

**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 Participation and Relief and Recovery
Pillars
29th October 2013**

1. Background:

GAPS and HMG lead NAP Departments, the Foreign and Commonwealth Office (FCO), Department for International Development (DFID) and Ministry of Defence (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 by GAPS¹ and HMG. 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 second NAP workshop focused on the overarching Strategic Framework of the NAP and the Participation and Relief and Recovery pillars of UNSCR 1325. This workshop was opened Chaired by DFID and GAPS and opened by Jo Moir, Deputy Head CHASE. GAPS members Womankind Worldwide and CARE International supported GAPS in the delivery of the workshops.

Jo outlined the momentum around Women, Peace and Security (WPS) and the role of the National Security Council (NSC) in the Conflict, Stability and Stabilisation Fund (CSSF) and Post-2015 Framework discussions. Jo noted the £25 million Violence Against Women and Girls (VAWG) Innovation Fund and the DFID-Government of Sweden Call to Action on VAWG in Emergencies.

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 women's contribution to peacebuilding. The Group agreed that this should be taken forward in the next NAP to support the arguments to why women's involvement in prevention and increased protection is important to the peacebuilding agenda.

¹ 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 works to bridge the gap between the realities of women in conflict affected countries and UK decision makers and practitioners.

- 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.
 - 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 unambitious and outlined activities rather than ambition and action. 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.

- ii. **Accurate Reflection:** The NAP also needs to reflect programming in a clear manner. For example, in the Report to Parliament, it is very difficult to see what elements of major UK-funded programming is on WPS, and therefore should fall under the NAP, and which elements are broader than WPS.

3. Strategic Framework

Rosy Cave, Gender and Conflict Advisor, Stabilisation Unit, briefed the Group on the Strategic Framework on the 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 that focuses on the Bilateral Section and a generic commitment to support other governments to support their NAPs; and
- Strengthen the Monitoring, Evaluation and Learning (MEL) of the NAP.

4. NAP Pillars: Participation and Relief and Recovery

The Group agreed that participation should be a theme running across the pillars of the NAP and welcomed HMG's commitment to increased investment in participation. Jo informed the Group that participation will be key element and deliverable that will guide the NAP.

4.1. Participation

Facilitated by Abigail Hunt, Policy and Advocacy Manager, Womankind Worldwide

Abigail outlined the international and national frameworks for participation, which provide a platform that has enabled women to participate.

A. Definition of Participation

The Group discussed the definition of Participation and agreed that for participation programming to have an impact it needs to part of a holistic approach. The Group discussed the definition of participation and multiple levels at which participation work should focus. The Group had a long discussion to outline this and agreed that whilst political participation is possibly the way that Governments engage on participation, a broader approach is necessary to ensure that women are truly able to participate in all aspects of conflict prevention and the push for peace.

- ❖ **Strategic Recommendation 1:** Participation requires a holistic, multi-level approach which

addresses women's diverse experiences and the importance of their inclusion in conflict prevention, peacebuilding, and reconstruction.

- A holistic approach to participation is necessary. This should include economic, social and political participation at multiple levels, including grassroots, community, district, national and international levels.
- Participation requires a long-term approach, which is founded on sound consultation with women and communities.
- Participation is a core theme of all of the pillars of the NAP, as a result women's needs should be addressed in protection, prevention and relief and recovery and their voices heard in all work on the pillars.
- Participation is essential in security and justice mechanisms to ensure that they deliver for women.

B. Barriers to Participation

The Group discussed the barriers to women's participation and the interconnection across the barriers. They agreed that the links and interconnection between barriers cannot be underestimated or assumed. The group also discussed the role the media has on participation through their portrayal of women and women who participate at all levels.

- ❖ Strategic Recommendation 2: There are multiple barriers to participation. It is essential that the barriers and their interconnection are assessed and that women are consulted to define these.
 - Consultation with women in conflict-affected countries to enable them to define their own barriers to participation is essential for effective participation intervention which is founded in the context-specific, multi-level barriers women experience.
 - Women need to be given fora to define their own barriers to participation, which requires consultation with women in conflict-affected countries. For example, Saferworld highlighted the role of public space and impact that a lack of or threat to their access to public space has on women's social, political and economic participation at all levels.

C. Recommendations for Participation in the NAP

The Group agreed that for HMG to deliver on participation, it needed a sound definition of participation, which would form the basis of a Theory of Change, which would lead to the delivery of objectives on participation.

- ❖ Strategic Recommendation 3: Conflict prevention, peacebuilding, and reconstruction should address the underlying causes of women's lack of participation.
 - To enable effective participation work, HMG should ensure that the underlying causes of women's lack of participation are addressed, such as access to education, attitudinal change towards women's participation, and stakeholders that the International Community engages with.
 - It is essential to challenge the power dynamics and structural causes of women's lack of participation to address the barriers to this.
 - Programming on participation should address the structural drivers which prevent and curtail women's participation.
 - The NAP should address the impact men and boys have on participation. This includes the impact of gender norms, masculinities and femininities which constitute barriers to women's participation and the response of men and boys, including backlash against women's increased participation and the protection needs arising from this.

- ❖ Strategic Recommendation 4: Women's participation in conflict prevention, peacebuilding and peacekeeping is essential for peace. HMG should ensure that participation of women and programming that addresses their needs is a key theme of the NAP. This should be multi-level and address women's participation at grassroots, national and international levels.
 - HMG should develop and implement a multi-level Theory of Change on women's role in conflict prevention, peacebuilding and peacekeeping and addresses the vital role of women's rights organisations in this. This should be used by all lead-NAP departments.
 - The Theory of Change should address participation at multiple levels – from a top down, and bottom up and the connection between grassroots and national level participation.
 - Women's rights organisations are the most effective means of bridging the gap between national and int'l formal processes and grassroots level where women are active in informal peacebuilding and conflict resolution, conflict prevention. In the new NAP, HMG should commit to increasing work focused at bridging this gap.
 - HMG should ensure that women's role in peacebuilding and conflict prevention at community level is addressed at national and international level so that their needs are addressed, and that their role is formally recognised. The recognition of women's role in this will play an important step in breaking down some of the attitudes to women's participation.
 - Participation programming should recognise the importance of women's rights organisations and ensure that funding is available to them. This is important when a socio-political-and-economic situation changes (such as the the uprisings in the Middle East and North Africa) so that women's rights organisations are able to access funding for the work they are doing to bring peace at community and national levels.

- ❖ Strategic Recommendation 5: HMG should ensure that its WPS and conflict and fragile states work and policies are coordinated in the new NAP. It should also ensure that this accounts for national policies, systems and programmes on WPS.
 - Greater coordination of HMG policy is essential, for example in the Theory of change on VAWG, participation is noted in the enabling environment rather than in the programming sections, however these are not mutually exclusive.
 - Participation work within the NAP should be linked to the aims, objectives and commitments of other related policies, such as the BSOS and other related policies should include the principles of the NAP.
 - The NAP needs to incorporate the themes and country plans in the New Deal for Engagement in Fragile States, which has thus far included women's participation in varying contexts. In the NAP the UK should commit to implementing the recommendations on how to better bring in the gender perspective to the New Deal.
 - Participation is essential in security and justice mechanisms to ensure that they deliver for women. This should form part of the UK's WPS work.
 - HMG should ensure that it looks to maximise its diplomatic efforts to ensure women participate in peace building and peace processes by increasing pressure on national governments and other parties in conflict.
 - HMG should develop a roster of women who can participate in international peace negotiations, as required in UNSCR 1325.
 - The NAP should be based in national programming to ensure that it is coordinated. For example, the NAP should be reflected in SSR programmes.

- ❖ Strategic Recommendation 6: HMG should maximise the ‘window of opportunity’ in post-conflict situations which can harness the impact of the roles taken on by which in conflict which are outside of normal gendered-roles.
 - Post-conflict situations provide a ‘window of opportunity’ to address structural drivers causing and maintaining gender inequality. This opportunity is presented by the roles women take on in conflict which are outside of normal gendered-roles and responsibilities. The new NAP should address this and undertake a thorough context-specific analysis of shifts in gendered roles in conflict.
 - Risk assessment and mitigation of risks is essential for all NAP programming to ensure that there is no backlash against the empowerment of women.

4.2. Relief and Recovery

Facilitated by Howard Mollet, Conflict Policy Advisor, CARE International

Howard opened the session by outlining the components of UNSCR 1325 in the NAP which included the needs of women and girls in relief, and gender sensitivity of organisations involved in recovery. The Group agreed that to date, the NAP and international work on Relief and Recovery had not effectively addressed the aims of UNSCRs on WPS. The Group agreed that DFID-Government of Sweden Call to Action on VAWG is an excellent platform for further policy work in this area.

A. Coordination of the NAP and other HMG Policies

- ❖ Strategic Recommendation 7: In the New NAP period, HMG should ensure its work on relief and recovery and women is undertaken by all lead NAP departments, and is incorporated into the NAP. These should be reflected in HMG’s planning for conflict-affected and fragile states and should include International Frameworks.
 - The Relief and Recovery pillar of the NAP has a direct link to the International Community’s, including HMG’s, commitments made at the DFID-Government of Sweden High Level Event on VAWG in Emergencies, including how VAWG is dealt with in conflict-affected and fragile states. Major areas of connecting include the requirements to assess VAWG in each emergency context. The NAP should reflect these commitments. This should also be reflected in the Bilateral Section of the NAP.
 - The NAP should also address commitments from the High Level event in DFID Country Office Business Plans, training for staff and producing guidance which reinforces commitments made in the High Level Event and in the NAP.
 - The NAP needs to ensure the Relief and Recovery Pillar incorporates the commitments in the Preventing Sexual Violence Initiative (PSVI) and related declarations and resolutions.
 - The NAP and its Strategic Framework should address the links between the FCO-led PSVI and DFID-led High Level Event on VAWG.
 - The NAP should outline and incorporate the humanitarian principles that DFID is addressing in HMG’s work on WPS.
 - The NAP should address the role of the military and WPS in the NAP, such as civil-military relations, coordination through the protection cluster with security actors and the military’s capacity for information collation.
- ❖ Strategic Recommendation 8: In the new NAP, HMG should ensure that DDR programming and interventions in relief and recovery are gender-sensitive and addresses the specific needs of women, this includes DFID, FCO and MOD. HMG should ensure this is

systematic in its own programming and funding, and work with international actors and frameworks to develop best practice on how this can be achieved.

- The NAP must address the gender aspects of DDR programmes. These need to link with women’s experience of conflict, conflict prevention and peacebuilding, but also their protection and prevention needs. The NAP should address economic recovery, training, job creation, employment and education. This needs to account for the needs of women.
- HMG should maximise its role in the Gender-Based Violence Area of Responsibility (GBV AoR) to take forward consultation of humanitarian actors on how they liaise with political, security and justice actors in peace operations. Such consultation could result in humanitarian actors being supported to clarify their approach based on lessons learned from DRC, Somalia, and other conflict-affected states.
- In the new NAP, HMG should to consult internally and externally on how to bring women and gender issues more effectively into transitional aid planning and funding and post conflict state and peacebuilding and governance frameworks, such as MTDFs, the New Deal process and post-2015 framework.
- HMG should work with the UN and UN Peacekeepers to define best practice on the inclusion of gender in DDR programmes.
- There is a direct connection between WPS and land and property rights. Relief and recovery periods and programming provide a sounds opportunity to address this. In the NAP, HMG should work with DFID's Early Recovery Cluster to assess if there is a specific initiative that the UK could support on land and property rights.
- The NAP should account for principles for, and programming for the role of the UK military in DDR, for example, in Afghanistan the MOD has a role in the training of the Afghan National Army and female cadets.
- DFID’s CHASE should link with the Early Recovery Cluster and ensure that gender is programmed for in all of the work designed and implemented by CHASE.

B. Women, Peace and Security Relief and Recovery Recommendations

- ❖ Strategic Recommendation 9: In the new NAP, HMG should ensure it includes a gender-sensitive approach to relief programmes, systems and processes. This should include accessible funding for women’s rights organisations.
 - In the new NAP HMG should outline plans for wider gender sensitivity and participation in humanitarian funding.
 - Accessible funding for women’s role and needs in relief is key. This must also be linked to the longer-term development agenda which should be addressed in the NAP.
- ❖ Strategic Recommendation 10: Women’s participation and programmes that meet women’s needs in relief is an essential.
 - The NAP should address participation and ensure consultation with, and the involvement of women in the design of programmes and interventions. This should be systematic and not context specific.
 - The NAP should ensure that work on Relief is closely tied with political, security and justice aspects of participation.
- ❖ Strategic Recommendation 11:
 - Participation is an essential element of Recovery systems. Justice, governance and service delivery need to recognise the importance of women’s participation in judicial

systems and in society, and need to ensure that they are targeted at women so they can experience the benefits of service delivery, but also that women are included in the design and delivery of these mechanisms to ensure they reflect the needs of women and their experiences in conflict prevention, conflict, peacebuilding and peacekeeping.

5. Indicators and Objectives

- ❖ Strategic Recommendation 12: The evidence base women's Participation and Relief and Recovery and connections with international frameworks and the MEL for those should be further developed.
 - In the new NAP, HMG should commit to investing in the development of the evidence base on Participation and Relief and Recovery and WPS, the diverse experiences of women, and the impact this has on genuine empowerment of women.
 - HMG needs to ensure its MEL in the new NAP is linked with UNWomen's development of MEL and indicators for UNWomen programmes and other frameworks, such as the post-2015 framework, and programmes for example women's participation in political and security and justice mechanisms.
 - Indicators and programming need to address the differences faced by different women and girls and ensure that these groups are not excluded from peacebuilding and conflict prevention.

6. Summary:

Victoria Clements, DFID, and Hannah Bond, GAPS summarised the discussion and drew the major themes from the workshop out. These are outlined in detail in Section 2 (page 2) and included the need for funding to address the long-term challenges of participation and relief and recovery. This funding should be accessible for local women's rights organisations. The workshop outlined the importance of consultation in WPS and conflict programming and of aligning the NAP to national laws and frameworks. Participation is a cross cutting theme in all conflict and peacebuilding work and should therefore be a major focus of the NAP.