, which DFID is well positioned to lead on. Economic participation is currently only referred to under the protection pillar, not the participation or prevention pillars. The Implementation Plan should also outline which institutions HMG will engage with to promote participation. This should include political parties, women’s caucuses or committees, state governance institutions at national and local levels, informal or traditional governance systems, and community-based structures or forums.
- iii. **Financial and Technical Support:** GAPS welcomes HMG’s commitment in activity 1.1.1 to provide “*financial and technical support*” for coalitions. The Implementation Plan should outline: what mechanisms will be used to provide this level of support; mechanisms for grassroots organisations to access the support; and data collection methods to monitor such support. Furthermore, GAPS recommends HMG addresses participation at multiple levels, including international, national, district, local and community levels. The Implementation Plan should outline how these levels of participation will be addressed with financial and technical support.
- iv. **FCAS Training:** Activity 1.3.1 should be implemented in all countries in which HMG operates. The Implementation Plan should outline the UK diplomatic, development and security services training in all of HMG’s focus countries, not only Afghanistan.

### 3.2. Implementation Plan – Prevention Pillar:

- i. **Strengthen Logic between Outcomes and Activities:** GAPS welcomes that the outcome on preventing VAWG is very ambitious, however, it is unclear how the outputs and activities will meet this. For example, the specific focus on Sexual and Gender Based Violence (SGBV) by combatants against women and girls reflects the FCO’s work on the Preventing Sexual Violence Initiative (PSVI), but is inconsistent with the Intervention Framework which seeks to address all forms of VAWG. The Implementation Plan should reflect HMG’s work on VAWG and ensure that the activities are designed to meet the outcome.

- ii. **Clarify Protocols, Policies and Guidance:** GAPS welcomes commitments in the Prevention Pillar to updating and developing protocols, policies and guidance. The Implementation Plan should identify what these will be and outline how they will be used and monitored to ensure their effectiveness is assessed.
- iii. **Include Gender Analysis in Conflict Analysis:** The Implementation Plan should include details on how HMG will ensure that its conflict analysis fully integrates gender analysis. This could include details on how HMG staff and consultants will be trained in gender analysis and processes for assessing the inclusion of gender sensitivity in Joint Analysis of Conflict and Stability (JACS) and other conflict analysis tools.
- iv. **Integrate More Clearly DFID Theory of Change on VAWG:** GAPS welcomes the inclusion of DFID's Theory of Change on VAWG as it is a detailed tool to implement a holistic response to addressing VAWG. In the prevention sections of the Implementation Plan, GAPS suggests the activities demonstrate how the Theory of Change will be used in practice. This should outline how HMG will address the underlying causes of VAWG, and work to transform discriminatory attitudes and behaviours as well as access to justice and prosecutions. The Implementation Plan should also address all forms of VAWG rather than specific forms of VAWG as currently outlined in 2.3.2, 2.4.1, and 2.5.
- v. **Include follow up to PSVI and Sexual Violence and the Call to Action to Protect Women and Girls in Emergencies:** GAPS welcomes the inclusion of PSVI-related activities in the NAP. As GAPS has stated previously, PSVI and the Call to Action should be clearly situated in HMG's Women, Peace and Security work. The Implementation Plan should include details of: follow-up work on the International Protocol, which is not currently referenced in the NAP; projects related to PSVI (see 2.4.3); who the PSVI partners will be (also 2.4.3); the role of civil society; and accountability of the 2013 and 2014 Call to Action commitments.

### 3.3. Implementation Plan – Protection Pillar:

- i. **Strengthen Logic between Outcomes and Activities:** The protection outcome is also very ambitious and, whilst this is welcome, it is unclear how the outputs and activities will meet this ambition and the overarching outcome. The Implementation Plan should reflect all of HMG's work on prevention and ensure that the activities are designed to meet the outcome.
- ii. **Clarify Support to Human Rights Defenders:** The protection section should reference activities related to women human rights defenders, which the NAP currently does not. The Implementation Plan should set out how HMG will undertake protection activities for women human rights defenders in each of the six focus countries. This could include, for example, the development of country-specific plans to implement the EU Human Rights Defender Guidelines.
- iii. **Requires Specific Country-Level Detail:** GAPS welcomes the inclusion of programming across HMG's operational countries, however, in the Implementation Plan this should be further broken down into what activities will be taking place and targets for each focus country. For example, it is currently unclear which countries are included in the security and justice programming to improve access to justice for 10 million women and girls.

- iv. **Link to VAWG in Emergencies:** Activities outlined in the Protection Section of the Implementation Plan should ensure they address the principles of the Call to Action to protect women and girls in emergencies (Call to Action) communiqué and DFID’s Theory of Change on VAWG, importantly the multi-sectoral responses required in protection programming. This should include outlining how the Call to Action commitments will be implemented in each focus country and within the UK’s own systems. This could also include mapping how the pillars of the Theory of Change on VAWG are being implemented in each of the focus countries. The section should also include PSVI-related activities, which include protection as well as prevention.

### 3.4. Implementation Plan – Relief and Recovery Pillar:

- i. **Requires Specific Country-Level Detail:** This section includes a number of new commitments. The Implementation Plan should therefore outline how these will be met in each of the focus countries and in the UK’s own systems and processes. For example, support given to national security forces (4.1.1), deployment of teams of experts including the number of experts and purpose of their planned deployments (4.1.2), and which technologies will be used to improve accountability in emergencies (4.1.4).
- ii. **Outline Specific Commitments to Call to Action:** GAPS welcomes the inclusion of the Call to Action in the Relief and Recovery section of the NAP. GAPS recommends HMG includes details of what commitments from the Call to Action HMG will be implementing, with which partners, and what they will do to take the commitments forward into action in the Implementation Plan.
- iii. **Distinguish Between Refugee and IDP Populations:** This section refers to refugees, which seems to also include Internally Displaced People (IDPs) and programming for IDPs. In the Implementation Plan, HMG should outline its programming for both refugee and IDP populations for whom Relief and Recovery programming and systems should be targeted at.
- iv. **Clarify Role of Local Communities:** This section does not outline the role of local communities, who are both immediately affected by and are often first responders in conflict and emergencies. When defining “specific need”, it is important that the Implementation Plan addresses how local communities will be included in decision-making processes.

This is supported by:



and independent members of GAPS