

**UK National Action Plan on Women, Peace and Security  
Gender Action for Peace and Security (GAPS) and HMG Consultation**

**Nation Action Plan Strategic Framework and Prevention and Protection Pillars  
15<sup>th</sup> October 2013**

**1. Background**

GAPS and HMG lead NAP Departments, the Foreign and Commonwealth Office (FCO), Department for International Development (DFID) and Ministry of Defense (MOD) designed and held a series of workshop to review the UK's current, 2010 – 2013 NAP and develop recommendations for the 2014 – 2017 NAP. The Workshops were organised jointly with HMG and GAPS, a network of development, human rights, humanitarian and peacebuilding NGOs and practitioners.<sup>1</sup> The GAPS-HMG workshops aimed to:

- Maximise civil society and HMG expertise on women, peace and security and outline what the Protection and Prevention pillars should include in the 2014 - 2017 NAP;
- Outline where HMG can make the most impact add value in the 2014 – 2017 NAP;
- Highlight areas where HMG and CSO can partner and collaborate; and
- Outline areas of best practice where expertise could be shared.

The first NAP workshop focused on the overarching Strategic Framework of the NAP and the Prevention and Protection pillars of UNSCR 1325. This workshop was chaired by the FCO and GAPS and opened by the Deputy Head of the FCO Conflict Department, Gareth Bailey. GAPS members Saferworld and Womankind Worldwide supported this workshop.

Gareth Bayley opened the workshop by outlining how Women, Peace and Security agenda is incorporated into broader HMG conflict policy and the challenges involved in that. He directed participants to the Building Stability Overseas Strategy (BSOS), which includes women's protection and 1325, VAWG and participation of women in peacebuilding (Chapter 9.9). Gareth highlighted the importance of ensuring that the Women, Peace and Security agenda is included across HMG's conflict policy work, rather than siloed.

**2. Overview of Recommendations and Discussion**

**A. MEL and Evidence Base:**

- i. Long-Term Approach: The Group agreed that the NAP and the indicators and objectives for the NAP needed a long-term approach. They agreed that it would be important for these to show impact, but that impact will also be achieved beyond the life of one NAP.
- ii. Research and Evidence Base: The Group agreed that there is a lack of research and sound evidence base which outlines the impact of women's participation in, and successful approaches to women's participation in peacebuilding. The Group agreed that this addressed in the next NAP to support the arguments to why women's involvement in prevention and increased protection is important to the peacebuilding agenda.
- iii. Consultation: The Group agreed that increased consultation in the development and life of the NAP was essential. HMG commitment to ensuring this in the 2014 – 2017 NAP.

**B. Funding:**

- i. CSSF: The Group agreed that the new CSSF would need to have a strong WPS component, including measures to ensure that a gender perspective is mainstreamed across all work undertaken under this fund.

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<sup>1</sup> GAPS promotes, facilitates and monitors the meaningful inclusion of gender perspectives in all aspects of policy and practice on peace and security. Through research, campaigning and advocacy, GAPS bridges the gap between the realities of women in conflict affected countries and UK decision makers and practitioners.

- ii. Women's Rights Organisations: The Group agreed that finding mechanisms to support women's rights organisations, who are often central to community peacebuilding efforts is vital.

**C. Internal Section:**

- i. UK-specific: The Group agreed that the NAP should have a UK-specific section which addresses (among others) the police, armed forces and leadership roles in HMG.
- ii. Senior Leadership: The Group agreed that senior leadership across FCO, DFID and MOD was vital to ensure cross-government implementation of the NAP.

**D. Existing and Future HMG Policy:**

- i. Coordination: The Group agreed that the NAP should be better aligned to existing and future HMG police and programming, and in order to do so, the WPS agenda would need to be expanded across relevant government departments. Existing policy noted included: the BSOS; the JACS; DFID VAWG Theory of Change; DFID Strategic Vision for Women and Girls; SSR Programming; the post-2015 framework; the Preventing Sexual Violence Initiative; DFID's Call to Action on VAWG in Emergencies.

**E. Women's Rights Organisations and Consultation:**

- i. Consultation: The Group agreed that consultation with women's rights organisations when developing, reviewing and evaluating the NAP, conflict or VAWG programming, and interventions is central to understanding the situation at community and national levels and to developing the solutions.

**F. Own Laws and NAPS:**

- i. Alignment: The Group agreed that the NAP and CAFS programming should account for other countries' NAPs and ensure that it is support of the national process.

**G. Criteria:**

- i. Specific Criteria: The Group agreed that criteria should be based on HMG's ability to have maximum impact; in-country need; and on-going and planned programming. The Group also discussed the possibility of the Bilateral Section focusing on countries that are on the 'continuum' of conflict (i.e. extremely fragile, during conflict, immediately after, 10 years after)
- ii. Generic Support: The Group agreed that outside of the Bilateral Section of the NAP, all DFID Country Offices, Embassies and Military Interventions should have systems in place to implement the NAP and WPS policies, this could possibly be achieved through Country Business and Operational plans.

**H. Nexus between Pillars:**

- i. Commonality: The Group agreed that there was a clear nexus between the pillars and that there were a number of areas in which discussion topics overlapped. Examples include: the importance of consultation with women's rights organisations; and the use of protection Early Warning Indicators (such as increases in VAWG) for conflict prevention.

**I. Ambition of the NAP:**

- i. Ambition: The Group agreed that the next UK's NAP needs to be ambitious. It needs to include all departments and needs to address what the UK hopes to achieve through its work on Women, Peace and Security and how it will achieve that. The current NAP was preserved as under-ambitious and outlined activities rather than ambition and strategic direction to deliver that. The Bilateral Section outlines this well, as does the UK's 2013 Report to Parliament which demonstrates that the UK is doing work on WPS that was not outlined in the NAP.

**3. Women, Peace and Security Strategic Framework**

Rosy Cave, Gender and Conflict Advisor, Stabilisation Unit, briefed the Group on the Strategic Framework on Women, Peace and Security which will form the foundation of the NAP and HMG's strategic direction for Women, Peace and Security. The Strategic Framework will be based on recommendations from the NAP Evaluation, undertaken in June 2013, and the NAP consultation with civil society. The Strategic Framework will:

- Reaffirm the UK Government's commitment to UNSCR 1325 and associated resolutions;

- Demonstrate the relevance and importance of the WPS agenda to the Conflict, Stability and Stabilisation agenda;
- Have a greater emphasis on participation which recognises the importance of promoting participation, which was formerly a weak area of the NAP;
- Work cross-government and include the Preventing Sexual Violence Initiative (PSVI);
- Outline country and regional priorities for the Bilateral Section and a generic commitment to support other governments to develop and implement their NAPs; and
- Strengthen the Monitoring, Evaluation and Learning (MEL) of the NAP.

Rosy Cave outlined the difference between a strategy and a strategic framework, which is a shorter document of approximately 4 pages, rather than a strategy and is aimed at outlining the future direction of programming, rather than a lengthy strategic outline. HMG also outlined the importance of the strategic framework in pulling together HMG's ambition on WPS which will guide the NAP.

#### **4. Review and Development of the Current and new NAP**

Gareth Bayley, Deputy Head of the Conflict Department explained that the Building Stability Overseas Strategy (BSOS) is the foundation of HMG's conflict prevention work. Women, Peace and Security currently features in one chapter of the Strategy, rather than being integrated across it. HMG hopes that WPS will ultimately be integrated across the sections of the BSOS. This is key to ensuring greater cross-government coordination and 'buy-in' on WPS and increasing the coordination among departments. This includes HMG's work on Violence Against Women and Girls (VAWG) in both DFID and the FCO which has been defined by Ministerial leadership. However, this work is not effectively reflected in the NAP, which demonstrates the need for increasing broader HMG WPS buy-in under the new NAP. The MOD highlighted this as an issue within the MOD, but there was acknowledgment that ensuring WPS is embedded across thematic and geographic desks and missions/country offices in all NAP departments is vital. For this, HMG feel that there is a need for better examples of why WPS is important and where WPS programming has been successful. The Group agreed that to embed WPS across HMG, it is vital to outline why WPS is an international security issue.

- ❖ **Strategic Recommendation 1:** In the new NAP, HMG should ensure that the Women, Peace and Security is included across HMG's conflict policy work and ensure that the importance of participation is recognised in the NAP.
  - The NAP needs to ensure the work across departments and within departments is coordinated and ensure that the NAP is incorporated into the work of Country Offices, Embassies, Missions, Operations and thematic and geographical desks.
  - The Group agreed that the HMG WPS training presents a good opportunity to address WPS in country by training staff who focus on conflict and human rights in country.
  - The NAP should include links to HMG's Trade and Counter Terrorism work.
  - WPS needs champions in all Government departments. A senior Champion for WPS in the MOD to lead the agenda in the MOD and Military would be an important element of the new NAP.
  - There is an interconnection between the pillars of UNSCR 1325, which should be reflected in the NAP. The Group agreed that participation forms the foundation of all of the pillars. The Group discussed the importance of economic empowerment, which would be an important addition to the NAP, which is being assessed as a possible inclusion into the NAP.

Gareth also outlined the FCO's funding streams for conflict and conflict prevention, which included, the FCO's peacekeeping budget and the FCO-DFID-MOD Conflict Pool. He explained that, as per the Chancellor's budget statement, the Conflict Pool would be changed in 2015 to the Conflict,

Stability and Security Fund (CSSF), which the Home Office would also be able to access. The CSSF will be led by the strategic direction of the National Security Council (NSC). The principles of the BSOS will continue to underpin the CSSF. Gareth confirmed that despite the CSSF being established to directly support national security, Counter Terrorism programming will not be funded from the CSSF.

Civil society outlined their appreciation for HMG's generic offer to support other countries' NAPs, however, they also emphasised the primacy of developing a system to ensure that all HMG systems, programmes and processes integrate WPS in a meaningful manner. This would require HMG to develop a system that supports the development of WPS programming in conflict-affected countries that are not Bilateral Focus Countries. GAPS members felt that this is more important than developing a generic offer to support other country NAPs. However, if HMG were to decide to support other countries develop NAPs that it must also commit to supporting the implementation of those NAPs, which is an international issue.

The Group discussed the importance of consulting with civil society, particularly Women's Rights Organisations at the grassroots level in conflict-affected countries. This is essential to ensure the development, review and evaluation of a NAP that addresses WPS issues. The FCO outlined the processes of civil society consultation in 2013, which included the NAP Questionnaire and UK-based workshops. HMG also committed to in-country workshops for new NAP Bilateral Section Countries and that funds have been put in place for these consultations. The Group agreed that a longer consultation period, of three months, would be necessary to ensure UK-based civil society can comprehensively consult with their in-country partners.

The Group discussed the involvement of each of the three departments in the NAP and WPS agenda more broadly. The Group agreed that the FCO and DFID have a range of programming on WPS however MOD has taken less of a lead in this, including high level leadership, such as in the FCO and DFID, and training of UK military.

## **5. Sections in the New NAP**

The Group discussed the Sections that will be included in the new NAP and agreed on the following aspects:

- ❖ Strategic Recommendation 2: HMG should include an internal section in the NAP, stronger outcome and impact MEL and the develop of the Bilateral Section of the NAP and HMG's plans for support to other countries' NAPs.
  - The inclusion of a Section on Internal mechanisms is important, this includes on the UK's own security and justice mechanisms.
  - The Monitoring, Evaluation and Learning Section of the NAP needs to include outcome and impact indicators, rather than only output indicators. The Group also agreed that the MEL of the NAP needs to address the long-term commitment and aims of the UK's NAP.
  - The Bilateral Section of the NAP is vital and has ensured HMG is implementing the NAP in focus, high priority countries. However, HMG needs a policy to ensure the NAP is integrated into all country office plans, business plans and operations in all conflict-affected countries.
  - The Bilateral Section of the NAP should be shared with CSOs in-country so that they can support the review and implementation of it. In-country consultation for Bilateral Section and non-focus countries of the NAP during the development, mid-term and final evaluation of the NAP. The Philippines NAP includes a forum for donors and activists to agree, coordinate and communicate around the activities in the NAP. The UK could implement a similar plan.
  - HMG's suggestion of a 'Generic Offer' for the NAP is positive, however, it is important that any generic offer is founded in the principles of the NAP, and that any offer invests as much in the implementation of new NAPs, as the development of them. Any generic offer should also:

- Institutional and structural support and buy-in for the NAP
- Understanding that the NAP feeds into security and justice system reform processes
- Innovative funding mechanisms for supporting WPS at community level
- When deciding the Bilateral Focus of the NAP, HMG should maximise the existing investment of DFID's existing programmes, where the UK has a long-term engagement.
- The inclusion of the MENA Section was an important step which acknowledged the 'living' aspects of the NAP. However, HMG needs to ensure its investment on Women, Peace and Security is long-term and that HMG continues to work on areas in which it has and can have impact.

## 6. Criteria for Focus Countries of the NAP

There was a general consensus within the Group that five priority countries could not be agreed in this part of the discussion. Some Group members suggested specific countries, including Sri Lanka and Turkey. The Group discussed global NAP opportunities, including the UNWomen led Global NAP Review, which GAPS is sending a representative and the FCO would be sending a representative to.

## 7. Protection Pillar

*Facilitated by Bethan Cansfield, Policy Manager, Womankind Worldwide*

### A. Introduction

The breakout Group on protection gave Group members an opportunity to discuss and identify challenges to working on Protection and solutions to how they could be included in the new NAP. Bethan introduced the International Frameworks; Regional Frameworks and UK Frameworks for protection. The Group suggested some additional frameworks, such as the European External Action Service, Human Rights Report, the FCO toolkit on Human Rights. The Group also discussed the conflict specific frameworks – including UNSCR1325, 1820, 1880, 1889 and 2106. These resolutions call on all parties to take special measures to protect women and girls from gender-based violence in conflict. They outline that this protection should include:

- Strengthening health services including sexual and reproductive health, psychosocial, legal, and livelihood support and other multi-sector services for survivors of sexual violence, including taking into account the specific needs of persons with disabilities.
- Strengthening judicial systems, including through legislative and policy reforms that address sexual violence; training in sexual and gender-based violence of justice and security sector professionals and the inclusion of more women at professional levels in these sectors.
- Socio-economic reintegration services for survivors of violence.
- Building protection into DDR processes and security sector reform.

These resolutions also recognise the critical role of women's rights organisations in providing protection for women and girls.

### B. The Protection Pillar of the new NAP other Policies and Programmes

- ❖ Strategic Recommendation 3: In the NAP, HMG should implement a holistic approach to VAWG, address social norms, and consult with women and women's rights organisations.
  - The Group agreed that the definition of protection is different for men and women. It is important that HMG consults with women to ensure its work on protection reflects the protection needs of women.
  - Ensuring programmes bring social change at community level is key. This should not be
  - an imposition of western values on cultures but should address the universality of women's rights. To address social norms in the new NAP, a community-wide approach is necessary, such as the role of men in tackling VAWG and involvement of community leaders. Funding

for, and consultation with women's rights organisations is an essential platform to achieve this.

- All women have different experiences, for example widows and wives of the missing have different experiences. The new NAP should address the different experiences of women and should ensure it undertakes research into successful protection programming.
  - The principles around do no harm important to defining mechanisms for interventions. It is vital that this is regularly reviewed to ensure the NAP and programmes emulating from it do not do harm. Working with local women's rights organisations can support HMG in the application of the do not harm principle.
- ❖ **Strategic Recommendation 4:** The protection areas of the NAP should address all HMG's work on VAWG, expand this work, and include international commitments on protection of women human rights defenders and other international frameworks.
- The new NAP must address PSVI, DFID's work on VAWG and the DFID-Government of Sweden High Level Event on VAWG in Emergencies. Domestic Violence only mentioned once in the NAP. The new NAP must address all forms of VAWG and not focus solely on sexual violence.
  - The new NAP must encompass other HMG programmes that relate to protection and WPS but are not currently in the NAP. It must also ensure it is aligned to international WPS work.
  - Global protection mechanisms should be addressed the in the NAP, for example CEDAW. The use of the EU Human Rights Defender guidelines is important in the new NAP and a key issue for protection. The new NAP should address how the UK will implement the Guidelines.
  - There are important links to the Post-2015 Framework which the NAP needs to address, this includes protection of women as witnesses of VAWG. Suggested indicators in the High Level Panel Report could be used in the NAP.
- ❖ **Strategic Recommendation 5:** HMG include the development of protection and prevention of VAWG mechanisms in the MOD in the new NAP.
- The MOD has a key role in protection, including how senior British commanders work with our equivalents in other countries. For example, mechanisms to establish training that reflects realities of WPS on the ground and information gathering would be a way the UK could take this forward.
  - The UK's current work with DPKO on protection of civilians and the best practices for this could be used in the UK's NAP.
  - Training for UK troops, which builds on the gender training the MOD is delivering in other countries is important. This could include a reporting mechanism for GBV.

### **C. Objectives and Indicators for Protection:**

The Group agreed that developing indicators for the NAP is difficult, however, the Group outlined a number of recommendations for objectives and indicators in the new NAP. The Group agreed that whilst the collection of quantitative data is important, qualitative data collection would be more useful.

- ❖ **Strategic Recommendation 6:** In the new NAP, HMG should use currently available data and develop indicators based on coordination of protection work across government and with other governments.
- The new NAP should address the extent to which GBV relates to UK's conflict policy and action on peace and security. This would be a useful indicator.
  - HMG should ensure it maximises cross-government learning, such as the Home Office objectives and indicators for domestic work on VAWG, and DFID's vast experience in MEL.
  - Indicators in the NAP should be linked to indicators of other nations NAPS (where appropriate and available).
  - Through the new NAP, HMG should assess successful protection programming and build an evidence base on successful programming.

- There is a large amount of data that demonstrates that VAWG is used as a weapon of war. HMG could use this data as part of indicators in the NAP.
- The new NAP should address the process of dialogue in Afghanistan. This could also be used as an indicator.

## **8. Prevention**

***Facilitated by Shelagh Daley, Advocacy Coordinator, Saferworld and Hannah Wright, Gender, Peace and Security Advisor, Saferworld***

### **A. Introduction**

This session focused on conflict prevention. Hannah Wright, Saferworld, gave a brief overview of the international and UK frameworks on conflict prevention. Hannah informed the Group that, due to the mandate of the Security Council, the UNSCRs tend to focus on diplomatic and military approaches to conflict prevention and resolution, whereas the UK prioritises an upstream approach to conflict prevention as set out in the BSOS, focused on addressing the underlying causes of conflict. The UK has not articulated *how* a gender perspective should be mainstreamed into its upstream conflict prevention activities: this is not covered in the current NAP or the BSOS.

One entry point for doing this is to ensure that all conflict analysis includes gender analysis in order that programming can be designed which incorporates a gender perspective. GAPS believes the JACS guidance does not go far enough in setting out what it means to do gender-sensitive conflict analysis – it talks about the need to consult with women and consider women’s role as peacebuilders, but falls short of doing gender analysis.

There is an objective in the NAP to develop gender-sensitive early warning indicators and HMG has been in discussion with GAPS about this. There is a lack of consensus as to what gender-sensitive early warning indicators are, but the Group agreed that it is not possible to set them at the global level as they are too context-specific.

The Group acknowledged that prevention includes prevention of VAWG. However, for the purposes of this Workshop, the Prevention Pillar discussion focused on conflict prevention.

### **B. The Prevention Pillar of the new NAP other Policies and Programmes**

- ❖ Strategic Recommendation 7: In the new NAP HMG should ensure women’s participation on conflict prevention and the need for a long-term approach to transforming conflict dynamics and gender roles.
  - The Group agreed that although the importance of the role of women in upstream conflict prevention is affirmed in the BSOS and NAP, it is not clear what this means in practice and how it will be ensured. The Group agreed that the new NAP should set out how it will ensure women’s participation and inclusion in HMG conflict prevention activities. For example, social and economic exclusion are commonly drivers of conflict, and women should be included in and benefit from efforts to promote inclusion and economic empowerment.
  - As exclusion from decision-making is a common driver of conflict, the participation of women from all social groups is central to conflict prevention.
  - Transforming conflict dynamics and gender roles is a long-term goal. As a result, long-term investment and approaches are needed, and the M&E framework for the new NAP should acknowledge that it is not possible to demonstrate results in short periods of time.
- ❖ Strategic Recommendation 8: HMG conflict prevention policy should include a gender-sensitive approach and have funding and resources to support the implementation of this.
  - HMG should develop guidance how to integrate a gender perspective into conflict prevention and peacebuilding work, which could be based on existing guidance, which

would help country offices, geographic desks and anyone applying for funding under the CSSF to mainstream gender and go beyond a tick box approach.

- HMG policy on gender in conflict prevention has not thus far addressed how gender itself can be a driver of conflict. Gender-sensitive conflict analysis is key to understanding not just the roles of women and men but the role of gender in conflict and peacebuilding. The JACS should always include gender analysis and staff undertaking the JACS should be trained in this.
  - The new NAP will need to ensure that country business plans effectively integrate WPS, which will require guidance, training, and funding.
  - Security and justice system development is a core part of HMG's conflict prevention work, and it would be helpful for HMG to provide guidance for country offices on how to ensure that all security and justice programming is gender-sensitive. This is needed for all departments carrying out security and justice programming.
- ❖ Strategic Recommendation 9: In the new NAP, HMG should develop context-specific early warning indicators and improve the evidence base for relationship between gender and conflict, stability and security.
- HMG should articulate what it means by gender-sensitive early warning indicators/systems and seek to develop context-specific ones for different countries.
  - An objective to produce further research on the relationship between gender and conflict, stability and security to build a stronger evidence base should be included in the new NAP. Ideally there should be dedicated funding for this.
- ❖ Strategic Recommendation 10: HMG need to ensure the new NAP addresses a holistic approach to conflict prevention and prevention of VAWG.
- The NAP should acknowledge the need for work on men and masculinities as part of conflict prevention and prevention of VAWG, whilst continuing to prioritise an approach based on women's rights.

## 9. Summary

Section two outlines the summary of the major issues and recommendations from the discussion. The Summary focused on the nexus between the pillars and the importance of identifying which factors are causes and which are symptoms of inequality, and focus as much as possible on underlying causes. The Group agreed that the new NAP should build emphasis on the women as agents of change, rather than just focusing on women as victims/survivors of violence.