



Implementing Locally, Inspiring Globally:

Localizing UNSCR 1325

in Colombia, Nepal, the Philippines,
Sierra Leone, and Uganda



This study is coordinated by the Global Network of Women Peacebuilders (GNWP) in collaboration with UN Women.

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The Global Network of Women Peacebuilders (GNWP), a program partner of the International Civil Society Action Network, is a coalition of women's groups and other civil society organizations from Africa, Asia and the Pacific, South Asia, West Asia, Latin America, Eastern and Western Europe. Our work entails advocacy and action for the implementation of United Nations Security Council Resolutions (UNSCR) 1325 and 1820 on women and peace and security including the supporting resolutions 1820, 1888, 1889, 1960, 2106 and 2122 at the local, national, regional and international levels.

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A project of the Global Network of Women Peacebuilders



GNWP

The Global Network of Women Peacebuilders

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Preface

We are proud to present this important publication, "Implementing Locally, Inspiring Globally: Localizing UNSCR 1325 in Colombia, Nepal, the Philippines, Sierra Leone and Uganda."

As we mark the 13th anniversary of the groundbreaking UN Security Council Resolution (UNSCR) 1325, we note that there are now six supporting resolutions on women and peace and security — UNSCRs 1820, 1888, 1889, 1960, 2106 and 2122 — which have reinforced the normative standards for ensuring women's participation in decision-making, conflict prevention and conflict resolution and recovery. These resolutions also urge Member States, civil society organizations, UN entities and other stakeholders to enhance their capacities to protect women and girls from sexual and gender-based violence, protect their rights during and after conflicts and ensure that their specific needs in recovery and peacebuilding periods are addressed.

This publication focuses particularly on GNWP's Localization of UNSCR 1325 and 1820 program, which translates the rhetoric of the women and peace and security resolutions into actions that make a difference in the lives of women, men, girls and boys in conflict-affected communities in Colombia, Nepal, the Philippines, Sierra Leone and Uganda. The publication illustrates how the program directly engages local authorities, traditional leaders and grassroots women's groups in implementing the resolutions in local communities. It also provides examples of how women and peace and security commitments are mainstreamed in local policy development and planning processes.

The guiding principles in this people-based, bottom-up approach to policy making and implementation, which emphasize local ownership and participation, are as straightforward as they are effective. When local populations understand government functions and take part in developing policies, they actively contribute and help shape the relevant outcomes that affect their everyday lives.

For example, there is the Paramount Chief in Sierra Leone who tells his chiefdom that violence against women and girls is unacceptable and perpetrators will be heavily punished. There is the indigenous woman leader in Colombia who raises awareness in her community on how the application of UNSCR 1325 and 1820 can be used to protect the individual and cultural rights of indigenous people. In the Philippines, another indigenous woman has successfully led community lobbying efforts that resulted in tribal leaders including women in the all-male, century-old traditional peace and justice council. After attending a Training of Trainers program on UNSCR 1325 and 1820, a civil society leader in Nepal now travels to local communities to conduct training on the resolutions. All these people make up GNWP's partners in the Localization of UNSCR 1325 and 1820 program, and their powerful stories of narrowing the gap between global policies and local implementation reflect the vital work going on now and continuing in the future.

This report is an important contribution to the Global Review of the implementation of women and peace and security resolutions that make up the already robust policy framework. What we need going forward are strong, active models of how the resolutions are being carried out. Let us sustain the local implementation and inspire global implementation.



Mavic Cabrera-Balleza

Overall Project Coordinator and Editor

October 2013

Localization Synthesis Report

List of Acronyms

BAP	Barangay Action Plan
CEWIGO	Center for Women in Governance, Uganda
CIASE	Corporación de Investigación y Acción Social y Económica
CSO	Civil Society Organization
CSW	Commission on the Status of Women
DAP	District Action Plan
DecSec	Decentralization Secretariat, Sierra Leone
DDC	District Development Committee, Nepal
GNWP	Global Network of Women Peacebuilders
LAP	Local Action Plans
LGU	Local Government Units, Philippines
LIMPAL	Liga Internacional de Mujeres por la Paz y la Libertad, Women's International League for Peace and Freedom, Colombia
MPED	Ministry of Finance, Planning and Economic Development, Uganda
MGLSD	Ministry of Gender, Labor and Social Development, Uganda
MoD	Ministry of Defense, Nepal
MoE	Ministry of Education, Nepal
MoFA	Ministry of Foreign Affairs, Nepal
MoPR	Ministry of Peace and Reconstruction, Nepal
MoWCSW	Ministry of Women, Children and Social Welfare, Nepal
MSWGCA	Ministry of Social Welfare, Gender and Children's Affairs, Sierra Leone
NAP	National Action Plan
NOW	National Organization of Women, Sierra Leone
NWC	National Women's Commission, Nepal
OPAPP	Office of the Presidential Adviser on the Peace Process, Philippines
PCW	Commission on Women, Philippines
UNSCR	United Nations Security Council Resolution
SiLNAP	Sierra Leone National Action Plan
SGBV	Sexual and Gender-based Violence
ToT	Training of Trainers
VDC	Village Development Committee, Nepal
WE Act 1325	Women Engaged in Action on 1325, Philippines
WPA	Women and Peace and Security

I. Background and Methodology

Background

In the last decade, numerous United Nations Security Council resolutions have been passed to strengthen international law mandating the rights of women to participate in peace negotiations and to ensure that other important measures incorporate women in peace and security matters worldwide. These resolutions and steps are based on the groundbreaking adoption of United Nations Security Council Resolution (UNSCR) 1325 in October 2000, which transformed the perception of women as peacebuilders and decisions-makers rather than as victims of armed conflict. This transformative element of UNSCR 1325 paved the way for not only additional resolutions but also for supporting instruments and policies to prevent sexual and gender-based violence in conflict and to promote a gender perspective in peacekeeping and field-based operations.

UNSCR 1820 (June 2008), which focused on sexual violence in conflict, was followed by UNSCR 1888 (September 2009), a resolution that identified specific actions to respond to sexual violence in conflict and appointed a Special Representative of the Secretary General on the issue. Soon thereafter, in October 2009, UNSCR 1889 was adopted to strengthen the UN's commitment to women's inclusion in peace negotiations, in governance and financing of post conflict recovery. In December 2010, UNSCR 1960 called upon parties to armed conflict to implement specific commitments to put an end to sexual violence and requested the Secretary General to track and monitor the implementation of these commitments. On June 24, 2013, UNSCR 2106 was adopted, establishing a detailed operational framework in the work of the UN, governments and in coordination with civil society; with the ultimate goal of ending impunity towards sexual violence in conflict. The latest resolution on women, peace and security (WPS), adopted during the WPS Open Debate held on October 18, 2013, mainly emphasizes women's participation and leadership as a critical element to international peace and security.

Since the adoption of UNSCR 1325 in 2000, progress on implementing WPS resolutions has been remarkably slow and inconsistent. Year after year, civil society organizations (CSOs) continue to identify a lack of political will at national levels, a lack of sufficient and transparent funding and a lack of systematic monitoring all hindering effective implementation of Resolution 1325 in their respective countries.¹ *While finding concrete ways to remove or overcome these barriers, it is important to rethink the dominant implementation strategy itself.*

The Global Network of Women Peacebuilders (GNWP) offers a new approach to finding effective ways to implement UNSCR 1325 and the supporting resolutions. *The Localization program of GNWP, which directly engages local authorities, traditional leaders and local women in the implementation of UNSCR 1325 and 1820 in local communities, complements the efforts of governments, civil society and other national actors and ensures that the WPS resolutions—and National Action Plans (NAPs)—are owned and carried out at the local level.*² It is a people-based, bottom-up approach to policy-making that goes beyond the local adoption of a law, as it guarantees the alignment and harmonization of local, national, regional and international policies and community-driven strategies to ensure local ownership, participation and links among local communities, civil society organizations and government. It is not designed to increase bureaucratic functions or add more work for local officials. Rather, the program allows local communities to analyze their everyday government functions and policies to see what is promoting or hindering the implementation of UNSCR 1325 and 1820. In this way, the Localization of UNSCR 1325 and 1820 program creates channels for better coordination, cooperation and coherence among national and local stakeholders in the work around the WPS resolutions.

¹ *Women Count: Security Council Resolution 1325: Civil Society Monitoring Report* is the first NGO initiative that monitors the implementation of the WPS resolutions. The outcomes are powerful advocacy tools that provide women peace activists with an evidence-based instrument to advocate for better implementation of UNSCR 1325 and 1820. GNWP members from Afghanistan, Armenia, Canada, Colombia, Democratic Republic of Congo, Fiji, Liberia, Nepal, Netherlands, Philippines, Rwanda, Serbia, Sierra Leone, South Sudan, Spain, Sri Lanka, Sweden, and Uganda have participated in this monitoring project from 2010–2013. See Global Network of Women Peacebuilders (2012), *Women Count: Security Council Resolution 1325: Civil Society Monitoring Report*, accessible on <http://www.gnwp.org/what-we-do/policy-advocacy/in-country-and-global-monitoring-of-united-nations-security-council-resolution-1325>

² The Global Network of Women Peacebuilders (GNWP), a program partner of the International Civil Society Action Network (ICAN), is a coalition of women's groups and other civil society organizations from Africa, Asia and the Pacific, South Asia, West Asia, Latin America, Eastern and Western Europe. Our work entails advocacy and action for the implementation of United Nations Security Council Resolutions (UNSCR) 1325 and 1820 on women and peace and security including the supporting resolutions 1888, 1889 and 1960 at the local, national, regional and international levels.

As good practices from the implementation of the Localization program in Colombia reveal, the success of localization as an implementation strategy is not contingent on the existence of National Action Plans on UNSCR 1325 and 1820. In countries that have yet to adopt NAPs, localization becomes an important alternative mechanism for implementing the WPS resolutions in local communities. Effective local action planning on the resolutions may even prompt national governments to reconsider their position on the adoption of a NAP. For countries that have developed and adopted NAPs, the Localization program has proven to be a critical complementary tool that strengthens the implementation of NAPs in local communities. The Localization program has also provided a much-needed boost in implementation in countries where attention on NAPs has waned after their adoption.

Localization as an implementation strategy is based on the premise that local ownership and participation leads to more effective policy implementation in local communities. For women and girls, better implementation means greater participation in decision-making, enhanced prevention and protection from sexual and gender-based violence (SGBV) as well as greater realization of their human rights. For everyone, it means more sustainable peace and development at subnational, national and global levels.

Objectives of the Localization program

Developed by GNWP and its member organizations in 2010, the Localization program has four main objectives:

- 1) To promote systematic coordination between national and local government authorities in implementing UNSCR 1325 and 1820, along with National Action Plans (NAPs) on the resolutions, where they exist;
- 2) To facilitate greater cross-sectoral cooperation and collaboration on the implementation of UNSCR 1325 and 1820 NAPs among civil society organizations, government agencies, UN entities and other relevant actors;
- 3) To raise awareness and understanding of UNSCR 1325 and 1820 and related international instruments and national policies among local government officials, religious leaders, community elders, traditional leaders, local women leaders and the respective constituencies of these local actors; to promote local ownership of the resolutions and identify concrete actions toward implementation in local communities; and
- 4) To contribute toward better global implementation of UNSCR 1325, 1820 and the other supporting resolutions on women and peace and security.

To meet these objectives, the Localization program has two principal components; each component entails specific activities.

Component 1: Localization workshops

The first component consists of conducting 2- to 3-day Localization workshops. Participants in the workshops are individuals who make decisions in their local communities—mayors, governors, traditional leaders, indigenous leaders, human rights activists, women’s rights advocates, teachers, police and military officers and religious leaders. By learning about Resolutions 1325 and 1820, and discussing how these important international laws relate to her or his specific sociocultural and political context, each participant takes ownership of the resolutions and makes personal commitments to work toward their implementation.

Although the workshop program is adapted by GNWP members to fit each local context, a typical Localization workshop includes discussions on these topics: concepts of gender and WPS; root causes of conflict(s) for a given country/community; history and content of UNSCR 1325 and 1820 and the NAP (where it exists); the relationship between sustainable development, good governance and peace and security; and local development processes. Following these sessions, participants break into small groups to assess the relevance of the resolutions in the sociopolitical and cultural context of their communities. Collectively, they identify relevant provisions of the WPS resolutions and proceed to draft language that can be integrated directly into community development plans or other local legal or policy frameworks. Participants may also decide to draft local action plans (LAPs) for UNSCR 1325 and 1820 implementation in their districts, municipalities or villages.

At the end of a Localization workshop, each participant also expresses her or his individual commitments to further contribute to the implementation of the resolutions, the NAP and the LAPs. The value of these personal commitments

lies in the actions that result soon after the completion of the workshops: for example, a preacher shares the pillars of UNSCR 1325 and 1820 with his congregation; or a woman police officer holds a seminar on UNSCR 1325 and 1820 for her town's police force.

Component 2: Training of Trainers workshops and development of Localization Guidelines

The second component of the Localization program was designed by the GNWP international coordinating team and GNWP members to ensure the sustainability of the program. The main activities under Component 2 are Training of Trainers workshops and the drafting, adoption and rollout of Localization guidelines.

Typically, once Localization workshops have been held in several regions of a country, a small group of former participants, about 20 to 25, are invited to take part in a 2- to 3-day Training of Trainers. The objective of the session is to further develop the expertise of leading civil society actors, local authorities, teachers and traditional and indigenous leaders on implementing the WPS resolutions locally. With this expertise, participants in the Training of Trainers make up a national Pool of Experts, who can then hold Localization workshops in different regions of the country. This Pool of Experts also goes on to formulate concrete strategies to ensure the operationalization of local and sectoral action plans on UNSCR 1325 and 1820.

The other activity under Component 2 is the drafting, adopting and rolling out of Localization Guidelines. Once again, this activity builds on the momentum of the Localization workshops and the strengthened alliance between CSOs, local government and lead implementing agencies of the WPS resolutions at local and national levels. After Localization workshops, a team made up of CSO experts on UNSCR 1325 and 1820, local authorities that took part in the Localization workshops and experts from key national ministries (such as gender ministries, decentralization ministries, local development ministries and such) draft a practical guide for local authorities. This guide is meant to assist local authorities in mainstreaming the relevant provisions of UNSCR 1325 and 1820/NAPs (where they exist) in local development plans. Once drafted, these guidelines are validated by the participants during the Training of Trainers workshop, as well as by lead implementing ministries and agencies at the national level. Validated guidelines are then endorsed by these key ministries and rolled out throughout the country, ensuring the effective implementation of Resolutions 1325 and 1820 in every city, district, municipality and village.

In both components, the Localization program promotes coordination between national and local government authorities in implementing the UNSCR 1325 and 1820 and NAPs. It also facilitates cooperation and collaboration among civil society organizations, government agencies and UN entities and other relevant actors who support the Localization program in the seven countries where it has already been implemented.³

Peace Exchange (South–South Exchange)

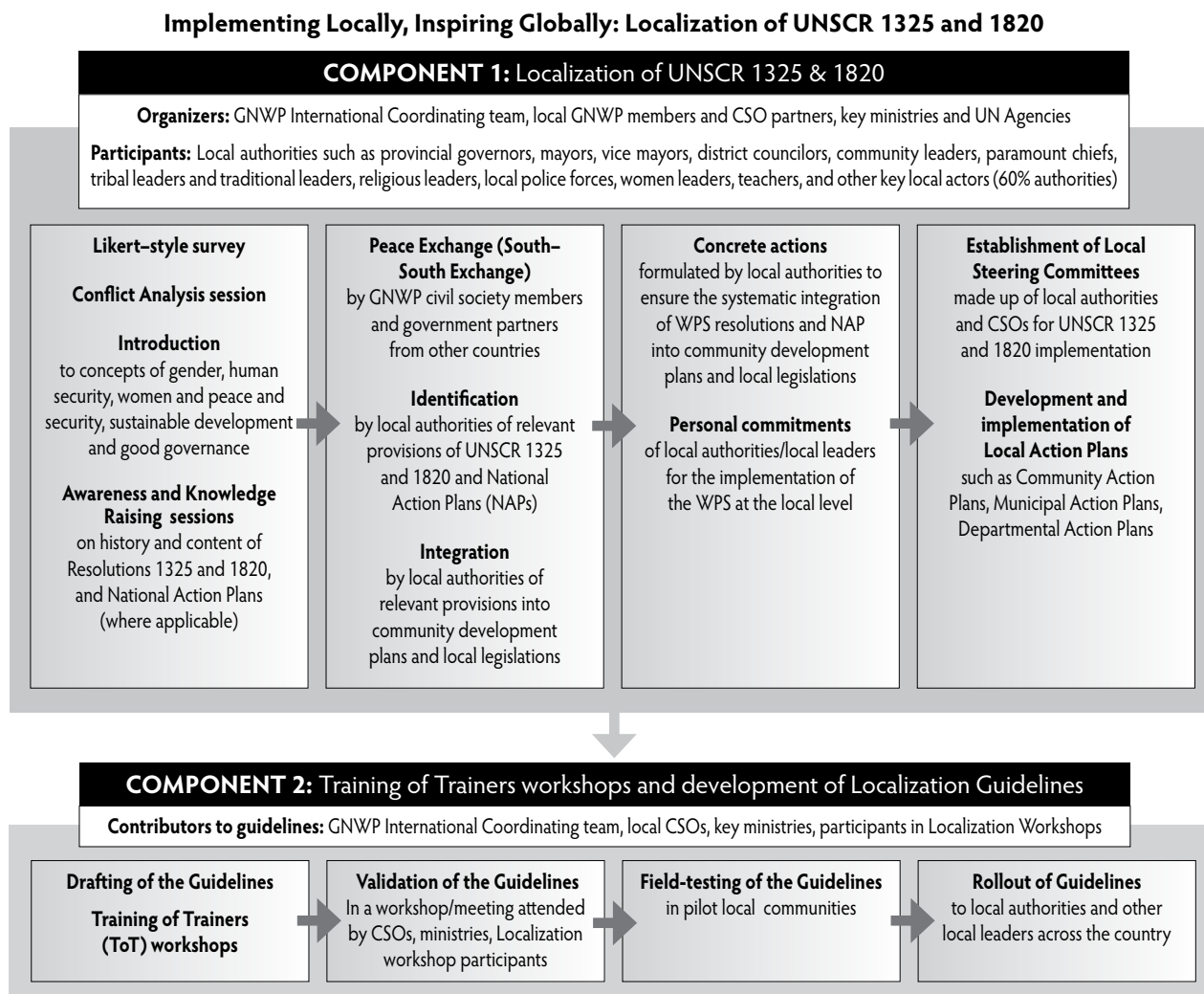
A key aspect of the Localization workshops is the Peace Exchange or South–South Exchange, which refers to the participation of GNWP members (civil society) and government partners from other countries in Localization workshops in any given country. This element promotes cross learning and sharing of experiences within Africa, Asia and Latin America.

GNWP members from Kenya and Uganda took part in the initial localization workshops in Burundi in 2010. In 2012, GNWP members from Burundi, the Democratic Republic of Congo (DRC), Liberia and Rwanda attended a Localization workshop in the Eastern Region in Sierra Leone. The GNWP members from Burundi were able to share experiences of the localization process in their country, where the Localization program has been operational since 2010. The Congolese, Liberian and Rwandese participants also reflected on the usefulness and applicability of a similar program in their countries. GNWP members and local authorities from Nepal have taken part in Localization workshops in the Philippines and vice versa. Official exchange meetings between CSOs and government delegates from the two countries were also organized. During the Training of Trainers workshop that took place in Colombia in October 2013, civil society representatives from Argentina and Guatemala had the opportunity to share their experiences in national action planning processes and localizing the WPS resolutions in their respective countries. Furthermore, the

³ Operational since 2010, the Localization of UNSCR 1325 and 1820 program has been implemented in Burundi, Colombia, the Democratic Republic of Congo (DRC), Nepal, the Philippines, Sierra Leone and Uganda. It will also be implemented in Liberia beginning in 2013.

Argentinian and Guatemalan participants reflected on the applicability and value added of the Localization program as an implementation strategy in Argentina and Guatemala.

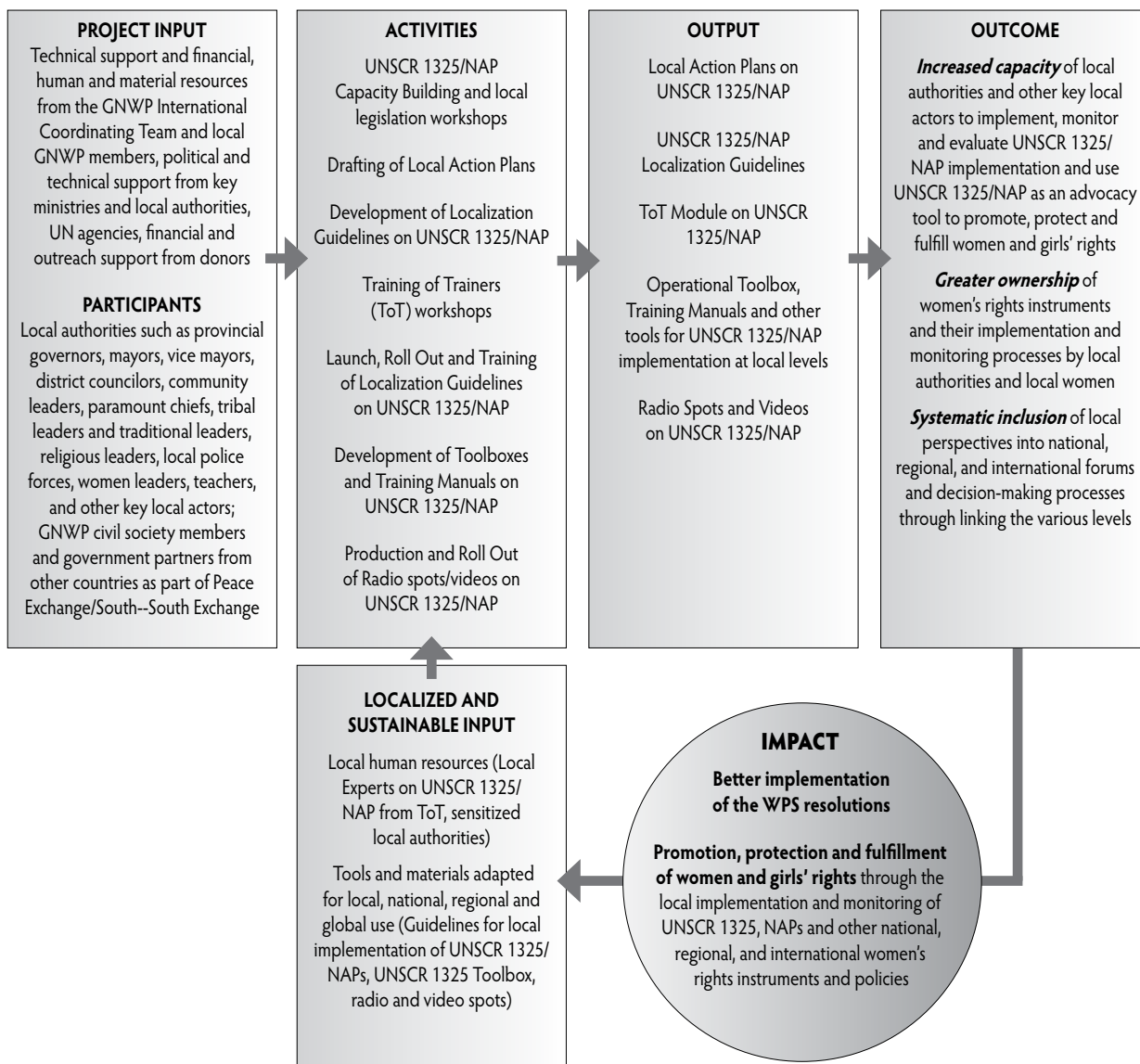
Figure 1: Components of the Localization Program



GNWP's Localization program is young. Change seldom happens overnight, especially when the work involves altering deeply rooted beliefs and ideas about the roles of women and girls in local communities, whether they are in conflict, post-conflict, or at peace. Yet that is no excuse for inaction, and in its second year, the Localization program has already been highlighted in the UN Secretary-General 2012 and 2013 Report on WPS as a good practice of NAP implementation that ensures the mainstreaming of women and peace and security commitments in all relevant policy and planning processes, including at the subnational level.⁴ *Now moving into its third year, the Localization program has led to numerous positive outcomes in the countries where it is operating, directly impacting the very individuals that the WPS resolutions are meant to protect and empower: women and girls living in conflict-affected communities.*

⁴ See United Nations (2012), *Report of the Secretary-General on Women and Peace and Security (S/2012/732)*, New York: United Nations, Paragraph 7, accessed on August 15, 2013, http://www.securitycouncilreport.org/atf/cf/%7B65BFCE9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/s_2012_732.pdf

Figure 2: Localization Program Operational Framework



As a contribution to the 2013 Global Review⁵ of WPS resolutions and NAP implementation and with the overarching objective to gauge how resolutions and NAPs on WPS are being carried out at national and local levels, this synthesis report describes in-depth the implementation of the Localization of UNSCR 1325 and 1820 program in five countries: Colombia, Nepal, the Philippines, Sierra Leone and Uganda. *The spirit behind sharing good practices is to encourage all actors involved in the implementation of the WPS resolutions—including UN Member States, UN agencies, civil society and the donor community—to support, adapt and adopt Localization as an implementation strategy for the full and effective use of WPS resolutions, NAPs and other national, regional and international policies meant to ensure peace and security.*

⁵ An abridged version of the synthesis report will be one of the three background papers discussed during the Global Review meeting “Building accountability for national and regional implementation of Security Council resolutions on Women, Peace and Security,” held in New York from November 5-7, 2013 by UN Women.

Localization and its link to the process of decentralization

The Localization program is inextricably linked to the decentralization of power in the countries where it is carried out, and so in the five countries under study in this publication. It builds on the extent to which the local governance structures are granted autonomy and decision-making power as a result of decentralization processes. Through Localization workshops and the development and roll-out of Localization Guidelines, the Localization program uses the mandates of local authorities and the local governance structures to strengthen capacities to guide them in the integration of UNSCR 1325 and 1820, NAPs (where they exist) and related national policies, such as gender equality, women's empowerment and sexual and gender-based violence, in their local development plans and policy formulation.

States often adopt processes related to devolution or decentralization, with *the aim of transforming governmental functioning and encouraging the involvement of marginalized populations*. While devolution refers to the empowerment of local actors, decentralization attempts to shift authority across institutions, from the national level to the local. This re-distribution of decision-making power and accountability is labeled as "localization" when strategies pertaining to political, administrative and/or fiscal decentralization are employed. Political decentralization refers to the direct election of local governments and facilitates accountability of elected officials to community members. Administrative decentralization enables subnational governments to engage local officials, thereby ensuring that these officials are accountable to the elected local government. Additionally, administrative decentralization demands fiscal responsibility from local governance structures through granting greater autonomy in spending and taxing. However, while a degree of financial autonomy may be granted in this case, fiscal decentralization ensures that a balance is maintained between spending constituents' money and seeking revenue from the community, especially when in danger of losing electoral votes.⁶

While the strategy of decentralization has been extensively analyzed, there is limited focus on women's engagement in the process. A majority of research on women's political participation is confined to the national level, with little acknowledgement of the links across political space, including dynamics between local governance and the state. Women's direct engagement in national decision-making tends to garner greater attention and resource dedication than involvement in localization processes. It is argued that increased engagement at the national level is the primary mechanism to providing a platform and the tools to enable women's active participation at the local level. While this assertion is compelling, it offers an incomplete picture of gender politics and obscures the unique role that localization and the promotion of local level policy development can play in women's empowerment.⁷

To deconstruct women's space within a decentralization framework, it is important to *underscore the centrality of women's access to and participation in local governance* and its ultimate impact at the national level. Access to local level decision-making is integral to strengthening women's leverage across the political arena and bringing their specific concerns to the table. Additionally, without active involvement in local governance, the possible overturning of achievements made at the national level toward improving women's lives and communities remains worrying. Therefore, to maintain national level advances in women's empowerment, it is important that women be involved in subnational governance. Similarly, when it comes to ensuring effective implementation of state-level policies on gender equality, the localization process is crucial in preventing such legislation from being relegated to "empty rhetoric."⁸

Decentralization is often meant to bring a government closer to the grassroots context, allowing local communities to actively participate in decisions impacting their lives. The principle behind this process is especially pertinent to enhancing women's roles as stakeholders and agents of change.⁹ Men and women occupy gendered spaces, with women often bearing the responsibility for tasks that are more community or family oriented.

6 Tugrul Gurgur and Anwar Shah (2005), "Localization and Corruption: Panacea Or Pandora's Box?" The World Bank.

7 See Jo Beall (2007), "Decentralization, Women's Rights and Development," London: Development Studies Institute London School of Economics and Political Science, accessed on August 29, 2013, <http://www.idrc.ca/EN/Documents/WRC-Decentralization-documents/Jo-Beall-Decentralization-Women's-Rights-Development.pdf>

8 Beall 13

9 Alfred Lakwo (2009), "Making Decentralization Work for Women in Uganda." *African Studies Collection* 16, accessed on August 28, 2013, <https://openaccess.leidenuniv.nl/bitstream/handle/1887/13793/ASC-075287668-1025-01.pdf?sequence=2>

Therefore, it follows that a significant portion of women's needs at the grassroots level would involve accessibility to local services, which "in turn become policy priorities for women."¹⁰ Decentralization thereby becomes the bridge between grassroots women's needs and national policies. In terms of WPS, decentralization provides tangible opportunities for holding a government accountable to including women in peacebuilding processes, which often results in women's greater visibility.¹¹ As the good practices highlighted in this synthesis report demonstrate, localization as a decentralized approach to implementation of UNSCRs on WPS bridges the gap between policies on WPS and implementation on the ground, thus creating a palpable difference in the lives of women and girls.

Despite the clear potential and value of decentralized governance, it is important to note its limitations for women's involvement and highlight the possibility of overcoming such challenges. ***Although decentralization enables local governance, it is also more susceptible to prevailing sociocultural power dynamics.*** Women's engagement with local structures remains impacted by entrenched traditional biases and perceptions surrounding gender roles, leading to their lower participation or inefficient leadership. Decentralization processes need to be coupled with creating dialogue and addressing underlying prejudices, in addition to training women representatives on policies and leadership. In this regard, capacity building, knowledge and awareness-raising and cross-sectoral dialogues that are part of the Localization program become imperative. To ensure that women representatives do not remain mere tokens, strategies aimed at raising awareness on the needs of women constituents and increasing women's participation in the political arena should be an integral aspect of the decentralization process.

Methodology

To report on effective initiatives of implementation of WPS resolutions and NAPs at national and subnational levels, civil society networks in the five countries in this report have conducted thorough reviews and analyses of written documents, including: NAPs, national policies on WPS, national laws and policies on gender equality, women's empowerment, sexual and gender-based violence, local development plans, local (municipal, departmental, regional) action plans for UNSCR 1325 implementation, civil society and government monitoring reports of UNSCR 1325 implementation and output documents from training and workshops on the WPS resolutions.¹² Country research teams also examined the commitments of national and local authorities to implement WPS resolutions, the guidelines for the local implementation of UNSCR 1325 and 1820 (in the countries where they have been developed) and materials, such as radio and video productions and toolkits that have been used to further the implementation of WPS resolutions and policies locally.¹³

In this synthesis report, the good practices of each country have been presented through the different components of the Localization program, which are linked to one or more of the following rubrics: collaboration between national and local authorities; collaboration among government, civil society, UN and other stakeholders; training, awareness-raising and behavior change communication strategies; tools for implementation; fostering local ownership; and how information travels globally, nationally, locally and multidirectionally.¹⁴ Although not all the countries in this review reported good practices under all rubrics, all country reports identified these rubrics as complementary components, which underpin the implementation of WPS resolutions and NAPs (where they exist) at the local level.

10 Beall 14

11 Ariana Qosaj-Mustafa (2010), "Strengthening Women's Citizenship in the Context of State-Building: Kosovo Security Sector and Decentralization," Kosovar Institute for Research and Development (KIPRED), accessed on August 28, 2013, http://www.fride.org/download/IP_Women_Citizenship_Kosovo_ENG_ag10.pdf

12 The civil society organizations that took part in this research are: the Corporación de Investigación y Acción Social y Económica (CIASE, Colombia), Red Nacional de Mujeres (Colombia), WE Act 1325 (the Philippines), Saathi (Nepal), Center for Women in Governance (CEWIGO, Uganda), and National Organization of Women (NOW, Sierra Leone). All aforementioned organizations are member organizations of the Global Network of Women Peacebuilders (GNWP).

13 Interviewed key actors and stakeholders at the national and local levels include: national level government officials as ministers, parliamentarians, prime ministers, presidents; local government officials and local authorities, including mayors, governors, customary, traditional and religious leaders, particularly those involved in informal justice and in implementation of national strategies on WPS; representatives from the Security Sector, both formal and informal; at the national and local levels, formal and informal; representatives from women's groups and civil society organizations, both at the national and local levels; and women in local communities who have taken part in Localization workshop, awareness-raising workshops on UNSCR 1325 or any programs on WPS.

14 UN Women and GNWP jointly developed these rubrics in early 2013, as a suitable framework for reporting on good practices in NAP implementation.

Key Findings

1. The Localization program has significantly raised awareness of local authorities and traditional leaders on the WPS resolutions in Colombia, Nepal, the Philippines, Sierra Leone and Uganda.
2. Knowing and understanding the WPS resolutions has led to a shift in discriminatory perceptions of women, gender roles and women's participation in decision-making and peacebuilding.
3. Engaging with religious and traditional leaders was pivotal in changing the community attitudes toward discriminatory practices. This has resulted in revising discriminatory local and/or traditional practices and adopting new local policies for the promotion of women's rights.
4. Local Action Plans for carrying out the WPS resolutions/NAPs are effective mechanisms to ensure that timely and concrete actions are taken to increase women's participation in decision-making, to prevent and protect women and girls from sexual and gender-based violence and to promote a gender perspective. It is crucial that local authorities, traditional leaders and CSOs participate in the plan's formulation to guarantee ownership and implementation.
5. Key ministries and local authorities have recognized the importance and potential of Localization Guidelines – in the countries where they already exist – to assist them in integrating WPS resolutions/NAPs in their local development plans. These Localization Guidelines ensure wider outreach and sustainability of the Localization program.
6. Training of Trainers workshops have successfully led to developing a pool of experts on the WPS resolutions/NAPs to guarantee local ownership, sustainability of the Localization program and multiplication of the Localization workshops.
7. Collaboration among local government authorities, civil society, UN agencies and the donor community has proved instrumental for full and effective implementation of the WPS resolutions/NAPs in local communities. The contribution of each is indispensable, whether it is funding, securing political buy-in, developing and adopting Localization Guidelines and Local Action Plans or providing expertise on WPS resolutions/NAPs.
8. Engaging with the security sector at subnational levels on issues of WPS, and including the security sector in Localization workshops and Training of Trainers workshops can potentially lead to faster and better response to cases of sexual and gender-based violence.
9. Accessible materials on UNSCR 1325 and 1820 and NAPs in local languages and dialects are necessary tools to guarantee awareness, understanding and implementation of the resolutions/NAP at local levels as well as for effective replication of Localization workshops.
10. Media such as public radio announcements and videos are effective in information dissemination and crossing literacy barriers for creating awareness on UNSCR 1325 and 1820 and NAPs.
11. Since frequent changes in local leadership can hinder the sustainability of the localization program, it is necessary to conduct Localization workshops for at least two election cycles or until Localization Guidelines are fully endorsed by key ministries; and are being used by local authorities on a regular basis.

II. Good Practices

A. Good practices from Colombia

Colombia Localization program at a glance

Does Colombia have a NAP on UNSCR 1325? *No. However, Colombian CSOs in partnership with local authorities and indigenous leaders, 18 municipalities and a specific sector (the LGBT community) have developed local action plans and one sectoral action plan on UNSCR 1325 and 1820.*

LOCALIZATION ACTIVITIES

Localization workshops and follow-up workshops

6 Localization workshops held in September 2012; 5 follow-up Localization workshops; and 3 new Localization workshops held in September 2013

Development of UNSCR 1325 and 1820 Toolkit

Training of Trainers workshop (ToT)

1 ToT workshop held in Bogotá in October 2013

OUTPUTS

18 Municipal Action Plans on UNSCR 1325 and 1820 implementation in Bolívar, Santander, Cauca, and Valle del Cauca departments in September 2013

Sectoral Action Plan for the LGBT community on UNSCR 1325 and 1820 implementation in Cauca department in September 2013

Indigenous women's network Action Plan and Indicators on UNSCR 1325 and 1820

Toolkit on UNSCR 1325, 1820 and supporting resolutions

Pool of experts on UNSCR 1325, 1820 and supporting resolution to replicate localization workshops countrywide

OUTCOMES

Wider implementation of UNSCR 1325 and 1820 in municipalities throughout Colombia

More effective diffusion of information on UNSCR 1325, 1820, the supporting resolutions and related laws in Colombia

Multiplication of Localization workshops countrywide

Best Practice from Colombia: Localization Workshops

Good practice in collaboration between local government and CSOs; training, awareness-raising and behavior change communication strategies; and fostering local ownership

In Colombia, the Localization program is a good example of **successful collaboration between civil society and local government — with a strong emphasis on local**. While the Localization program in the Philippines, Nepal, Sierra Leone and Uganda had the buy-in and support of relevant national-level ministries, in Colombia, the national government has not shown enthusiasm to develop a National Action Plan on the WPS resolutions and national ministries have not been directly involved in the localization work around these resolutions. Instead, departmental- and municipal-level authorities in Arauca, Cauca, Bolívar, Chocó, Santander, Valle del Cauca departments and the Federal District of Bogotá have supported women's networks in organizing Localization workshops. During the workshops, local officials identified the strengths and weaknesses of their respective community development plans related to WPS issues. In all departments, they concluded that the development plans were lacking in regard to gender and women's participation.

To address this shortcoming, and without a Colombia NAP, local authorities and women's rights activists who took part in Localization workshops in September 2012 and follow-up workshops in 2013 have drafted **Municipal Action Plans for the implementation of UNSCR 1325 and the supporting resolutions for 18 municipalities of the Bolívar, Santander, Cauca and Valle del Cauca departments**. In addition, a **UNSCR 1325 Sectoral Action Plan**

for the LGBT community was developed in Popayán (Cauca department) to respond to the violence committed against LGBT individuals by armed groups. For example, lesbians are the targets of particularly hateful crimes: there have been documented cases where armed groups cut off the women's breasts and rape them when they find out their sexual orientation. The drafting, adoption and implementation of municipal and sectoral action plans not only will lead to enhanced women's participation in decision-making and respect for the rights of women and girls, but **they are also a way to pressure the Colombian government to reconsider its position on drafting and adopting a NAP.**

Another important aspect of the Localization program in Colombia is the work done in indigenous communities. The Indigenous Localization Workshop held in October 2012 in the Cauca Department and its follow-up workshop held in Bogotá in September 2013 have led **indigenous women to recognize the importance of UNSCR 1325 as a tool to defend their rights and highlight their role in peacebuilding.** As a result of discussions on UNSCR 1325, indigenous women have established an Indigenous Women's Network, which allows women from different indigenous communities in Colombia to reflect on women's rights in the context of collective rights. It must be noted that an important aspect of the indigenous women's discussion of an international instrument such as UNSCR 1325 is its application in non-Western cultures. It is critical for this community to have clarity and consensus that the use of nontraditional norms will strengthen their advocacy abilities to protect their individual and cultural rights and not jeopardize their culture. In addition, the members of the Indigenous Women's Network have drafted an **Indigenous Women's Action Plan** for the implementation of UNSCR 1325 in their respective communities and developed a set of 21 indicators, based on GNWP's indicators used for the annual CSO Monitoring Report, to monitor and report on progress in carrying out the WPS resolutions in indigenous communities.

UNSCR 1325 and 1820 Toolkit

Good practice in tools for implementation; fostering local ownership; and how information travels

In Colombia, the 2012 Localization workshops revealed a strong need to develop a toolkit that would make UNSCR 1325, 1820 and supporting resolutions accessible and understandable to women, women' rights activists and local authorities throughout the country. With financial support from GNWP, a coalition of Colombian CSOs designed a **UNSCR 1325 and 1820 Toolkit** to be used in subsequent Localization workshops and other trainings.¹⁵

In the Colombia toolkit, printed materials on UNSCR 1325 and 1820 are complemented by radio spots and short videos. The short videos included in the toolkit were used in information sessions on UNSCR 1325 and 1820 in the 2012 Colombia Localization workshops. Since the workshops, participants have shared the videos in their workplaces and with their families. The radio spots, which were also produced with support from GNWP, have been broadcast on community radio, thus transcending literacy barriers and reaching a far wider audience. They have led women to mobilize to demand their rights and the implementation of the resolutions in their communities. The Colombia toolkit was used in additional Localization workshops and in a Training of Trainers (ToT) workshop in September and October 2013.

Training of Trainers (ToT) workshop

Good practice in training, awareness-raising and behavior change communication strategies; and fostering local ownership

An additional strategy in ensuring the sustainability of the Localization program in Colombia, a Training of Trainers (ToT) workshop was held in Bogotá, the capital, in October 2013. The objectives are to develop the expertise of leading civil society actors, local authorities and indigenous leaders on the localization of UNSCR 1325, 1820 and the supporting WPS resolutions; to form a pool of experts to work on localizing the implementation of UNSCR 1325, 1820 and the supporting WPS resolutions, building on related national and local policies; to enhance greater cooperation and collaboration between civil society, local authorities, indigenous leaders and other key local actors

¹⁵ The organizations that developed the 1325 and 1820 Toolkit are: the Corporación de Investigación y Acción Social y Económica (CIASE, Colombia), Red Nacional de Mujeres (Colombia) and Liga Internacional de Mujeres por la Paz y la Libertad (LIMPAL, Colombia).

on the implementation of UNSCR 1325, 1820 and the supporting WPS resolutions; and to formulate concrete strategies to ensure the operationalization of local and sectoral action plans on UNSCR 1325 and 1820.

The majority of the participants in the ToT in Bogotá were local authorities who had attended Localization workshops in their respective departments. They were joined by CSO representatives who had also taken part in Localization workshops throughout the country. GNWP invited its members from Argentina and Guatemala to take part in the ToT and share their lessons learned and challenges in their ongoing processes to develop NAPs. Through discussions and sessions on UNSCR 1325, 1820 and supporting resolutions, training methodology and experience sharing, participants developed strategies to realize their Local Action Plans.

Voice from Colombia: *Indigenous women use UNSCR 1325 to defend their right and role in peacebuilding*

"I do not know the international laws very well. Oftentimes, one understands some of the national laws, but for us the law that we follow is the law of our ancestry, our own law. That is why when we see so many problems within our reservations, so much violence, so much persecution, so much war, one does not know what to think. The magnitude of the problems that we have had for such a long time has changed us greatly as indigenous peoples. Things are seen or are known that were not seen or known earlier; for example, brutal violence against us under the noses of our authorities and the national and international authorities. That is why talking with different cultures and branches of government are useful to us. This way, we identify the things that fail us in our lives as women. We become conscious of it and realize how our cultures also have to question themselves. Human rights cannot be a matter simply for discussion. It has to be applied.

"That is why being able to learn about our rights and, better yet, our rights in conflict situations like the ones we live in, is very important. We, as women, did not know anything about Resolution 1325. Now, we know a little bit more. We are progressing little by little. Conquering the fear ... hopefully this will take our authorities and us to a better place. There is a long path ahead of us and we must follow it.

"It is not easy for us as women. Our commitment is to defend our culture, and our right to have territory and autonomy. That is why the authorities are opposed when we speak about our individual rights. But I believe that this will change. This communication must show the reality and how the balance is broken. We must help ourselves to these resolutions in order to restore our balance."

-- María Márquez, Participant in the Indigenous Women's Localization Workshop from Sierra Nevada de Santa Marta, Cauca Department, October 2012

B. Good practices from Nepal

Nepal Localization program at a glance

Does Nepal have a NAP on UNSCR 1325? *Yes, since February 2011.*

Did CSOs participate in the drafting and validation of the NAP? *Yes.*

Who are the key actors/lead implementation agencies at national levels? *The lead agency is the Ministry of Peace and Reconstruction (MoPR). Other collaborating agencies are: Ministry of Women, Children and Social Welfare (MoWCSW), Ministry of Home Affairs, Ministry of Finance, Ministry of Foreign Affairs (MoFA), Ministry of Education (MoE), Ministry of Defense (MoD), National Women's Commission (NWC), UN Agencies, CSOs.*

Who are the key actors/lead implementation agencies at subnational levels? *District Coordination Committees, (4 CSO members out of 14 total members), CSOs, Local Peace Committees.*

LOCALIZATION ACTIVITIES	OUTPUTS	OUTCOMES
<p>Localization workshops</p> <p>Drafting of NAP Localization Guidelines</p> <p>Training of Trainers workshop (ToT)</p> <p>Launch and Roll out of NAP</p> <p>Localization Guidelines</p> <p>Development of training manuals and tools on UNSCR 1325 and Nepal's NAP</p> <p>Production of radio and TV spot and NAP Localization Guidelines documentary</p>	<p>NAP Localization Guidelines adopted by Ministry of Peace and Reconstruction (MoPR) in March 2013</p> <p>Pool of Experts on UNSCR 1325 and Nepal's NAP</p> <p>Translated materials on Nepal's NAP into local languages</p> <p>Radio, and TV spots and video documentary on NAP Localization</p>	<p>Greater implementation of NAP at local levels</p> <p>Enhanced synergy between local government actors, local civil society actors and national government actors</p> <p>Sustainability of the Localization initiative, through Pool of Experts, translated materials and tools</p>

Best Practice from Nepal: Localization workshops and NAP Localization Guidelines

Good practice in training, awareness-raising and behavior change communication strategies; fostering local ownership; and collaboration among local government, national government and CSOs

The implementation of the Localization program in Nepal is well into its second component. One of the most important outputs of the Localization of NAP 1325 program in Nepal is the **NAP Localization Guidelines**. Following the Localization workshops, experts from the Ministry of Peace and Reconstruction (MoPR) and the Ministry of Federal Affairs and Local Development (MoFALD), with help from two consultants — former officials of the two ministries — drafted the NAP Localization Guidelines. GNWP and Saathi provided inputs during the drafting process, which guaranteed that civil society perspective is reflected in the document.

The NAP Localization Guidelines were pre-tested and validated during a Training of Trainers workshop and the second series of Localization workshops. Once again, this reflects the Localization program's participatory and consultative strategy, which ensured broad-based ownership and participation of the process as well as its outputs. ***The NAP Localization Guidelines now serve as valuable instructional material to guide Village and District Development Committees as well as local peace committees in integrating the NAP in their local development plans. The NAP Localization Guidelines is a key instrument that will ensure sustainability of the Localization initiative.***

The adoption of the Localization Guidelines in March 2013 also ensures ***continued synergy among local government actors, local civil society actors and national government actors.*** With the adoption of the Localization Guidelines,

Nepal's Village Development Committees (VDCs), District Development Committees (DDCs) and Municipalities must now incorporate the NAP activities in their local planning programs for conflict-affected women and girls. These activities, which are in line with the NAP, are to be implemented in consultation with municipality/VDC level peace committees. The NAP Localization Guidelines also put forth that District Coordination Committee, sectoral bodies or CSOs must make the necessary financial and technical support available to respective municipality and VDC for the implementation of these projects.

In his foreword to the NAP Localization Guidelines, the Secretary of the Ministry of Peace and Reconstruction emphasized the **importance and potential of the Guidelines in NAP implementation from the bottom-up**: "I am confident that this [the Localization Guidelines] will prove useful in integrating the NAP into local plan formulation process. Further, in order to address the urgent concerns of conflict affected women and girls, it is necessary to simultaneously work with both the bottom up and top down approach. This Guideline, I hope, will be helpful in this regard."¹⁶

Training of Trainers (ToT) workshop

Good practice in training, awareness-raising and behavior change communication strategies; and fostering local ownership

As a follow-up to the Localization workshops and to validate the NAP Localization Guidelines, a Training of Trainers (ToT) workshop was organized by GNWP member Saathi in August 2012. **The ToT has been an important strategy for awareness-raising and capacity building, generating momentum for the localization of the NAP and the Localization Guidelines while training a pool of experts in UNSCR 1325/NAP implementation at the local level to ensure the sustainability of the Localization program.**

In the first ToT workshop organized in Nepal by GNWP and Saathi in 2012, participants gained the needed expertise and familiarity with the NAP Localization Guidelines to integrate a NAP Localization Guidelines component to all future trainings on Women, Peace and Security. **The ToT in Nepal has had an impressive multiplier effect: participants in ToTs have held their own Localization workshops, and other CSOs have organized a number of ToTs.** For example, CSO Sankalpa has conducted 10 ToT at regional levels targeting CSO members. Since these ToTs, participants have held 42 VDC localization workshops. Radhika Sapkota, a CSO representative from Dhading who participated in a ToT in Kathmandu in April 2013, felt greater responsibility in taking an active role in raising awareness of the NAP 1325 in her own community: "After taking the ToT, I feel that raising the awareness of more people on the NAP is now our responsibility," she said. "I am really happy to be part of this great process."

Video documentary on NAP Localization and NAP Localization Guidelines

Good practice in training, awareness-raising and behavior change communication strategies; and fostering local ownership; tools for implementation

Saathi has developed a documentary on the Localization program in Nepal and the development of the NAP Localization Guidelines. This documentary was shared with policy makers and DCC members during a Localization Guidelines launch in April 2013. Since then, **the film has been used to raise awareness of the Localization program and the guidelines as well as to promote the guidelines' use throughout the country.**

Translations of NAP materials in local languages

Good practice in tools for implementation and fostering local ownership

In Nepal, the resolutions have been published in English and Nepali and training manuals on WPS resolutions are also available in Braille. Translations of the NAP and NAP informational booklets in Magar, Tamang, Maithali, Bhojपुरi, Newari and Tharu — an initiative of the MoPR — will further enable local CSOs to hold Localization workshops on UNSCR 1325 and 1820.

¹⁶ Dharanidhar Khatiwada, Secretary of MoPR, "UNSCR 1325 Localization Guideline," Kathmandu: Ministry of Peace and Reconciliation, March 2013.

Radio and video spots on women's participation in governance

Good practice in tools for implementation and fostering local ownership

In Nepal, the government and CSOs jointly produced radio spots advocating women's meaningful participation in governance and video spots calling for women's 33 percent participation in the Constituent Assembly (CA). These media productions were broadcast nationally and reached over 3 million radio listeners and television viewers. These important awareness-raising and advocacy tools were also shared with the participants in the Localization workshops.

Upward information flow

Good practice on how information travels

The Localization of NAP 1325 program ensures upward information flow from the local to the national and global levels. This is critical because some principal national actors responsible for upward information flow rely on the sharing of information and feedback for their work from participants in the localization workshops and the ToT. These actors are the MoPR, MoFALD and Saathi, who work with their national constituents, as well as GNWP, which works with its members and partners globally. ***Upward information flow that is taking place through the Localization program is critical because it allows the voices of local populations to be heard and solicits greater accountability from the governments and the global policy community.***

Voice from Nepal: *The Localization workshop raises hopes for women in Nepal*

"The Localization program in Nepal with the active participation of district partners has raised great hopes. The post conflict period was not able to address the concerns of women and girls victims and they are still not able to speak out openly about their problems. The experience sharing and knowledge gained at the ToT program has helped us to raise women and girls' concerns at the VDC and DDC level and also to encourage them to voice their concerns based on their rights. This program has also taught us that the collaboration between NGOs and the government is essential for the effective implementation of NAP. We now engage with the local government entities at the time of formulating their annual plans to ensure that the concerns of women and girls are incorporated.

"The series of 1325 NAP workshops and ToTs that I attended including pre testing at the VDC level has helped to enhance my conviction and capacity to empower and mobilize women and girls of the local community to advocate for their rights and security. With my increased capacity and knowledge I am now approached by many other NGOs besides Saathi to provide training at the local level. Prior to the Localization workshops and ToT, I used to think that 1325 was a UN jargon that is not relevant to our concerns. But now, though it may take time, I am convinced that 1325 and its NAP are the best tool to ensure women's participation, rights and security."

-- Juna Gurung, Kaski district, ToT and Localization workshop participant in August 2012

C. Good practices from the Philippines

Philippines Localization program at a glance

Does the Philippines have a NAP on UNSCR 1325? *Yes, since March 2010.*

Did CSOs participate in the drafting and validation of the NAP? *Yes.*

Lead implementing agencies/actors at national levels? *Office of the Presidential Adviser on the Peace Process, (OPAPP), Philippine Commission on Women (PCW), Women Engaged in Action on 1325 (WE Act 1325)*

Lead implementing agencies/actors at subnational levels? *Local Government Units (LGUs), CSOs*

LOCALIZATION ACTIVITIES	OUTPUTS	OUTCOMES
<p>Government Localization Program Localization workshops 3 workshops held under the government's Localization of National Action Plan (LNAP) program</p> <p>Civil Society Localization Program Localization workshops 15 Workshops held in 2011 and 2012</p>	<p>Government Localization Program Establishment of a Women's Peace Center in Sulu Province and a Women's Center in Maguindanao Province, of the Autonomous Region of Muslim Mindanao (ARMM)</p> <p>Civil Society Localization Program Local Action Plans (LAPs) and Barangay Action Plans (BAPs) for NAP 1325 implementation in ARMM, Calbiga, Marabut, and Basey, Samar</p> <p>Resolution in Matuginao, Samar, on "Providing Livelihood Opportunities for Women and Local Housewives, Capacitating and Developing their Skills and Extending Support to Enhance their Role and Leadership in Local Economic Development"</p> <p>Resolution that guarantees 50 percent women's representation and participation in local government in Real, Quezon</p> <p>Resolution in San Jorge, Samar supporting activities that increase awareness of gender issues to protect women from sexual harassment and violence</p>	<p>Mainstreaming of WPS agenda in GAD plans and budgets of the LGUs</p> <p>Integration of NAP 1325 and WPS issues in local development plans and local programming</p> <p>Collaboration between local authorities, national government and CSOs for the implementation of the NAP</p> <p>Shift in the perception of gender roles</p> <p>Greater women's participation in governance and peace and justice mechanisms</p> <p>Greater women's participation in local economic development</p> <p>Inclusion of 4 women in the Bodong in Kalinga province—a 24-member century-old peace and conflict-mediation council appointed by tribal elders which, until then, was exclusively male.</p>

In the Philippines, there are currently two initiatives to localize the implementation of the NAP on UNSCR 1325. The first is a government initiative spearheaded by the Office of the Presidential Adviser on the Peace Process (OPAPP) and the Philippine Commission on Women (PCW). The second is the civil-society led Localization program known as From NAP to LAP to BAP (from National Action Plan to Local Action Plan to Barangay Action Plan). The Best Practice examples highlighted below are from the CSO Localization program From NAP to LAP to BAP spearheaded by GNWP and WE Act 1325.

Best Practice from the Philippines: Localization workshops

Good practice in training, awareness-raising and behavior change communication strategies; fostering local ownership; and collaboration between government and CSOs

In the Philippines, the Localization workshops held in 2012 contributed to ***a shift in the perception of gender roles and to the greater participation of women in governance and peace and justice mechanisms***. This was best exemplified in Kalinga Province, where workshops were held in April 2012 in Tabuk, the province's capital. During the workshop, community women, government officials and tribal elders questioned why no woman had ever sat in the *Bodong* Council—the 24-member all-male, century-old peace and justice council appointed by tribal elders that rule on peace and justice issues in Kalinga. Calling on the participation pillar of UNSCR 1325, women participants pointed out that a large number of local women leaders are highly qualified for the role, so lack of qualifications or capacities cannot be cited as an excuse for women's exclusion from this formally recognized mechanism. This discussion led to the review of the appointment criteria, and consequently, to the inclusion of women in the *Bodong* Council beginning in 2012. Women now hold four official and two unofficial seats on the Council. Since their appointment, women of the council have raised gender concerns, such as the need to establish a women's desk in all *barangays* (villages) and to appoint a woman representative in the *Sanggunian Panglungsod*, or City Council.

The diversity of the participants invited to take part in the workshops also fostered local ownership of the Philippine NAP and the WPS resolutions. The participation of community-based CSOs in the development of the workshop program and the participants' list guaranteed that the local actors who were selected represented the diversity of a given community and adequately included the decision-makers across different sectors and institutions, both formal and informal. Besides officials from local government agencies and units, the organizers invited members of academia, faith-based institutions and community-based organizations to take part in the planning as well as in the workshops themselves. The workshop held in Matuginao, Samar, is a good example: the Mayor of San Jorge Municipality, the spokesperson of the Philippine Army 8th infantry division and women from community-based organizations all participated in the Localization workshops, whereas they would rarely have had the opportunity to come together as equals to share their concerns and impressions on the situation of women in the community.

The diversity of perspectives in the Samar workshop led to a dynamic discussion and exchange. The ***Resolution on "Providing Livelihood Opportunities for Women and Local Housewives, Capacitating and Developing their Skills and Extending Support to Enhance their Role and Leadership in Local Economic Development"*** allocating USD 7,500 from the 20 percent development fund of the municipality was adopted by the participants in the Localization workshop in Matuginao, Samar. It has manifested in strong local ownership of the WPS resolutions and a sense of common purpose to better the lives of women in the community. This participatory approach also resulted in the appropriation of UNSCR 1325 and the Philippines' NAP at local levels, with the development of ***Local Action Plans (LAPs)*** and ***Barangay (village) Action Plans (BAPs)***, the local configuration of the NAP 1325 and 1820.

In the municipality of Real, Quezon, the Localization workshops prompted local government officials to pass a ***resolution that guarantees 50 percent women's representation and participation*** in all appointive local governance positions.

Resolution supporting activities that increase awareness of gender issues to protect women from sexual harassment and violence

Good practice in training, awareness-raising and behavior change communication strategies; fostering local ownership; and collaboration between government and CSOs

In many communities and societies in general, crimes of sexual and gender-based violence are often blamed on the victim and not on the perpetrator. ***This local resolution in San Jorge, Samar, is crucial in raising awareness on how and why such crimes are committed.*** The increase on the level of awareness in local communities can contribute to ending impunity.

Translated materials on UNSCR 1325 and the NAP

Good practice in tools for implementation and fostering local ownership

Translations of the NAP and the WPS resolutions in local dialects were an important tool used during the Localization program. The resolutions and the NAP were translated by GNWP into *Filipino, Ilocano, Visayan* and *Waray*. Printouts of the NAP and the resolutions were also included in the kits given to the participants in the Localization workshops. The Philippine CSO research team emphasized that if local authorities and local women activists are to implement their country's NAP, they must have hard copies of the resolutions so that they can refer to them and identify which parts are most relevant to their contexts. The NAP and the WPS resolutions themselves are important tools to disseminate information and to guide local actors on WPS in their analysis.

Belief and Aptitude Test

Good practice in tools for implementation

To measure changes in beliefs and attitudes of the participants in the Localization workshops and other training on WPS in the Philippines, WE Act 1325, a GNWP member, has developed a Likert-type Beliefs and Attitudes survey. The survey was administered before and after the workshops and measured significant changes in the perception of the participants, especially regarding women's roles in the political and economic spheres; the need for segregated facilities for women in detention areas, prisons and evacuation camps; the importance of integrating women's participation in local development plans; and the value of government and CSO collaboration. For instance, after the training, the participants no longer believed that women's place is exclusively in the home. The test also revealed a significant change in the participants' belief on gender mainstreaming: after the workshop, a much higher number of participants believed that local government units should mainstream gender and integrate women's participation in their development plans.

CSOs as information channels on local NAP implementation

Good practice in how information travels, and collaboration between government and CSOs

In the Philippines, as in the other four countries in this study, ***national CSO networks with member organizations at grassroots levels are important information channels for information sharing with government and fellow CSOs from global to local and from local to global.*** WE Act 1325 is a network CSO that has a Secretariat coordinating all the efforts of its member organizations at local levels on the NAP. The Secretariat collates relevant information on the NAP and provides updates to members through e-mail, text messages and face-to-face meetings. WE Act 1325 has taken on the task of sharing information on the Localization program and local NAP implementation with government actors at both local and national levels. WE Act 1325 also updates partner government agencies through text messages and e-mails, in addition to holding regular information-sharing sessions on NAP implementation, and it sends updates to GNWP on the Localization program and the overall implementation of the NAP in the Philippines. GNWP then disseminates the information to its members worldwide and to global policy makers. GNWP also facilitates spaces for WE Act 1325 so that the group can present its achievements as well as gaps and challenges in implementing the NAP at the national and local levels to the international community.

Voice from the Philippines: *Localization workshops empower local women to speak out for their participation in peace processes*

"NAP 1325 localization has greatly influenced my outlook on many things, especially on the role of women. As a member of the indigenous people in the northern part of the Philippines, the Province of Kalinga, it is very difficult if not impossible for a woman to join a peace negotiation panel. The dominant culture says that women have secondary roles in almost everything, especially in decision-making and peace negotiating. Most of the time, a woman's role is in the kitchen, cooking or preparing food for the

peace negotiators or just merely sitting as observers or listeners. Our indigenous peace mechanism, the Bodong (peace pact) is male dominated. This century-old mechanism is male dominated. In fact, of the 2,000 recorded peace-pact holders, there is only one woman.

"Through the series of NAP 1325 localization seminars and workshops that I attended and coordinated, my self-confidence has been increased to the fullest. Yes, it may be true that I used to have self-confidence before the NAP 1325 localization workshops, but there were many times when I was hesitant or even apprehensive to speak out in community meetings that were male dominated, especially if the participants are considered to be the wisest people in the community, the elders. A woman leader, a peacemaker and a peace negotiator is generally frowned upon by most elders, but through NAP 1325 I am now more challenged to continue and persevere to coordinate, to lead and to encourage the women in our community to participate in peace negotiations, especially now that I am also aware that there is a national legal mandate, the NAP 1325. Challenged by the NAP 1325, our institution also added peace education as a subject in the school curriculum, with UNSCR 1325 as one of the main topics.

"Lastly, I am even more motivated to continue disseminating NAP 1325, knowing that there are women, nationally and internationally, who are very supportive of this initiative. Through my involvement in the Localization program and in the overall implementation of NAP 1325, I learned that we can also use other instruments on women's rights such as CEDAW. Women will be more empowered if we use these instruments and violence against women will continue if empowered women do not act!"

-- Therese Grail C. Lawagan, Ph.D., St. Louis College of Bulanao, Kalinga, Philippines Member of WE ACT 1325 and participant in localization workshops

D. Good practices from Sierra Leone

Sierra Leone Localization program at a glance

Does Sierra Leone have a NAP on UNSCR 1325? *Yes, since March 2010.*

Did CSOs participate in the drafting and validation of the NAP? *Yes.*

Who are the key actors/lead implementation agencies at national levels? *Ministry of Social Welfare, Gender and Children's Affairs (MSWGCA), CSOs*

Who are the key actors/lead implementation agencies at subnational levels? *Regional and district level steering groups (not yet formed), CSOs*

LOCALIZATION ACTIVITIES	OUTPUTS	OUTCOMES
<p>Localization Workshops 4 workshops held in June-July 2012 in all four regions of the country</p> <p>Drafting of NAP Localization Guidelines (Component 2)</p> <p>Launch and Roll out of NAP Localization Guidelines</p> <p>Development of manuals and tools</p>	<p>Practical NAP Localization Guidelines validated by all 19 local councils and adopted by The Office of the President in February 2013</p> <p>Actions plan based on the pillars of SiLNAP for integrating the UNSCR into council development plans</p> <p>Pool of knowledgeable local council members, paramount chiefs and religious leaders on UNSCR 1325 and SiLNAP</p>	<p>Wider implementation of SiLNAP at local level</p> <p>Strong collaboration and sustainable partnership between state and non-state actors</p> <p>Strengthened local ownership of SiLNAP among traditional leaders, local councils and women leaders</p>

Best Practice from Sierra Leone: Localization workshops and NAP Localization Guidelines

Good practice in training, awareness-raising and behavior change communication strategies; fostering local ownership; and collaboration among local government, national government and CSOs and tools for implementation

The **NAP Localization Guidelines** are the most important output from the implementation of the Localization program in Sierra Leone. Following the four regional localization workshops in Sierra Leone in 2012, the Decentralization Secretariat (DecSec), under the Ministry of Local Government and Rural Development (MLGRD), drafted the Guidelines for the Alignment and Harmonization of Sierra Leone's National Action Plan (SiLNAP) on UNSCR 1325 and 1820 with the Local Development Planning Process in Local Councils. The Ministry of Social Welfare, Gender and Children's Affairs (MSWGCA) and women's organizations in Sierra Leone provided input and supported the drafting process. The Guidelines, which include sections on the Sierra Leone National Action Plan on UNSCR 1325 and 1820 (SiLNAP) as well as on the local planning process, are intended **to support the Local Councils as they integrate SiLNAP and the women and peace and security agenda into their local development plans.**

Before the adoption and launch of the guidelines, the draft was validated at a national meeting. Participants from the first set of workshops, including councillors from all 19 councils, paramount chiefs, district administrators and civil society leaders gave input and suggestions for revisions. The revised guidelines were launched and distributed on February 8, 2013, at a ceremony in Freetown, the capital. To achieve the broadest level of ownership, all local council chairpersons and chief administrators (the political and administrative leadership) attended the launch, along with civil society and national political leaders, including the Office of the President. In his speech, Dr. Richard Konteh, Chief of Staff in the Office of the President, emphasized the important role of the councils when operationalizing the Guidelines: "I have no doubt whatsoever, that these guidelines will ensure that we mainstream these resolutions

into our development processes and I hope that the local councils will help actualize this work within as short time as possible.”¹⁷ To fully operationalize the guidelines, trainings and roll-outs in all districts are planned for 2014.

Local Action Plans

Good practice in training, awareness-raising and behavior change communication strategies; and fostering local ownership

Based on the pillars of SiLNAP, **action plans for integrating the WPS resolutions into local council development plans and drafting of bylaws** were developed during the regional localization workshops in Bo town, Kenema town, Kissy and Makeni districts. By identifying community priorities, the action plans were intended to serve as a first step toward the development of the NAP Localization Guidelines. When the roll-out begins in 2014, these action plans will be reassessed to ensure the Guidelines are fully realized.

Commitments

Good practice on how information travels

Individual commitments regarding implementation of the WPS resolutions were made during the Localization workshops; for example, briefing colleagues, councillors and paramount chiefs on the WPS resolutions and SiLNAP; promoting zero tolerance toward SGBV, starting in the workplace; and popularizing the WPS resolutions in religious sermons and encouraging colleagues in the Christian and Muslim faiths to do likewise.

Voice from Sierra Leone: Paramount Chief boldly upholds women's rights

“In implementing the principles of the WPS resolutions, we have to work in ways that are suitable for our communities. As Paramount Chiefs we play an important role in the informal justice sector, mediating and preventing conflicts between individuals and communities. I take care to address conflicts involving women diligently, and to ensure that people understand that I aim to uphold women's rights.

“I have made it a policy in my chiefdom that false claims against women seeking to divorce their husbands will not be encouraged or allowed. Wicked men would make bogus allegations against their wives; for example, that the wife stole huge sums of money from her husband, in order to keep the woman in bondage since her relatives will not be in a position to pay back. That is now a thing of the past. Also, any man who divorces his wife after the harvesting of their farm crops must now share the harvest yields as compensation to the woman. This is a new phenomenon in Nieni chiefdom. I am also working on protection issues for women, especially girl child education. Teenage pregnancy is the greatest threat that is frustrating parents in sending their girl child to school. To minimize this in my chiefdom, I took it up with the chiefdom committee and we recommended serious fines for those in the habit of impregnating girls. We made it clear also that parents who attempt to protect defaulters for their own interest will be reprimanded. This seems to be yielding fruits as there has been no report in this vein since.”

“From my research, there are just four applicants [for current vacancies] in Koinadugu, all of whom I think should be given a try since they are not allowed to serve as town, section nor paramount chiefs... I am also currently working on a bridge project through community effort in my chiefdom, in response to a plea made by women to ease their problems of getting their crops to market centers as a means to empower them economically. The project is not yet complete but we will continue in the coming dry season.

“I am happy with these phenomenal successes so far from the localization of Resolution 1325 and 1820 in our NAP in Sierra Leone.”

-- Foday Alimamy Umaro Jalloh III is the paramount chief of Nieni chiefdom in a remote rural area of Koinadugu District, Northern Region. Jalloh attended the localization workshop in Makeni in June 2012.

17 Dr. Richard Konteh, Chief of Staff, Office of the President, Launch of “Guidelines for the Alignment/Harmonization of Sierra Leone's National Action Plan (SiLNAP) on UNSCR 1325 and 1820 with the Local Development Planning Process in Local Councils,” February 8, 2013.

E. Good practices from Uganda

Uganda localization program at a glance

Does Uganda have a NAP on UNSCR 1325? *Yes, since December 2008.*

Did CSOs participate in the drafting and validation of the NAP? *CSOs did not participate in the drafting of the NAP in 2008, but they were active participants in the NAP revisions in 2011.*

Who are the key actors/lead implementation agencies at national levels? *Ministry of Gender, Labor and Social Development (MGLSD) Ministry of Finance, Planning and Economic Development (MFPED), International Organizations and Partners, CSOs.*

Who are the key actors/lead implementation agencies at subnational levels? *Local Government (District Community Development Officers (DCDO), under which a Gender Officer and Probation and Welfare Officer operate, are supposed to implement certain NAP provisions locally), CSOs.*

LOCALIZATION ACTIVITIES	OUTPUTS	OUTCOMES
<p>Localization workshop 1 Workshop held in Dokolo district in 2012</p>	<p>District Action Plan (DAP) against Gender Based Violence, Dokolo districts, endorsed by the Ministry of Gender, Labor and Social Development (MGLSD) and adopted in July 2012</p> <p>Translation of the DAP in local languages</p> <p>Establishment of a toll-free line to report on GBV</p>	<p>Increased awareness of the security sector on GBV response, greater gender budgeting, better services for victims and overall decline in GBV rates in Dokolo district</p> <p>Change in perception of women's roles, the importance of their economic empowerment, and the value added of their participation in conflict resolution</p> <p>Greater collaboration between MGLSD—the lead implementing agency for the NAP—CSOs, and UN agencies</p>

Best Practice from Uganda: Localization workshop and Dokolo District Action Plan

Good practice in training, awareness-raising and behavior change communication strategies; fostering local ownership; collaboration among local government, national government and CSOs; and tools for implementation

The Localization workshop piloted by the Center for Women in Governance (CEWIGO) in 2012 in Dokolo district, Uganda, contributed to *the local appropriation of the NAP by Dokolo local authorities and to improved collaboration between national and local actors responsible for the NAP implementation in the country.*¹⁸ Having identified gender-based violence (GBV) as a priority issue in their communities, local authorities, traditional leaders, religious leaders and CSO representatives participating in the Localization workshops developed a **District Action Plan (DAP) against Gender Based Violence**, which was officially endorsed by the Ministry of Gender, Labor and Social Development (MGLSD) and adopted in July 2012. With a clear framework and budget, the DAP outlines the responsibilities of the local government offices in gender programming, budgeting and monitoring, requiring local CSOs and local government to harmonize their activities for better outcomes. Since its adoption, the DAP has led to increased awareness of the security sector on GBV response, better services for victims and an overall decline in GBV rates in the district. CSOs and local governments are better equipped in assisting victims of GBV in accessing medical services, facilitating victims' access to Post Exposure Prophylaxis (PEP) and caring for fistula.¹⁹

¹⁸ The Localization workshop in Dokolo was piloted by CEWIGO with technical support from the Ministry of Gender, Labor and Social Development (MGLSD) and in partnership with the Dokolo district local government.

¹⁹ Interview Rebecca Mwima, Town Clerk, Dokolo Town Council, June 2013.

As in the Philippines, the Localization workshop in Dokolo contributed to a ***change in the perception of women, their roles in the community, the importance of their economic empowerment and the value-added nature of their participation in conflict resolution***. At the launch of the DAP, the Dokolo district chairperson explained how his participation in the workshops has influenced his opinion of women: "I have come to believe and understand that women are honest and hard working, they have eyes for the whole communities unlike us men. . . . For a woman, every girl in the community is like her daughter, they till the fields, they teach the young ones to behave, they bury the dead, they nurse the wretched ones, don't forget they are responsible for shaping the human character, because they stay in deep relationship with children."

Engaging men in the localization workshop and creating male GBV champions has been greatly successful in reducing resistance and building alliances between women and men. Male participants in the Localization workshop supported women leaders to develop the District Action Plan to address gender-based violence in their communities. Men in Dokolo district are members of Child Protection Committees, the district GBV Working Group and even the national level GBV working group (which has 5 men out of 15 members). Working with Lango cultural leaders on implementing the Dokolo DAP has often made it easier for men to appreciate the important role women play in leadership and governance, in protecting the girl child, in preventing GBV and in conflict resolution and peacebuilding. Throughout their entire lives, most men in Dokolo district have been socialized to be superior to men. While the initial changes in attitudes as described above may not be totally egalitarian, it is the first step in terms of men valuing women's contributions to society. It is hoped that more positive changes in socio-cultural attitudes towards women will come about as local communities engage more in dialogues similar to those of the Localization workshops.

Translated Dokolo District Action Plan

Good practice in training, awareness-raising and behavior change communication strategies; fostering local ownership; and tools for implementation

The Localization workshop piloted in the Dokolo district provided a propitious setting to also enhance knowledge among traditional leaders, women leaders and the community. The fact that the ***Dokolo District Action Plan was translated into Lango and Acholi languages allowed for greater understanding and ownership of the plan***. It also facilitated its dissemination, in and beyond the Dokolo district, to serve as a model elsewhere in the country.

CSOs as information channel on local NAP implementation

Good practice in how information travels, and collaboration between government and CSOs

As in other countries, ***CSOs in Uganda are an essential conduit for information on NAP implementation at local levels***. Nationally, most information-sharing on the NAP and UNSCR 1325 implementation takes place through the Uganda 1325 coalition, a multistakeholder coalition comprised of CSOs and CBOs, district local governments, faith-based organizations, academics, the media and government ministries and sectors coordinated by the Center for Women in Governance (CEWIGO). Regionally, the East African Community 1325 online hub is a useful platform to share the outputs and outcomes of the Localization program. Globally, the annual Commission on the Status of Women (CSW) and the annual anniversary of UNSCR 1325 events in New York present opportunities for CSOs working on NAP Localization to present their country findings, obtain international level reports and other relevant information and enable women's voices from the grassroots level to reach high-ranking UN and country officials.

Voice from Uganda: District Action Plan (DAP) on UNSCR 1325, developed as a result of the localization workshops leads to greater gender budget allocation in Dokolo district

"The district's implementation of the Dokolo District Action Plan (DAP) on the NAP 1325 has resulted in an increase in gender budget allocation from 0.03 percent of the total district budget in the 2012-2013 financial year to 7 to 8 percent this financial year (2013-14). In addition, all CSOs working in Dokolo district now have to show commitments to fight gender based violence by implementing some of the strategies in the DAP and to help women participate in governance and decision making through different approaches. For example, the Youth Social Association – a CSO that aims to improve girl-child education in the district as an implementation strategy – received copies of the DAP and as a result, the Association now works with the police to make sure that no school-age child is at home or working as a laborer in town councils, as a maid in homes.

"As a result of the DAP, there is increased peace in homes, well-functioning schools and health centers and more productive farms, and women have money to save. This has led to the formation of a savings and credit organization (SACCO) known as BOLICAP, where each member of the group saves 15 US cents a day, or just over 1 US dollar a week. The women can access their savings or take a small loan using their savings as collateral after giving verifiable information on a project they intend to undertake. Members are encouraged to borrow to start an income-generating projects, to pay school fees for their children, or to meet an urgent family need. If a member reports that her husband is demanding money for drinking, the members will not release the funds. If the woman is mistreated by the husband because she has failed to give him money for drinking, the police will intervene. Since the police was party to the development of the District Action Plan, they are knowledgeable and helpful when they respond to sexual and gender based violence.

"[Following the adoption of the DAP], the district also held a dialogue on issues affecting women and sought solutions among community members. The dialogue was held at the town council hall (Local level III), where there has been a number of gender related violence instances. The district has agreed to hold a yearly dialogue to be held right before the International Women's Day on the 8th of March. This will be hosted in a different sub-county each year. The intent of the dialogue is to seek solutions to issues that affect women, children and community members; develop communally agreed-upon strategies with all stakeholders; and ensure that a gender perspective informs the next district development plan and budgets."

-- Rebecca Mwima, participant in localization workshops in Dokolo and technical officer designated by the District to chair the District Action Plan Task Force

III. Challenges and Obstacles

Although challenges and obstacles vary from country to country, the ones below were commonly found to hinder the full and effective implementation of UNSCR 1325, 1820 and NAPs at subnational levels across the five countries in this publication.

Lack of political will

The Localization program's objectives and design are meant to foster government ownership and political will from the start. Through awareness and knowledge-raising work on the resolution and relying on local governments' mandate and responsibility to implement laws locally, the Localization workshops have been largely successful in garnering the active support and participation of local authorities and other local leaders. Yet, limited political will becomes apparent in the follow-up to the Localization workshops, when it is time to implement Local Action Plans or to operationalize certain local government mechanisms to ensure effective implementation in local communities. Additional Localization workshops, Training of Trainers workshops (in which local authorities participate) and CSO follow-up and monitoring of the implementation of Local Action Plans are therefore crucial in sustaining and enhancing the political will of local authorities and traditional leaders to honor their commitments to implement the Local Action Plans in their communities.

Frequent changes in local leadership

Frequent changes in local leadership affect the sustainability and monitoring of the Localization program. Elected or appointed local government officials have relatively short terms, and there is a tendency for programs to be discontinued when there is a change in leadership, especially if newly elected officials come from a different political party than their predecessor. Frequent changes in local leadership mean that Localization workshops must be held regularly, with local authorities *as well as* traditional leaders, civil servants, grassroots women's groups, local police and military and religious leaders, all of which have fewer turnovers. Facilitating the Localization workshops and other spaces for dialogues between local authorities and the local leaders is one way of soliciting accountability, as it makes the local authorities aware that their constituents are watching them and holding them accountable to existing laws and policies. Their regular participation in Localization workshops and involvement in the development of Local Action Plans and Localization Guidelines can ensure that local policy frameworks on WPS resolutions are institutionalized and thus sustainable.

Limited and unpredictable funding

Limited political will in the follow-up and implementation of resolutions, guidelines, local actions plans and other outputs of the Localization workshops are tightly linked to funding. The reluctance—or inability—to budget for follow-up implementation activities or for the replication of Localization workshops is an indicator that WPS issues do not have earmarked budgeting and are therefore low priority. It is also an indication of the importance of further Localization work after the first step of holding Localization workshops in a handful of pilot communities.

Lack of funding is not limited to the lack of earmarked WPS funding in local (municipal, district, departmental) budgets. Funding is also a challenge for national and local civil society organizations that aim to replicate Localization workshops in other communities/regions of a given country. Although national networks and global networks like GNWP assist local CSOs in resource generation, applying for funds is a rigorous process, at times beyond the capacity of the community-based organizations that are doing most of the monitoring and follow-up activities of the Localization workshops. Furthermore, competition among civil society organizations over resources and competing

program priorities within local government units have become impediments to carrying out the Localization program. The recent global financial crisis and policies of some donors have impacted how governments and CSOs function. Among CSOs, it has created some divisions. Among governments, it has resulted in lower prioritizing of some programs. Programs with women or gender components often go to the bottom of the list for implementation.

Competition among civil society organizations

Civil society is not a single monolithic and homogenous structure. Rather, it is made up of large, medium-size and small organizations that operate independently from governments, multilateral or intergovernmental institutions. CSOs come with diverse agendas, and the varying sociopolitical, economic and cultural contexts in which they operate contribute to making their relationship with the state, intergovernmental organizations and with other civil society groups extremely complex. As CSOs are accountable to their constituents including their donors, members and partners, they need to showcase their initiatives using certain platforms such as national and international conferences and the media. Sometimes, similar efforts in ensuring visibility for their individual initiatives lead to competition among CSOs

IV. Conclusion

The Localization processes outlined in the case studies from Colombia, Nepal, the Philippines, Sierra Leone and Uganda reveal how strong local ownership of Resolution 1325 and 1820 and local action plans for their implementation, make a difference in the lives of women, men, girls and boys in conflict-affected communities. GNWP's Localization program translates the rhetoric of the WPS resolutions into actions by engaging local decision makers to reflect, assess and strategize on how women's participation in decision-making, the protection of their rights and their protection from sexual and gender-based violence are intrinsic to peace building and sustainable development.

The mayors, governors, traditional leaders, human rights activists, women rights advocates, teachers, police officers, army generals and religious leaders that take part in Localization workshops go on to share the resolution with their families, their co-workers, their students, their congregations, their police units, and so on. They hold awareness-raising workshops in their offices and schools, at times traveling to neighboring towns and villages. Having appropriated Resolutions 1325 and 1820, they become their champions. This multiplier effect, described in each of the five case studies that follow, indicates that the Localization program not only trains individuals on UNSCR 1325 and other important international laws: it provides entire communities with an important and powerful tool to participate in the promotion of women's human rights, human security and sustainable peace.

Other CSOs and local government units in different countries, including Burundi, DRC and Liberia, are also implementing the Localization program in ways that reflect their particular sociocultural and political realities. Such replication and adaptation proves the catalytic nature of the Localization program.

The Localization program has challenges, of course. For example, the lack of political will to implement international policies is common. For most local authorities, this is the first time they have participated in discussions on international resolutions and how to integrate them in their work. This is especially so if they have not been involved in the development of the NAP. Changes in leadership after an election or new appointments can also derail the Localization process. This often happens when civil servants or midlevel local bureaucrats are not fully trained to ensure continuity of policy implementation from one administration to another. Limited resources are a challenge experienced in all of the countries where the Localization program is carried out. This paper presents recommendations to overcome these challenges.

This paper also provides an important contribution to the Global Review of the implementation of women and peace and security resolutions, as it proposes an innovative approach, having a direct impact on the lives of the women and girls. It is crucial to continue the sharing of good practices of the Localization of the WPS resolutions, and to build on the implementation strategies that work.

V. Recommendations

To further advance the Localization and implementation of WPS resolutions, NAPs and other national WPS policies, the following recommendations, drawn from experiences in Colombia, Nepal, the Philippines, Sierra Leone and Uganda, are outlined:

To national government and local government actors

1. Adopt the Localization program as a strategy for UNSCR 1325 and 1820 and NAP implementation, since it has proven effective in furthering the implementation of the WPS resolutions and has had a positive impact on the lives of women and girls;
2. Participate in Localization workshops, Training of Trainers workshops as well as in the drafting and validation of UNSCR 1325 and 1820 /NAP Localization guidelines;
3. Provide funding or counterpart funding for the implementation of the Localization workshops, Training of Trainers workshops and the development of Localization guidelines through WPS budgeting at national and subnational levels; and
4. Endorse, launch and roll out UNSCR 1325 and 1820/NAP Localization guidelines for the implementation of UNSCR 1325/NAP at subnational levels.

To Civil Society organizations

1. Advocate to adopt the Localization program as a strategy for UNSCR 1325 and 1820 and NAP implementation at subnational levels;
2. Build alliances among different civil society organizations to jointly and more effectively raise resources to implement the Localization program;
3. Strengthen collaboration, coordination, communication and consultation with other CSOs, government ministries/agencies and national and local level agencies as well as UN entities to jointly implement the Localization program; and
4. Continue to be proactive in taking the UNSCR 1325 and 1820 and the NAP to grassroot levels through the Localization program.

To the Donor Community and UN Agencies

1. Support the Localization program that aims to increase UNSCR 1325 and 1820 and NAP implementation at local levels and creates positive impact on the lives of women and girls;
2. Support the development of more information, education and communication materials on UNSCR 1325, 1820 and the supporting resolutions, particularly those targeted to local audiences, which can be used during the Localization workshops; and
3. Establish transparent and flexible funding mechanisms for WPS initiatives, particularly those implemented in conflict-affected communities. Such mechanisms should recognize the limited capacities of community-based women's groups and CSOs in preparing grant proposals and reports. Therefore, simple and efficient application and reporting processes need to be established.

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Country Case Studies

COLOMBIA

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List of Acronyms

AUC	Autodefensas Unidas de Colombia (United Self Defense Forces of Colombia)
CEDAW	Committee on the Elimination of All Forms of Discrimination Against Women
CIASE	Corporación de Investigación y Acción Social y Económica
CSO	Civil Society Organization
FARC	Fuerzas Armadas Revolucionarias de Colombia (Revolutionary Armed Forces of Colombia)
GNWP	Global of Network of Women Peacebuilders
LGBT	Lesbian, gay, bisexual and transgender
LIMPAL	Liga Internacional de Mujeres por la Paz y la Libertad
NAP	National Action Plan
UNSCR	United Nations Security Council Resolution
ToT	Training of Trainers
WPS	Women Peace and Security

1. Women, Peace and Security (WPS) Country Profile

a. Introduction

Armed conflict in Colombia has a long history—dating back to the turn of the 20th century and the Thousand Days' War. The most recent epoch, called "The Violence," which began in the 1940s, has been characterized by a bloody confrontation between the Colombian Conservative Party and the Colombian Liberal Party over control of the country's agricultural land. The Violence has affected most of society but has had a disproportionate impact on rural areas, where most of the battles were fought. In the last five decades, the conflict has taken on new actors and involved new variables, such as drug trafficking, deepening its complexity. Indeed, the production and trafficking of illegal drugs by self-defense forces, new expressions of the paramilitarism and the guerrillas themselves have led to new levels of violence and disruption. All of these armed actors have consolidated alliances with regional politicians, thereby dominating multiple institutions and local authorities.

Numerous attempts have been made to end the armed conflict, ranging from a military strategy to force pacification to various forms of negotiation with guerrilla groups. However, the complex and intertwined causes of the conflict have yet to be addressed fully and uprooted. One consequence was evident during the negotiations between the government and the United Self Defense Forces of Colombia (*Autodefensas Unidas de Colombia*, AUC), the latter responsible for serious human rights violations. The process was met with harsh criticism from both national and international actors because of weak enforcement of the law, a corrupt judicial system, an ineffective reparation program and the preservation of existing power structures, which led to a highly polemic regrouping of paramilitary factions and the creation of criminal gangs (BACRIM), associated with drug trafficking.

In November 2012, the Colombian government and the Revolutionary Armed Forces of Colombia (*Fuerzas Armadas Revolucionarias de Colombia*, FARC) agreed to hold peace negotiations following exploratory discussions the year before. The negotiating parties achieved consensus on the following agenda for the negotiation: agrarian reforms; political participation; reparation to victims; stemming the illegal drug trade through crop substitution; and ending the conflict. Moreover, it was also agreed that in order for the FARC to effectively transition into a post-conflict situation, weapons must be surrendered.

The peace negotiation presents a new framework for examining peacebuilding strategies in the country. The spaces for dialogue around the peace negotiations also serve as significant opportunities for further empowerment of women as political actors. It additionally enables civil society to highlight its important role in the political transformations, a requisite in achieving sustainable peace.

Women continue to face structural inequalities that increase their vulnerability and lack of protection in conflict situations. This discrimination permeates all aspects of social life, gravely affecting the participation of women in spheres of decision-making. Sexual violence committed against women and girls by the armed actors must be called to attention.

Due to persistent efforts by human rights and women's organizations to address the continuing grievances of sexual violence victims, the Colombian Constitutional Court created Sentence T-025 and issued Order 092. The Order analyzes how the armed conflict causes disproportionate effects on the lives and the rights of women and identifies 10 related risks: (i) sexual violence, sexual exploitation or sexual abuse in armed conflict; (ii) exploitation of domestic duties by patriarchal illegal armed actors; (iii) forced recruitment or other types of threats against children by outlawed armed actors, which is a higher risk in female-headed households; (iv) risks derived from accusations for any contact that women have had with the armed groups—involuntary, accidental or suspected—or from familiar or personal relations with members of some of the armed illegal groups or members of the military and police that operate in the country. (If sustained, this risk could result in accusations or retaliations by the enemies of the other enemy forces.); (v) risks derived from belonging to social, community or political women's organizations, or from leadership initiatives to promote human rights in areas of armed conflict; (vi) threats and even murder by the armed groups as an strategy to coercive and control public and private behavior of women; (vii) murder or disappearance of economic providers or

the breakup of familial groups and social support networks; (viii) deprivation of land and assets, especially real estate properties in rural areas; (ix) risks of discrimination and accentuated vulnerability of indigenous and Afro-descendant women; and (x) the risk of loss or absence of a partner or financial provider during displacement.

Such institutional recognition of the complex impact of armed conflict on women is crucial for the protection of their rights. However, women remain underrepresented in the political arena and are excluded from decision-making positions. This is especially true in the current peace process with the FARC: in spite of the participation pillar of United Nations Security Council Resolution (UNSCR) 1325, there are no women at the negotiation table. With the exception of peace negotiations that took place in 1982 under President Belisario Betancur, the presence of women in these settings has been minimal.

Nevertheless, the majority of women's organizations support the current negotiations, acknowledging new challenges for civil society that call for collective analysis and collaboration.

b. Relevant policies in place

Colombia has ratified human rights treaties and other regional and international instruments that protect women and girls, including the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW); the Inter-American "Belém do Pará" Convention to Prevent, Sanction and Eradicate Violence Against Women; the United Nations Convention Against Organized Transnational Crime; and the protocol to prevent, suppress and sanction the traffic of people, especially of women and children. Similarly, Colombia has recognized the importance of Resolution 1325 and other relevant UN Security Council Resolutions, even though it has not committed itself to the adoption and implementation of a National Action Plan (NAP).

In the national sphere, regulations and policies have also been adopted to eliminate historical discrimination against women. Within the current legal framework, laws intended to increase women's participation in decisive levels of different branches and bodies of government (Law 581 of 2000) have been passed. Laws directing the establishment of a quota system designed to regulate and enforce the organization and operation of political parties, movements and electoral processes (1475 of 2011) have also been useful.

Law 1257 (2008) is one of the most important laws to protect women's rights, as it recognizes violence as a violation of human rights. Law 1257 provides women with tools for defense, establishes pathways that address the victims and creates a framework that gives attention to women and to prosecute the perpetrators.

From 2011, the Presidential Commission for the Equity of Women initiated the participatory development of a public policy for women's rights. Through this process, women's organizations took part at the local, departmental and national levels. In October 2012, the president of Colombia presented the policy guidelines to Michelle Bachelet, who was then the director of UN Women.

Law 1448 (2011), known as the Law of the Victims and of the Restitution of Lands, addressed humanitarian aid, attention, assistance and reparation to victims. Likewise, regulations have been adopted to strengthen the system of protection of victims from the armed conflict. Although these regulations incorporate a gender approach, they do not guarantee the protection of women's rights.

c. Implementation assessment of relevant WPS policies

The mandates of UNSCR 1325 and related resolutions have reached public awareness and received wide acceptance. However, ambiguity has always existed on the adoption of a National Action Plan to implement these resolutions in Colombia, though the government has outlined and promoted efforts to improve women's political participation; and protection from and prevention of sexual and gender-based violence to fulfill the requirements of UNSCR 1325 and relevant resolutions.

While the government has produced reports on its efforts to improve women's political participation and protection from—and prevention of—sexual and gender-based violence, the 1325 Coalition of Colombia has indicated shortcomings. The Coalition's 1325 monitoring report revealed that the government's efforts were dispersed,

uncoordinated, under-resourced and weak in terms of sustainability and commitment to meaningfully increase women's political participation. The policies often failed to incorporate requests and proposals from women's rights groups.

Despite progress in the legal framework, much remains to be done for these laws to be effectively implemented. Women's awareness and knowledge of the laws must be enhanced, and effective mechanisms that will enable women to access the laws must be put in place. The strengthening of such mechanisms can be an important instrument for women to envision themselves as vital catalysts and peacebuilders. In addition, women must have the opportunities and security to participate fully in all decision-making processes—a necessary condition for a successful transition into a post-conflict phase. Furthermore, effective collaboration among women's organizations is necessary for them to face the risks and challenges that are part of a transitional process.

2. Local Governance Structure and Responsibility

Colombia is administratively divided into 32 departments that are further divided into municipalities. These are classified by categories that define the budget that is transferred at a national level, 6 being the lowest category in terms of economical status and 1 being the highest. This budget is calculated according to the level of inhabitants in a given area. There are also three "special districts," broken down into two tourist districts: Cartagena and Santa Marta, and Bogotá (the capital).

The current Colombian Constitution, the product of an agreement between different political actors, has been in effect since 1991. In the peace negotiations under President Virgilio Barco Vargas, the guerrilla group M-19 insisted that a principal condition for disarmament was the creation of a National Constituent Assembly. This would amend the Constitution to allow people to form political parties, which until then did not guarantee the creation or development of any political parties beyond the two traditional ones. In addition, the Constitution did not provide minorities with a chance for representation in the political sphere.

The government opposed the call for a popular vote authorizing the formation of a Constituent Assembly to amend the Constitution. Students and social activists formed a national movement that pressured the government to include an option in the presidential ballot, known as the "Seventh Ballot" (*séptima papeleta*), asking the voters whether they favored the option to amend the Constitution. The proposal was approved by more than 50 percent of the voters, forcing President César Gaviria Trujillo to carry out the popular mandate. Not only was a constitutional change achieved, but the M-19 also disarmed and became integrated into the political arena. This transition guaranteed the representation of indigenous and African minorities in the national Congress.

Article 1 of the Constitution states that "Colombia is a legal social state organized in the form of a unitary republic, decentralized, with the autonomy of its territorial units, democratic, participatory and pluralistic, based on respect of human dignity, on the work and solidarity of the individuals who belong to it, and the predominance of the general interest."

It continues in Article 2: "The essential goals of the state are to serve the community, promote general prosperity, and guarantee the effectiveness of the principles, rights, and duties stipulated by the Constitution; to facilitate the participation of all in the decisions that affect them and in the economic, political, administrative, and cultural life of the nation; to defend national independence, maintain territorial integrity, and ensure peaceful coexistence and the enforcement of a just order."

Following this framework, Article 22 of the Constitution speaks to the right to peace. Laws have been generated locally to push local authorities to promote and actively engage in peacebuilding work. Additionally, Law 434 (1998) establishes the National Council of Peace as a permanent and participatory body that must be structured according to the different branches of the state and civil society. Similarly, Article 22 incorporates guiding principles for the policies of peace that define the advisory, consultative, and wide-ranging representative nature of the National Council of Peace.

According to Article 174 of Law 1448 (Law of Land Restitution, 2011), the Colombian territorial entities (states and municipalities) must design and implement “through the corresponding procedures, programs of prevention, assistance, attention, protection and integral reparation to the victims, who should count on the budgetary allocations within the respective plans of development and they should also keep to the guidelines established in the National Plan for the Attention and Integral Reparation for the Victims.”

This same law identifies the coordinating authorities at a national, departmental and municipal level who will ensure the integral reparations for victims. Similarly, the law states that the territorial committees for transitional justice are the highest authority at a territorial level regarding public policies on the rights of victims of armed conflict.

However, the majority of government municipalities are weak. Except for the cities of Medellín, Cali and Bogotá, where significant advances have been made, municipalities generally do not meet the conditions necessary for effective implementation of policies that protect citizens' rights. This problem is further aggravated by the difficulties of maintaining a functioning society amid an armed conflict where the state is undermined and controlled by various local actors. These actors force political decisions and use public resources to sustain the armed struggle. They manipulate ideological principles and use force to retain power.



In Colombia, the local government is regarded as the space in which a governor gains access to high salaries and personal benefits. As a result, it is very difficult to ensure that ethical and human rights standards are properly met.

Public services, health care, land possession and education are seen as political favors handed out by the leaders. One must earn access by means of a patronage system. These leaders do not understand the role of public service and they lack a sense of duty toward citizens. In many cases, the best or only employer is the local government and therefore the majority of the population is completely dependent on an individual at the helm of the government seat. This person determines whether someone has a job or not, turning such patronage into a battle for survival and social mobility.

Due to international and national pressures, political correctness is highlighted more at the national level, leaving chauvinistic practices and approaches more noticeable at local levels. In addition, notions of human rights, and the acceptance of relevant cultural transformations to support them, are vague at the local level. Women continue to be undervalued and face deep-rooted discrimination.

Furthermore, there is a significantly higher level of risk involved when defending human rights causes locally. Women and victims' rights defenders encounter severe threats to their personal security, actions that are sanctioned by armed actors and often by local authorities as well. Local authorities, national authorities and the paramilitary often assume that human rights defenders are allied with the insurgency. As a result, human rights defenders are considered the enemy. These threats have been a serious impediment in the defense of human rights. The social classes that hold power in Colombia continue to behave like warlords in their territories.

3. Good Practices

a. Collaboration between national and local authorities

Colombia has advanced slowly in the past 22 years since the Constitution was approved in 1991. Substantial efforts have been made to take constitutional mandates to the territorial level to harmonize national and local policies. One example is the case of the national policy for the equity of women. The next step is to formulate this policy at the local level, keeping in mind unique challenges and the need for effective implementation. To achieve this goal, a plan has been prepared that aims to harmonize the policies of some states, including the training of local officials to carry out the guidelines of national policy.

The relationship between civil society and the Colombian state is marked by lack of trust. While it is a serious challenge to build trust amidst the conflict, widespread corruption and enduring patronage system, some form of trust must be cultivated for the recent process of policy consolidation to advance.

b. Collaboration among government, civil society and other stakeholders

Localization workshops

The implementation of the Localization program, which began in 2012, marks the first attempt to establish an alliance between civil society and local institutions in Colombia to execute joint training on UN resolutions dealing with women and peace and security (WPS). In September 2012, the Global of Network of Women Peacebuilders (GNWP) and its member organizations Red Nacional de Mujeres, the *Corporación de Investigación y Acción Social y Económica* (CIASE) held Localization workshops in five departments of Colombia: Valle del Cauca, Cauca, Chocó, Bolívar and Santander. After learning about the resolutions and identifying where certain provisions of UNSCR 1325 could be integrated to strengthen their local development plans, local authorities and women civil society representatives made collective as well as personal commitments to implement the resolutions in their respective communities.

Collective commitments included training men in the military on humanitarian international law, preventing HIV and reporting on cases of violence against women leaders. Women's networks made specific commitments to support the education of women at the community level and to sustain existing Resolution 1325 training for officials. Some of the personal commitments made by participants in 2012 workshops included: to speak of UNSCR 1325 in the home to help empower women at the family level; to encourage collaboration between local authorities, CSOs, educational institutions, the family unit and the community; and to promote and assume women's role at the center of institutions as agents of change that support peace initiatives.

As participants fulfilled their collective and personal commitments, the first set of Localization workshops led to the multiplication of awareness-raising sessions on UNSCR 1325 at municipal and departmental levels, in addition to the integration of provisions of the resolution in local development plans. For example, following their participation in 2012 Localization workshops, authorities from the Palmira municipality integrated provisions of UNSCR into their local development plans. This has facilitated processes for the prevention and protection of women and girls from sexual and gender based violence, in addition to fostering the participation of victims in the community's search for peace and security. The Localization workshop in Valle del Cauca motivated Mariela Murcia Martinez, from the Palmira attorney's office (*fiscalía*), to participate more actively in her office's thematic desk on equality and non-discrimination and to push for awareness-raising and training sessions on the provisions of UNSCR 1325 for public servants and the community. Personally, she has applied the pillars of the resolution in her daily work to guarantee the rights and constitutional protection of women victims.

Follow-up Localization workshops and the development of Municipal Action Plans

In September 2013, a year after the first set of Localization workshops, CIASE, Red Nacional de Mujeres and GNWP held follow-up Localization workshops in Cauca, Valle del Cauca, Santander and Bolivar, in addition to new Localization workshops in a second city of Santander (Bucaramanga), Bogotá district and Arauca.

The follow-up Localization workshops allowed local authorities, women and CSOs to come together once more to discuss progress on the implementation of UNSCR 1325 in local communities. Although important actions had

been taken since the first set of Localization workshops, the participants in Cauca, Valle del Cauca, Santander and Bolivar all assessed that local action plans with set objectives and concrete actions would allow for more effective and coordinated efforts to implement UNSCR 1325 at local levels. Local Action Plans were deemed particularly important by the participants, since the Colombian national government continues to oppose the adoption of a National Action Plan for the implementation of UNSCR 1325 and supporting resolutions.

Local authorities and women's rights activists who took part in Localization workshops in September 2012 and in follow-up workshops in 2013 have now drafted Municipal Action Plans for the implementation of UNSCR 1325 and supporting resolutions, for 18 municipalities of the Bolivar, Santander, Cauca, and Valle del Cauca departments. The Municipal Action Plans include set objectives directly related to the pillars of UNSCR 1325—Participation, Prevention and Protection, and the Promotion of a Gender Perspective. Under each objective, the draft plans contain a number of specific activities, complete with indicators, implementing actors, a timeline and a budget. For example, in the Popayán Municipal Action Plan (Cauca department), one activity under the objective relating to women's participation in decision-making is to establish an accredited certificate program to build the capacity of women to enter politics. Also in Popayán, a UNSCR 1325 Sectoral Action Plan for the lesbian, gay, bisexual and transgender (LGBT) community was developed to address and respond to the violence committed against LGBT individuals by armed groups. Lesbians in Cauca are the targets of particularly hateful crimes: armed groups cut off the women's breasts and rape them upon finding out their sexual orientation. The drafting, adoption and implementation of municipal and sectoral action plans not only will lead to enhanced women's participation and respect for all women's rights at municipal levels throughout the country, but it is also a way to pressure the Colombian government to reconsider its position on the drafting and adoption of a NAP.

Best Practice from Colombia: the localization of UNSCR 1325 and 1820 and Colombian indigenous women

Indigenous women have been participating in the Localization program since 2012. The indigenous women of Colombia regard Resolution 1325 as an important instrument applicable to different cultures and situations, including theirs. This has resulted in a number of important achievements, such as the establishment of Piemisikupanayaf, the national network of indigenous women. Other achievements include their decision to be an active member of Coalición 1325, the network of Colombian CSOs advocating for the development of a NAP; the development of indicators to monitor the implementation of UNSCR 1325 in indigenous communities; the production of materials used for awareness and knowledge-raising on UNSCR 1325 and 1820 that have been adapted to their sociocultural contexts; their active participation in advocacy work to prevent violence against indigenous women and girls; and the ongoing analytical discussions on the transitional phase and post-conflict situation vis-à-vis indigenous communities.

In designing the Localization workshops with indigenous women, careful thought was given to ensure that the modules and materials were adapted to reflect their sociocultural context. Moreover, the workshops employed a unique exchange program wherein an indigenous woman leader from one tribe facilitates a dialogue for another tribe. For example, a woman from the Sikuani tribe would be responsible for facilitating dialogue and knowledge-sharing workshops on Resolution 1325 in a community outside her own, like in the town of Pijao. This innovative cross-community exchange is referred to as Indigenous Women Ambassadors of 1325. As a common saying in Colombia goes: "No one is a prophet in their own land." This saying alludes to the difficulty of a society to adopt new ways of thinking from within. It explains why the acceptance of new ideas is more expedient when the ideas are proposed by a knowledgeable and legitimate outsider.

c. Training, awareness-raising and behavior change communication strategies

Training of Trainers (ToT) workshop

In addition to the Localization workshops and to ensure the sustainability of the Localization program, a Training of Trainers (ToT) workshop was held in Bogotá, Colombia, in October 2013. This training was directed at former participants in the Localization throughout the country. The main objective of the ToT was to develop the expertise of local authorities, civil society actors and indigenous leaders on the localization of UNSCR 1325, 1820 and supporting

WPS resolutions, so that they can form a pool of experts to replicate Localization workshops and to lead implementing and monitoring efforts throughout the country.

By convening once more government officials, civil society actors and indigenous leaders, the ToT workshop further fosters local ownership of the WPS resolutions and enhances cross-sectoral cooperation and collaboration on the implementation of UNSCR 1325, 1820 and supporting WPS resolutions. Together, participants formulated concrete strategies to ensure the operationalization of local and sectoral action plans on UNSCR 1325 and 1820.

Sessions included: review of the contents of UNSCR 1325 and supporting resolutions; key training techniques and methodology; overview of the existing policies and legal framework related to UNSCR 1325 and 1820 in Colombia; group work to develop a training agenda; and group mock-training sessions. A session on engaging the security sector in Localization workshops and the implementation of UNSCR 1325 at national and local levels was also discussed, since this is a polemical topic among CSOs working on WPS issues in Colombia.

Cross-learning was also an important component of the ToT. GNWP invited its members from Argentina and Guatemala to take part in the training: CSO representatives from Argentina and Colombia share their lessons learned and challenges in their ongoing processes to develop NAPs. Through discussions and sessions on UNSCR 1325 and the supporting resolutions, training methodology and experience sharing, the participants developed implementation strategies to realize their respective Local Action Plans.

d. Tools for implementation

UNSCR 1325 Toolbox

The first set of Localization workshops in 2012 revealed the need for accessible and user-friendly materials in Spanish to raise awareness of the WPS resolutions and to assist local authorities, local CSOs and indigenous women in further disseminating the resolutions. To address this need, Red Nacional de Mujeres, CIASE and the Liga Internacional de Mujeres por la Paz y la Libertad (LIMPAL) gathered existing Spanish-language materials on UNSCR 1325 and produced additional informative materials. All these materials were packaged into a UNSCR 1325 Toolbox.

This toolbox contains printed materials as well as digital files saved on a USB drive for convenience. The materials saved on the USB drive include two animated videos about UNSCR 1325, its use and the concept of human security; three radio spots on the resolutions to be used in awareness-raising workshops or to broadcast on community radio; a digital explanatory document; and five PowerPoint presentations on the context, content, advantages, disadvantages and current obstacles of implementing the Resolutions in Colombia. In addition, the UNSCR 1325 Toolbox contains a hard copy of a manual on Resolutions 1325 and 1820 that describes the various actors involved in UNSCR 1325 implementation, strategies for implementation as well as monitoring and output mechanisms. A poster displaying the content of Resolution 1325 and relevant resolutions and advertising and awareness-raising stickers are also part of the toolbox. Since participants in the 2012 Localization workshop for indigenous women emphasized the different needs of their communities, a special manual for indigenous communities was developed.

To maximize the use and outreach of the toolboxes, workshops were held in March 2013 throughout the country to distribute the UNSCR 1325 Toolbox to local authorities. These workshops presented an opportunity for local authorities to update CSOs on their work implementing UNSCR 1325. Since the distribution workshops, the materials contained in the toolbox have been used in awareness-raising and follow-up Localization workshops. For example, in the follow-up Localization workshop in Popayán, Cauca, a woman from the Red Departamental de Mujeres—a member of the Red Nacional de Mujeres—presented the WPS resolutions using a PowerPoint presentation from the toolbox. In other Localization follow-up workshops in Santander and Bolívar, the videos and radio spots were used and identified by local authorities as key tools to raise interest in and awareness of the resolutions. The UNSCR 1325 Toolbox was also used in the Training of Trainers (ToT) in October 2013.

e. How information travels: global, national and local levels and multidirectionality

Even as Colombia has ratified, signed and endorsed various international treaties and agreements on gender equality and women's human rights, there is not enough information that reaches departments and municipalities to use these

laws in combination with national policies. For example, five years after Law 1257 (2008) on sensitization, prevention and protection of violence against women was approved, there are still many municipalities that do not abide by it. The situation is even more problematic at the community level.

Localization workshops in Colombia provide an important opportunity for information sharing on national and international laws and policies related to WPS issues between local authorities and civil society actors working both at local and national levels. CSOs based in the capital, such as Red Nacional de Mujeres and CIASE, also act as information channels among local, national and international stakeholders working to implement the resolutions on WPS. Events during the annual anniversary of UNSCR 1325 and the Committee on the Status of Women in New York are particular forums where local authorities, indigenous women and local CSO representatives can make their voices heard at global levels and to report on the progress in the local implementation of UNSCR 1325 and their Local Action Plans.

Voice from Colombia: *Indigenous women use UNSCR 1325 to defend their right and role in peacebuilding*

"I do not know the international laws very well. Oftentimes, one understands some of the national laws, but for us the law that we follow is the law of our ancestry, our own law. That is why when we see so many problems within our reservations, so much violence, so much persecution, so much war, one does not know what to think. The magnitude of the problems that we have had for such a long time has changed us greatly as indigenous peoples. Things are seen or are known that were not seen or known earlier; for example, brutal violence against us under the noses of our authorities and the national and international authorities. That is why talking with different cultures and branches of government are useful to us. This way, we identify the things that fail us in our lives as women. We become conscious of it and realize how our cultures also have to question themselves. Human rights cannot be a matter simply for discussion. It has to be applied.

"That is why being able to learn about our rights and, better yet, our rights in conflict situations like the ones we live in, is very important. We, as women, did not know anything about Resolution 1325. Now, we know a little bit more. We are progressing little by little. Conquering the fear ... hopefully this will take our Authorities and us to a better place. There is a long path ahead of us and we must follow it.

"It is not easy for us as women. Our commitment is to defend our culture, and our right to have territory and autonomy. That is why the authorities are opposed when we speak about our individual rights. But I believe that this will change. This communication must show the reality and how the balance is broken. We must help ourselves to these resolutions in order to restore our balance."

-- María Márquez, Participant in the Indigenous Women's Localization Workshop from Sierra Nevada de Santa Marta, October 2012, Cauca Department

4. Challenges and Constraints

The endurance of a patriarchal culture and attitudes continues to be an obstacle to the participation of women and the implementation of national policies and UN resolutions on WPS at local levels. Men still dominate the public sphere; and women's participation in political arenas is still considered inadequate and, in some cases, improper.

The persistent fear of voicing concerns about the armed conflict and the constant threats and suffering that women face, especially those who hold leadership positions in their organizations, further prevents progress in the implementation of UNSCRs 1325 and 1820 in Colombia. Security continues to be defined in terms of the security of the state, rather in the security of the citizens, or "human security." As a consequence, greater emphasis is placed on the proliferation of weapons and the strengthening and growth of the army and police force. The much-needed debate on dismantling the militarism of the streets, transforming the state administration and its policies and solving problems such as poverty and inequality has yet to take place.

The lack of technical and financial resources in impoverished municipalities and territories presents a particular obstacle in the localization process of UNSCR 1325. This obstacle is exacerbated by the prevalent perception that local administrative bodies are extremely corrupt spaces, where resources earmarked for certain social programs are spent instead as pocket money of local authorities. In addition, civil servants at subnational levels have very little knowledge of concepts of gender, gendered perspectives and women's rights. Hence, the importance of the Localization program and the replication of Localization workshops in other communities and departments of Colombia cannot be stressed enough. Knowing and understanding gender policies is fundamental for local officials to monitor and contribute to the advancement of women, and to better support women victims in local communities.

5. Lessons Learned

Although the Localization program in Colombia has led to impressive outputs and started to have an impact on the lives of women and girls in a number of municipalities, the processes to implement effective and measurable change are slow. Determination and earmarked resources are key for Local Action Plans on UNSCR 1325 and 1820 to be implemented effectively. Therefore, it is necessary to develop periodic follow-up mechanisms after the sensitization processes, especially for the most committed officials. In addition, women's organizations must be strengthened and supported throughout the follow-up efforts.

Collaboration among multiple actors at local, national and international levels is also essential to realize the principles of UNSCR 1325 and the related resolutions at a national level and subnational levels. On many occasions, local authorities do not implement international policies because they are unaware of their existence or of the state's obligation to implement them at national and local levels. In addition, many civil servants believe that the responsibility to implement the resolutions rests with the national level but not the local level.

In this respect, information sharing between national and local authorities and CSOs is imperative for widespread recognition and appropriation of UNSCR 1325 and supporting resolutions. Direct contact with local authorities in the Localization workshops presents opportunities to generate alliances between local authorities who are sensitive to WPS issues and women CSOs. Following the Localization workshops, it is important to organize meetings between organizations and municipal leaders to understand implementation strategies and to identify good practices. Dialogues between the different local implementing actors also help to evaluate results, adjust agendas, expand analysis and construct new strategies.

Besides fostering local ownership of the WPS resolutions and forging alliances between local authorities and CSOs, the Localization workshops have empowered individual women and the civil society organizations they represent to fight for their rights. After decades of being threatened, women's organizations see the prejudicial actions against them as natural or as culturally legitimate, and do not lobby for their rights. The Localization workshops and the Training of Trainers provide clarity and tools for the transformation and rejection of the status quo.

The Localizations program opens up a window of opportunity to develop Local Action Plans on UNSCR 1325 and 1820, starting from the local and scaling up to the national level. It generates local ownership of the resolutions and their mandates and should be implemented in the whole country.

6. Recommendations

To the national government:

- ▶ Formulate a National Action Plan (NAP) in a participatory manner with women and women's organizations that could be jointly monitored;
- ▶ Recognize Resolution 1325 and the related resolutions as parameters to include women in the framework of responding to the armed conflict and the development of a possible agreement of peace;
- ▶ Develop information, education and communication materials on UNSCR 1325 and 1820 and distribute them to all local municipalities.

- ▶ Propose the mainstreaming of a gender perspective in peacebuilding processes and peace agreements and make visible the disproportionate effects of the conflict on the lives of women; and
- ▶ Demand that the armed actors publicly apologize for the crimes committed against women.

To the local governments:

- ▶ Formulate and implement local action plans on Resolution 1325. For the states and municipalities that lack the capacity to do so, invest in and advance municipal strengthening policies, taking into account the central points of Resolution 1325; and
- ▶ Continue to take part in Localization workshops, follow-up workshops and Training of Trainers.

To civil society:

- ▶ Develop and implement more advocacy programs that promote women's rights using UNSCR 1325 and 1820 as main policy framework;
- ▶ Continue to hold Localizations workshops and Training of Trainers; and
- ▶ Support the negotiated solution of the armed conflicts under way in Colombia. Demand the support of the United Nations in the peaceful transformation of Colombian society.

To the donor community:

- ▶ Support and strengthen the institutional capacities of civil society organizations, particularly those working in conflict-affected communities; and
- ▶ Support the replication of the program on Localization of UNSCR 1325 and 1820.

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List of Acronyms

ADDCN	Association of District Development Committees of Nepal
BCC	Behavior Change Communication
CA	Constituent Assembly
CDO	Chief District Officer
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CPA	Comprehensive Peace Agreement
CSO	Civil Society Organization
DCC	District Coordination Committee
DDC	District Development Committee
DEO	District Education Office
DHO	District Health Office
DPO	District Police Office

FNJ	Federation of Nepali Journalists
GBV	Gender-Based Violence
GNWP	Global Network of Women Peacebuilders
GoN	Government of Nepal
HLSC	High Level Steering Committee
IEC	Information Education and Communication
INGO	International Non-Governmental Organization
LPC	Local Peace Committee
LSGA	Local Self Governance Act
M&E	Monitoring and Evaluation
MoFALD	Ministry of Federal Affairs and Local Development
MoPR	Ministry of Peace and Reconstruction
MoWCSW	Ministry of Women, Children and Social Welfare
MuAN	Municipal Association of Nepal
NAP	National Action Plan
NGO	Non-Governmental Organization
NHRC	National Human Rights Commission
NPTF	Nepal Peace Trust Fund
NWC	National Women's Commission
OSF	Open Society Foundation
SGBV	Sexual and Gender-Based Violence
SPA	Seven Party Alliance
ToT	Training of Trainers
TRC	Truth and Reconciliation Commission
UN	United Nations
UNFPA	United Nations Population Fund
UNSCR	United Nations Security Council Resolution
VDC	Village Development Committee
WDO	Women Development Office/Officer
WPS	Women, Peace and Security

1. Women, Peace and Security (WPS) Country Profile

a. Introduction

The so-called People's War between Maoists and the government monarchy lasted from 1996 to 2006 and claimed over 15,000 lives, while displacing 100,000 to 150,000 people nationwide. Even though the civil war is over, as in most post-war countries Nepal is still beset by ethnic, political, social and religious rifts — persistent root causes of the conflict. During the war, the Maoists contended that only a revolutionary armed struggle could overthrow the regime and lead to the establishment of a democratic republic that would fairly represent Nepal's working peasants. Although subjected to aggressive police operations in the early years, the Maoists were able to set themselves up mainly in midwestern Nepal. In the late 1990s, they rapidly extended their movement across the rest of the country. The conflict escalated significantly following a state of emergency declaration by the Government of Nepal (GoN) in November 2001, with extensive deployment of the Royal Nepal Army and large-scale Maoist People's Liberation Army (PLA) reprisals. In June 2006, the seven political parties and the Maoist Communist Party of Nepal (CPN) signed an eight-point agreement, which was followed by the signing of the Comprehensive Peace Agreement (CPA) on 21 November 2006, ending the decade-long conflict.

The impact of the conflict caused tremendous physical damage and human suffering. Human rights violations and brutality were inflicted increasingly by both sides in the conflict, affecting all segments of the population. However, the poor and/or socially excluded members of society suffered exponentially, as they were less able to cope with, respond to or recover from difficult and complex conflict-related situations. In particular, women, children and youth were unduly affected, with a heightened prevalence of gender-based violence (GBV) occurrences, interruption of children's education and overall threats to the well-being of women and children.

Since the signing of the Comprehensive Peace Accord, Nepal has been in transition, with the years since the war's ending marked by promising developments as well as steps toward peace, stability and multiparty democracy. After the signing of the accord, an interim Constitution was promulgated, the monarchy was abolished in 2007 and the country became the Democratic Federal Republic of Nepal. Constituent Assembly (CA) elections in 2008 were generally accepted as free and fair. The United CPN-Maoist party won more seats than any other political entity, far ahead of its two closest opponents, the Nepali Congress and the Communist Party of Nepal–Unified Marxist-Leninists (CPN-UML).

Yet a number of pressing issues remain to be addressed, such as gender equality, inclusiveness, equal participation and good governance. The end of the war has not stopped social suffering and conflict. The root causes of the conflict remain. The psychological impacts that resulted from the protracted civil conflict have been as harmful as the physical damage wrought by the fight itself.

The country is now passing through a critical phase of conflict transformation. After the landmark political changes in 2007 to 2008, integration and rehabilitation of Maoist combatants were initiated and relief and rehabilitation services were provided to conflict victims. However, the situation is still precarious and becoming more complicated because of the failure of the constitution-building process within the given time frame and, more important, because Constituent Assembly dissolved in May 2012.

The people of Nepal believed that everything would be peaceful and normal in the post-conflict period, just as it was before the conflict began, in 1996. Nepalis perceived the declaration of the republic as an end to all turmoil and the CA elections were expected to solve the problems. But the situation has not changed much. General shutdowns and strikes, rallies and protests against political, economic and sociocultural inequalities have become common. The post-conflict period is highly unpredictable.

b. Impact of the armed conflict on women

Hundreds of thousands of people were affected by the conflict and became victims of trauma, forced displacement and violence. During the conflict, women and girls were more vulnerable to sexual exploitation, and many of them had to fend for their children and the elderly as well as themselves, since men were displaced, enlisted in the armies of warring parties or were killed.

The specific experience of women and girls in armed conflict is often linked to their status in societies. In a place where a culture of violence and discrimination against women and girls existed before a conflict and when conflict is related to class, caste and territorial identities, violence against women and girls is exacerbated. Women and girls are viewed as bearers of cultural or geographical identity, so they become prime targets. They are the most vulnerable to exploitation, violence and abduction during conflict simply because of their gender, age and status. In Nepal, thousands of women—deprived of their homes, separated from families and stripped of protective community structures—have endured sexual and gender-based violence (SGBV). Of the 84,969 individuals abducted during the conflict, 2,087 were women. Reports indicate that more than 4,000 women lost their husbands. Many had to trade sex for material goods, protection or basic survival.

Women were not just victims in the conflict: they were active participants and perpetrators of violence. Many women and girls joined the Maoist Army as combatants and other support functions; an estimated 40 percent of combatants in the Maoist Army were women. As a consequence of the conflict, women were compelled to engage in activities traditionally performed by men, which may have contributed to a change in the traditional role of women in society and thus challenge cultural barriers. Women had greater decision-making power in many rural areas, as they became heads of their households. Conflict is thought to have “increased women’s visibility” by enabling them to take on more leadership roles at the village level and across civil society.

Instability and changes in the status of men as heads of households in the post-conflict period has increased domestic violence. SGBV against women and girls persists and insecurity and impunity prevail throughout the country, particularly in the Terai region, where people have little awareness of GBV issues and policies. Nepali women and girls—both civilians and ex-combatants—continue to face multiple problems, such as rape, murder and mental, physical and sexual torture as well as exploitation.

c. Relevant policies in place

Despite the precarious situation of women and girls, the government has numerous constitutional, legal and policy-related provisions in place aimed at improving conditions. These were in place, both during conflict and remain so in the post-conflict setting. These include:

- ▶ The ratification of CEDAW (1991) and the Beijing Platform for Action (BPfA), which led to a series of efforts in Nepal toward improving the social, economic and political status of women. Some strategies in the BPA are aimed at enhancing women’s participation at decision-making levels in conflict resolution. Discriminatory laws against women have been amended; gender focal points in sectoral ministries have been identified and the National Women Commission (NWC) was created.
- ▶ The Comprehensive Peace Accord (CPA) 2006, which includes a prohibitory provision on SGBV, which both parties (the Seven Party Alliance and UCPN-M) must abide. It contains a specific provision on the rights of women and children that relates directly to the prevention of violence against women.
- ▶ The Gender Equality Act (2006), which repealed and amended 56 discriminatory provisions of various previous acts and incorporated provisions to ensure women’s rights. Some key changes to provisions focused on laws requiring a daughter to return shared ancestral property upon marriage; court summonses are to be received by a male family member as much as possible; and divorce can be obtained when a woman remains childless within 10 years of marriage. Further, the act establishes sexual violence as a crime punishable by imprisonment, depending on the age of the victim and degree of the crime.
- ▶ The Interim Constitution of Nepal 2007, which prohibits physical, mental or any other form of Violence Against Women (VAW) and declares that such acts shall be punishable by law. It also incorporates a separate article recognizing that women’s rights, including reproductive rights, are fundamental. Participation of at least 33 percent of women at all levels of government has been made mandatory in the Constitution.
- ▶ Human Trafficking Act 2007, which expands the definition of trafficking to include the offense of transportation for such purposes. With this extended definition and other support measures, the new act helps to curb human trafficking and ensures support and care for victims. The Supreme Court has also issued orders prohibiting different practices that contribute to GBV.

- ▶ Domestic Violence (Crime and Punishment) Act 2009, which defines physical, mental, sexual, financial and behavioral violence as domestic violence. The act also states that reporting the crime can be done both verbally or in writing. If the case does not get resolved through quasi-judicial bodies or mutual understanding, the victim can file a case directly in the judicial courts. Furthermore, a third party can also file a report on behalf of the victim. It has also made provisions for interim relief to victims of domestic violence. The court can order interim protective measures for the entire duration of case proceedings.
- ▶ National Safe Motherhood Plan 2002-2017, which recognizes GBV as an important issue vis-à-vis women's health. The Ministry of Health has also implemented a program aimed at providing care and support to survivors of violence at Paropakar Maternity Hospital in Kathmandu.
- ▶ Nepal Health Sector Implementation Plan 2010-2015, which outlines GBV as an integral component of health care. Training has been given to doctors, nurses, laboratory staff, nursing assistants and managers to improve the Quality of Clinic (QOC) services. Protocols on management of GBV, including sexual abuse, have been developed and are now operational.
- ▶ National Action Plan on Gender Based Violence 2010, which specifies the measures to be adopted to curb gender based violence (GBV), be it domestic or public. An ongoing three-year plan (2010-2011 and 2012-2013) contributes to the implementation of this National Action Plan on Gender Based Violence by setting up a strategy to adopt an inclusive development process and carry out targeted programs to prioritize "the inclusion of excluded groups, areas and gender." The three-year plan also emphasizes the need for social justice and acknowledges the need to ensure women's rights regarding access to decision-making. In addition, the government launched a five-year strategic plan (2012-2017) to curb gender-based violence. It has been formulated on the basis of a 2012 Cabinet decision encompassing 17 strategies and 27 programs to end every type of discrimination, inequality and marginalization against women.

Moreover, an attempt to increase women's participation in decision-making was secured through the Election Law (2002), which assured a proportional representation (33 percent) of women in the Constituent Assembly. This quantitative representation, however, remained flawed as women continued to receive insignificant roles despite being part of decision-making teams. In political parties, it is very rare for women in Nepal to make it to senior decision-making positions. None of the political parties have secured 33 percent women's participation within their central committees despite manifestos underscoring women's rights. With political parties being deeply entrenched in patriarchal norms and values, women are given little say.

National Action Plan on United Nations Security Council Resolutions 1325 and 1820

Besides national policies and action plans—and as a result of continuous advocacy from civil society in national and international forums—the National Action Plan (NAP) on United Nations Security Council Resolutions (UNSCR) 1325 and 1820 was adopted by the government in February 2011, recognizing the severe and disproportionate impact of the decade-long armed conflict on women and girls. The development of the NAP 1325 and 1820 is an example of collaborative policy formulation between government and civil society. Consultations in 52 of the 75 districts of Nepal were held to solicit comments and suggestions on issues that should be included in the NAP. Women, men and children who were directly affected by the conflict participated in these discussions.

The Nepal NAP aims to achieve proportional and meaningful participation of women at all levels of conflict transformation and peace processes as well as the protection of women and girls' rights. It has five pillars:

- ▶ Participation: equal, proportional and meaningful participation of women in all decision-making levels of conflict transformation and peacebuilding processes;
- ▶ Protection and Prevention: protection of the rights of women and girls and the prevention of the violation of these rights during conflict and post-conflict periods;
- ▶ Promotion: promotion of the rights of women and girls and mainstreaming gender perspective in all phases and stages of conflict transformation and peacebuilding processes;
- ▶ Relief and Recovery: address the special needs of women and girls and ensure their participation in the formulation and implementation of all programs related to relief and recovery; and

- ▶ Resource Management and Monitoring and Evaluation: guarantees means and resources to carry out the National Action Plan, to institutionalize the monitoring and evaluation system and to maintain collaboration and coordination with concerned stakeholders.

The NAP takes a decentralized approach, with provisioned and established mechanisms that delegate authority and responsibility to committees at national and subnational levels for implementation. A High Level Steering Committee for the NAP 1325 implementation was formed at the central level in September 2009; it includes 11 members from civil society out of 27 members. In addition, an interministerial implementation committee at the central level includes representatives from line ministries (i.e., MoPR, MoWCSW, MoF, MoH, MoFA, MoE, MoD, NWC and UN Women). The committee carries out the decisions by the High Level Steering Committee toward achieving the NAP goals. Similarly, District Coordination Committees (DCC) are formed for carrying out the NAP at the local level. These committees include four members from civil society out of 14 total members. Civil society is represented by two members from local NGOs and two conflict-affected women assigned by the Local Peace Committee.

d. Implementation assessment of relevant WPS policies

Although many institutions work together to promote gender equality and women's empowerment and to carry out WPS policies and the NAP 1325 and 1820 in Nepal, implementation at all levels (ministry, department, and district levels) remains weak, mostly because of lack of political will, inadequate resources and low capacity.

The key implementing agencies are not adequately equipped in terms of physical infrastructure, equipment and human resources. As a result, implementing WPS laws and NAPs remain limited and impunity continues to present a major challenge. For example, although the Domestic Violence (Crime and Punishment) Act of 2009 recognizes domestic violence as a crime, these cases are mediated by the police, who frequently force victims to return home to their abusive spouse. Moreover, a lack of political will does not address women's rights violations, and grassroots activists have little or no influence over the political parties that continue to protect perpetrators.

However, the adoption of the NAP in 2011 and its noted progress are positive developments. Since its formulation, a promising structure for its implementation at all levels has been developed and a number of trainings and awareness-raising activities on the NAP have been held. As a result of the participatory NAP development process and of the CSO-initiated localization program, both CSOs and government have taken greater ownership of the plan than any other WPS-related instrument, leading to significant achievements at subnational levels.

2. Local Governance Structure and Responsibility

The current structure of local governance in Nepal was established in 1990, following what is known as the 1990 People's Movement, a multiparty movement that ended Nepal's absolute monarchy. The functions, duties and power of the Local Governments (LGs) are specified in line with the Local Self Governance Act (LSGA), passed in 1999.

Nepal has a two-tier system of local governance: the Village Development Committees (VDC) with municipalities making up the lower tier; and the District Development Committees (DDC) making up the higher tier. There are 3,913 VDCs, 58 municipalities and 75 districts in Nepal. Local bodies, or associations—namely the Association of District Development Committees of Nepal (ADDCN), the Municipal Association of Nepal (MuAN) and the National Association of VDCs in Nepal (NAVIN)—have an important role in institutionalizing decentralization, developing the capacity of local bodies, policy lobbying, mobilizing external resources through local bodies and implementing the LSGA.

The LSGA establishes that VDCs must provide basic services to the people, such as agriculture, rural drinking water, jobs and transportation, education and sports, irrigation and soil erosion and river control, physical development, health services, forest and environment, language and culture, tourism and cottage industries (LSGA, section 28). In relation to Women Peace and Security (WPS), the LSGA specifically mentions the following as VDC rights and responsibilities:

- ▶ To prepare and implement plans to uplift women within the village development area; and

- ▶ To carry out activities to protect orphans, "helpless" women, aged and old, disabled and incapacitated persons in line with the national policy and to carry out or cause to be carried out acts to end social ill practices and the protection of girls and women.

Likewise, municipalities are responsible for finance, physical development, water resources, environment and sanitation, education and sports development, culture, jobs and transport, health services, social welfare, industry and tourism (LSGA, section 9). DDCs focus on agriculture, rural drinking water and habitation development, hydropower, jobs and transport, land reforms and land management, development of women and helpless people, forest and environment, education and sports, wages for labor, irrigation and soil erosion and river control, information and communication, language and culture, cottage industry, health services, tourism and miscellaneous (LSGA, section 189).

Although local bodies are autonomous, self-governing and representative institutions, there are no elected representatives in these bodies currently. Public servants are fully responsible to lead the bodies closely with all party mechanisms at the local level. The local governance structure and mandates of local officials do not address WPS issues; this is one of the major gap that the Localization of UNSCR 1325 and 1820 addresses.

3. Good Practices

a. Collaboration between national and local authorities

Collaboration between national and local government sketched out in NAP 1325

Collaboration between national and local government entities is built into the NAP. The NAP 1325 states that programs should be implemented in collaboration with the ministries and departments at the central level in collaboration with the District Administration Office, the District Development Committee (DDC) office, the Women and Children's Office, the District Public Health Office, the District Education Office, the District Cottage Industries Development Office/Board, the district-based security offices, the District Child Welfare Board and other bodies. According to the NAP 1325, programs for enhancing the capacity of representatives from these offices must also be joint local-national initiatives.

Interns deployed to support the DCCs in district-level implementation

To address the need for capacity-building and NAP experts at the district level, Nepal's Ministry of Peace and Reconciliation has recently mandated the recruitment of NAP interns in Women's Development Offices (WDO) in districts. As of August 2013, all 75 districts WDO had NAP interns, mainly girls or women from conflict-affected families who can be empowered and build their capacities and careers while contributing to implementing the NAP in their districts.

The intern placement idea was floated because of the coordination gap between DCC members of UNSCR 1325 and no one to support the committee to carry out logistic support (i.e, drafting letters, preparing documents, coordinating meetings). Interns were hired based on their interest in working with conflict-affected women.

b. Collaboration among government, civil society and other stakeholders

NAP Development Process

Most good practices related to the local implementation of the NAP 1325 in Nepal are the result of strong collaboration of national and local government actors with civil society actors. The collaborations are traced back to civil society in Nepal having participated in the entire process of NAP development, and it is now engaged in its localization, implementation and monitoring alongside government actors and other stakeholders. During the NAP 1325 development process, the national government and NGO networks working on women issues held consultations with conflict-affected women and girls, local peace committees, local government authorities, representatives of civil society, indigenous, Dalit and Madhesi communities and women's rights defenders.

The NAP 1325 was not finalized until suggestions raised during these consultations were integrated into the draft. As a result, the NAP clearly recognizes the role of CSOs for NAP implementation. CSOs figure in the NAP implementation

matrix under the column of supportive agencies. The strong cross-sectoral collaboration set the stage for successful implementation of the localization program.

Localization of the NAP 1325 program

The Global Network of Women Peacebuilders (GNWP) and Saathi initiated the localization of the NAP 1325 program with the MoPR and MoFALD, with these objectives:

- ▶ To promote systematic coordination between national and local government authorities in implementing the NAP; and enhance the cross-sectoral cooperation and collaboration on the implementation of the NAP among CSOs, government agencies, UN entities and other relevant actors;
- ▶ To harmonize the NAP with other policies that address issues of women and peace and security;
- ▶ To further raise awareness and understanding of the NAP among District and Village Development Committees and Local Peace Committees; and
- ▶ To integrate the NAP into local development plans, and identify concrete actions toward implementation in communities.

The localization of NAP 1325 in Nepal has three components: 1) workshops where local authorities and other key local actors convene to analyze the women and peace and security situation; learn about the NAP as a response to that situation; and formulate local legislation and integrate the NAP into development plans; 2) produce the NAP localization guidelines to serve as a reference for local authorities in integrating the NAP 1325 into development plans; and 3) conduct Training of Trainers (ToT) to develop a pool of experts on the NAP 1325.

The NAP localization guidelines, which were published in Nepali, aim to ensure sustainability of the localization of the NAP 1325 program beyond the direct involvement of GNWP, Saathi and its partner organizations. The pool of trainers is also an important element of sustainability as expertise is broadened and not limited to the program sponsors and the staff of MoPR and MoFALD.

Localization as best practice: Nepal's NAP Localization Guidelines

One of the most important outputs of the localization of NAP 1325 program in Nepal is the NAP Localization Guidelines.

Following the implementation of localization workshops, experts from the MoPR and MoFALD, with help from two consultants who were former officials of the two ministries, drafted the NAP Localization Guidelines. GNWP and Saathi provided inputs during the drafting process, which guaranteed that civil society perspective is reflected in the document. The guidelines were pretested and validated during the ToT and the second series of workshops. Once again, this work reflected the localization program's participatory and consultative strategy, which ensure ownership and participation of the process and outputs. The NAP Localization Guidelines now serve as an instructional material to provide direction for local peace committees and, Village and District Development Committees in integrating the NAP in their development plans. The guidelines are the main instrument to sustainability of the localization initiative. The guidelines also ensure continued synergy among local government actors, local civil society actors and national government actors. With the adoption of the guidelines, Nepal's Village Development Committees (VDCs) and municipality must now incorporate the NAP activities in their planning programs for conflict-affected women and girls. The guidelines also put forth that District Coordination committee, sectoral bodies or NGOs must provide the necessary financial and technical support to respective municipality and VDC for the implementation of these projects.

It must be noted that although the NAP Localization Guidelines call for establishing VDC level committees for NAP implementation, such structures for NAP implementation are not yet in place. Since the guidelines have just recently been launched, the VDC level committees for NAP implementations are being established. In his foreword to the guidelines, the Secretary of MoPR emphasized their importance and potential, saying: "I am confident that this [guidelines] will prove useful in integrating the NAP into local plan formulation process. Further in order to address the urgent concerns of conflict affected women and girls it is necessary to

simultaneously work with both the bottom up and top down approach. This Guideline, I hope, will be helpful in this regard.”

The guidelines were endorsed and launched by the MoPR and MoFALD in a well-attended ceremony in Kathmandu in May 2013. Apart from the participants in the localization workshops and the ToT, the Minister of MoPR, Secretaries and Joint Secretaries of the two ministries, ambassadors from Canada and Norway and UN Women officials also attended the launch.

c. Training, awareness raising and behavior change communications strategies

Localization Workshops

A key component of the localization program on the NAP 1325, initiated by GNWP and Saathi with other Nepali CSOs and the MoPR and MoFALD, is the localization workshops. These were held in six conflict-affected districts: Baglung, Syanja, Kaski, Banke, Kanchanpur and Dang in 2011. Local government authorities from the District and Village Development Committees, Local Peace Committees, District and Village-level Education Committees and the Nepali Army and Nepal police, many of whom are members of the District Coordination Committees (DCCs) for the NAP attended the localization workshops.

The workshops were held in two series. The first, which took place in June 2011 in the district capitals of Pokhara and Nepalgunj and covered all six districts mentioned above, focused on basic discussions on peace and security issues in the country. They also included conflict-analysis sessions, discussions on the women and peace and security context and the NAP 1325 as a response to the current women and peace and security situation in Nepal. The second series featured sessions on the national action planning process and its implementation as well as extensive discussions on the different parts of the Localization Guidelines.

These sessions enabled participants to examine the usefulness of the guidelines as well as the gaps and how they could be addressed. Moreover, the localization workshops analyzed the duties and responsibilities of the DCCs, particularly on how they could contribute to the integration of the NAP into district development plans. The localization workshop modules were collectively designed by GNWP, Saathi, the MoPR and MoFALD, with inputs from other Nepali CSOs.

Training of Trainers (ToT) workshop

Saathi and GNWP organized a Training of Trainers (ToT) on Nepal's NAP 1325 in Kathmandu in August 2013. The ToT, which was attended by select CSO representatives, officials of government agencies and members of the Local Peace Committees, aimed to develop a pool of experts who will be tapped to serve as trainers in the roll-out of Nepal's NAP Localization Guidelines and all NAP training activities, particularly at the district and village levels. The ToT also served as a validation and pre-testing workshop on the guidelines.

Similarly, Sankalpa conducted 10 ToTs at regional level targeting CSO members. These ToTs fall under the NAP pillar of the responsibilities of implementing structures. Following the ToTs, participants have organized and conducted 42 VDC Localization workshops. One of the results of the GNWP and Saathi Localization program is that NAP trainings now include Localization as one of their components.

After participating in the workshops and the ToT, CSO and CBO representatives have started to spread the NAP message to larger communities. It has been documented that they are sharing the NAP during community meetings, local planning meetings and planning meetings of VDCs. For example, Gyanu Paudel, chair of the Namuna Integrated Development Centre in Kapilbastu district, has been using the NAP and NAP localization guidelines as tools to create groups to seek resources from VDC. Ms. Paudel has informed these groups that the Government of Nepal has provided gender budgets to communities through VDCs. With this knowledge, these groups are now advocating to gain access to the gender budget.

Trainings integrating WPS issues for Nepal's police force

Trainings for Nepal's police force on integrating WPS issues are among the initiatives that have contributed to the localization of the NAP in Nepal. Government and civil society have conducted numerous joint trainings for officials of various levels of the Nepal police on human rights, gender justice and equality, women and children's rights, sexual exploitation, international human rights conventions and humanitarian laws. The training includes UNSCR 1325 and Nepal's NAP.

The Nepal police headquarters and Women and Children Service Directorate have provided training more specifically on SGBV, including psychosocial counseling (Care for Care Giver, Justice for Children, violence based on gender discrimination) to 654 police employees of Biratnagar, Pokhara, Dhangadhi, Nepalganj, Surkhet and Kathmandu from January 2011 to April 2012. Women, Peace and Security-related programs for Nepal police have been planned this year and were expected to start in July. Recently, the Public Service Commission has included WPS issues in the curriculum of entrance exams taken for officer level.

The Nepal police provided trainings on UNSCR 1325 and 1820 to the personnel to be deployed in UN Peacekeeping missions.

d. Tools for implementation

Since their adoption in March 2013, the NAP Localization Guidelines are the most important tool for NAP implementation locally. In addition, information materials, training manuals, radio spots and TV productions are all invaluable tools for far-reaching dissemination of the WPS resolutions.



Video documentary on NAP Localization and NAP Localization Guidelines

Saathi has developed a documentary on the Localization program in Nepal and on the development and adoption of the NAP Localization Guidelines. This video was shared with policy makers and DCC members during a localization guideline launch program in April 2013. The film is also being used to raise awareness of the Localization program and of the NAP Localization guidelines.

Radio spots and TV spots on women's participation in decision-making

As part of a collaboration between the government and CSOs, radio and TV spots have been created in different languages to raise awareness of the WPS resolutions and the NAP among all strata and ethnicities of Nepali society. Given Nepal's linguistic diversity, the development of these materials is necessary to guarantee that women and communities know they have a right to participate in decision-making. CSOs provided the expertise and the technical support for these jingles, which advocate women's meaningful participation in the state mechanism, though they do not refer to UNSCR 1325 specifically.

TV spots were also created and aired from national television. These spots advocate women's 33 percent participation in the Constituent Assembly.

Translated materials and manuals

In Nepal, the resolutions have been published in English and Nepali while training manuals on the WPS resolutions are available in Braille. Translations of the NAP and NAP informational booklets in Magar, Tamang, Maithali, Bhojपुरi, Newari and Tharu—an initiative of the MoPR—will further enable local CSOs to hold localization workshops on UNSCR 1325.

e. Fostering local ownership

Local ownership and participation are the two key guiding principles of the localization of the NAP 1325 program in Nepal. As highlighted in the previous sections, the national and local collaboration evident in the plan to form and operationalize District Coordination Committees is built into the NAP 1325. Furthermore, the unparalleled cross-sectoral coordination, collaboration and consultations that characterized the national action planning process necessitates sustained partnership and collaboration with local actors who are directly affected by the violent conflict and its aftermath. Each of the three components of the localization of NAP 1325 program, from the workshops to the development of the NAP guidelines to the ToT, requires local ownership.

Radhika Sapkota, a CSO representative from Dhading district who participated in the ToT, explained that she felt greater responsibility in actively raising awareness of the NAP 1325 in her community. “I am really happy to be part of this great process,” she said.

f. How information travels: global, national and local levels and multidirectionality

From global to national to local: a dominant paradigm

The dominant model for information flow has been from the top down: global to national to local. When Nepal started drafting the NAP in early 2010, it was information and momentum gained from global forums—mostly the 10th anniversary of UNSCR 1325—that influenced and sparked the drafting process. In addition, the information shared by GNWP on the trends and progress of UNSCR 1325 and its NAPs globally helped to guide the NAP development process. Currently, NAP implementation, localization and monitoring are also to some extent guided and supported by information shared by GNWP.

Nationally, information is passed through three different channels. First, information flows through structures formed for NAP implementation (High Level Steering Committee, Implementation Committee, Gender Unit at MoPR and DCCs). Secondly, information flows through CSOs, which are important channels of information. CSOs in Kathmandu lead the information flow process, while CSOs in districts help them spread at VDC and community level. Third, media play a strong role for NAP information dissemination from the national level to the grassroots.

Although information flow on the NAP in the year after its adoption remained limited and uneven, the localization workshops co-organized by CSOs and government and the NAP Localization Guidelines have helped improve the flow from national to district levels, leading to greater NAP implementation at local levels.

Upward information flow: a crucial paradigm

Even as principal national actors on WPS have yet to fully understand the UN resolutions and the NAP on UNSCRs 1325 and 1820, awareness and knowledge of the NAP continues to be raised, partly because of the upward information flow from the local to the national and global levels being made possible by the localization of NAP 1325 program. Information and feedback from the participants in these workshops and the ToT are shared by the MoPR and MoFALD, Saathi to their national constituencies and by GNWP to its members and partners globally. Upward information flow starting through the localization program is critical because it allows the voices of local populations to be heard and elicits greater accountability from the governments and the global policy community.

Voice from Nepal: *The Localization workshop raises hopes for women in Nepal*

"The localization program in Nepal with the active participation of district partners has raised great hopes. The post conflict period was not able to address the concerns of women and girls victims and they are still not able to speak out openly about their problems. The experience sharing and knowledge gained at the TOT program has helped us to raise women and girls' concerns at the VDC and DDC level and also to encourage them to voice their concerns based on their rights. This program has also taught us that the collaboration between NGOs and the government is essential for the effective implementation of NAP. We now engage with the local government entities at the time of formulating their annual plans to ensure that the concerns of women and girls are incorporated.

"The series of 1325 NAP workshops and TOTs that I attended including pre testing at the VDC level has helped to enhance my conviction and capacity to empower and mobilize women and girls of the local community to advocate for their rights and security. With my increased capacity and knowledge I am now approached by many other NGOs besides Saathi to provide training at the local level. Prior to the Localization workshops and ToT, I used to think that 1325 was a UN jargon that is not relevant to our concerns. But now, though it may take time, I am convinced that 1325 and its NAP are the best tool to ensure women's participation, rights and security."

--Juna Gurung, Kaski district, ToT and localization workshop participant in August 2012.

4. Challenges and Constraints

Lack of political will

Lack of political effort has affected women's participation in governance and measures taken to prevent and protect women and girls from SGBV. Compared to the progress envisaged with the NAP adoption in 2011, little change is visible because of reluctance at the national level to actually implement the NAP and the existing laws meant to encourage more women to participate in politics, security forces and government structures—including judiciary and private sector. The affirmative action procedures taken to increase the number of women within the judiciary, bureaucracy and security sectors (Nepal police and the army) are still not meeting the expectations of legal provisions.¹

Low political will has also resulted in either the lack of a mechanism or the lack of a functional mechanism to facilitate reporting, investigating and prosecuting SGBV cases. For example, local bodies (VDC, municipalities) have neither the capacity to deal with these issues and VDC secretaries are not informed of their responsibilities to deal with such cases.

Although the establishment of TRC² and Commission of Disappearance (CoD) was mentioned in the Comprehensive Peace Agreement (CPA) signed between the Seven Party Alliance (SPA) and the Communist Party of Nepal–Maoist (CPN-M) on November 21, 2006, the commissions are still not established. Again, this is simply the result of little political will. This has affected the transitional justice system and prevented the punishment of war perpetrators. Deceptively, political parties routinely interfere with the judicial system over cases against their members. For instance, police at times refuse to file a woman's report of SGBV to protect the alleged perpetrator, if he is a party member.³

Frequent changes of ministry focal people

Although it is encouraging that different ministries have assigned a focal person in charge of NAP implementation, the frequent changes in the focal person of the ministries results in a lack of continuity and follow-through. This policy also impacts the coordination and coherence between the focal person of a ministry and other members, including the person in charge of monitoring and evaluation of relevant ministries.

¹ Affirmative action seeks to correct historical disadvantages and unfair discrimination by enabling access to full opportunity and benefits to groups that have been excluded.

² Truth commissions are commissions established to research and report on human rights abuses which have occurred over a certain period of time in a particular country under a particular regime or in relation to a particular conflict. See <http://www.usip.org/library/truth.htm>

³ Discussion with Amrita Anamol, a Journalists affiliated with Kantipur publication from Rupandehi

Challenges in monitoring and evaluation of NAP implementation

The NAP includes a commitment to a yearly monitoring report on its implementation. With strong civil society support, such a report was produced after the first year of implementation. However, a systematic approach to monitoring and evaluation (M&E) is lacking, making it difficult to measure the impact of implementing the NAP. There are weak links between those responsible for the M&E within different ministries, as they are overburdened and at times possess little knowledge of the NAP and do not know the focal person responsible for carrying out the NAP.⁴ The Gender Unit within the MoPR is tasked with collecting data from the different ministries at the central level, analyzing this data and reporting progress on the NAP implementation. But the unit is small and has limited M&E capacity, hindering its ability to carry out this extensive task along with its other NAP coordination responsibilities.

Media's limited ownership of the NAP and WPS issues

Despite the fact that media are giving their time and space for WPS issues, they are not well informed on UNSCR 1325 and 1820.⁵ Although there are some CSO initiatives for awareness-raising of media practitioners on these issues, it is not enough. Without the media owning the NAP and WPS issues, it is impossible for them to reach the public nationwide.

Inadequate time of CDOs

In addition, most of the NAP DCC members, being representatives from district level government mechanisms, have multiple roles and responsibilities. At times, the CDO chairs more than 100 committees, so DCC members have limited time to spend on NAP implementation. Even in the few districts where the localization workshops were held, many of the DCC members could not stay for a full-day awareness-raising program because of other work demands.

Limited funding for NAP and NAP localization program implementation

There is no specific fund allocated for implementing UNSCR NAP on behalf of the government, donor agencies and the UN. In addition, there is no clear picture which agencies have allocated what amount for the NAP. When CSOs are not informed of this, resource leverage on NAP is affected. Resource mapping on UNSCR NAP is still a challenge.

Lack of transparent communications on NAP funding

It is also unclear how groups are supposed to disburse a NAP fund. For instance, the Nepal Peace Trust Fund (NPTF), an exemplary body for post-conflict peace-building, failed to communicate with CSOs about its fund availability and did not announce a public call for expression of interest or consult flagship NGOs working on UNSCR 1325, raising concerns about NPTF's fund transparency. The UNSCR 1325 Action Group submitted a protest letter to MOPR on 17 July, 2013, saying NPTF was nontransparent and undemocratic.⁶

In response to the 1325 Action Group's concern, dialogues between NPTF and the 1325 action group were held and consensus was forged that NPTF will follow proper processes in future. It was also decided that UNSCR 1325 Action Group act as watchdogs to the program and activities of NPTF.

5. Lessons Learned

One of the main lessons learned is that collaboration among civil society, government and other relevant agencies leads to progress in NAP implementation at the local level in Nepal. The engagement of civil society organizations in all processes of the NAP—including formulation, orientation, localization guideline development, monitoring, and advocacy—has raised awareness of the resolutions at the national and local levels and allowed greater ownership of the resolutions and the NAP by government and civil society actors. In addition, joint monitoring of NAP implementation has strengthened accountability.

Another lesson is that NAP Localization Guidelines can be an important tool for the integration of NAP provisions

4 Saferworld. 2012. Needs Assessment of the Monitoring and Evaluation of the National Action Plan on the implementation of the UNSCR 1325 & 1820.

5 Focus Group Discussion with Journalists working on Kantipur TV, Mountain TV and News24 TV on June 21, 2013

6 The 1325 NAP Action Group is an NGO consortium formed to monitor the implementation of Nepal's NAP 1325.

in local communities. The way the NAP guidelines were developed and rolled out in Nepal is replicable in other countries, since it was developed with feedback from localization workshops with local authorities and ToTs. Pretesting in six districts where the workshops took place, and in four VDCs of each of these districts, was essential in assessing the added value of the guidelines and their pertinence in the district and VDC contexts.

It is also noteworthy that Nepal has mechanisms both at the central and local level, including HLSC, IC and DCC, for implementing the NAP. However, their functional linkage is not as strong as expected because of priorities of the committee members, given that they come from different government and non-governmental institutions. Their first priority is the program and activities of the institution they are affiliated with, and the NAP is accorded second priority. The perspective that one can contribute to NAP implementation from her/his own institution has yet to materialize.

As to civil society organizations' work toward localizing the WPS resolutions and the NAP, an important lesson learned is that CSOs must be united and speak with one voice. Rivalries between Nepali CSOs—in particular competition over limited funding—have weakened the WPS agenda. In their work in localization workshops as well as ToTs and CSOs, such as Saathi and Shantimalika, have worked toward one agenda and have an impact.

Civil society protests against the NPTF selection of the NGOs, particularly protests from the 1325 Action Group in June 2013, have successfully sent a strong and united message from civil society to donors who preach transparency and accountability but fail to be fair and transparent themselves. Furthermore, it sends the message that lack of transparency and accountability can neither be accepted nor tolerated by Nepali civil society.

6. Recommendations

To national government and local government actors:

- ▶ Make the necessary policy amendments and establish mechanisms to ensure women's participation in all state mechanisms to guarantee 33 percent women's participation, as provisioned by the interim Constitution of Nepal;
- ▶ Strengthen the national and district mechanisms for the protection of women and girls from SGBV, trafficking and other forms of rights violation;
- ▶ Ensure that political parties have no interference in district level case proceedings on SGBV;
- ▶ Form independent, unbiased and capable Truth and Reconciliation Commissions per the sentiments expressed in the CPA and interim Constitution;
- ▶ Actively encourage sectoral ministries to enforce the development of programs and projects relating to NAP implementation in collaboration with CSOs, as part of their regular activities or as special activities, aligned with the NAP spirit; and integrate NAP 1325 and 1820 issues into other gender-based programs;
- ▶ MoPR must coordinate and collaborate with diverse stakeholders to keep track of—and regularly update—the quality and quantity of NAP 1325 programs being implemented at all levels;
- ▶ MoPR must set up an institutionalized mechanism that ensures that NAP implementation will not be hindered despite the transfer of the NAP focal points to other ministries;
- ▶ MoPR should collaborate and seek support when required from various government line agencies, CSOs and other stakeholders to enhance its monitoring and evaluation at central and decentralized levels. M&E units should be strengthened and capacity gaps identified at all levels; and
- ▶ MoPR should continue to take part in the localization program and dissemination of the NAP Localization Guidelines for better implementing the NAP at subnational levels.

To civil society organizations:

- ▶ Carry out robust advocacy for policy changes on provisions for women's participation in governance from local to central level and ensure that domestic laws relating to rights of women, conflict survivors and survivors of domestic violence be strictly implemented;

- ▶ Strengthen coordination, communication and consultation between government ministries and agencies and between central and district level agencies working for NAP implementation;
- ▶ Incorporate the NAP spirit into their projects as cross-cutting issues; and
- ▶ Be proactive by taking the NAP to the grassroots level through localization workshops. As there is no elected representative at VDC/municipality level, no other institutions except CSOs are better positioned and effective to do so.

To the donor community:

- ▶ Support more programs like the localization program to increase NAP implementation;
- ▶ Support programs that help heal the wounds of survivors of the decade-long armed conflict to include psychological counseling, material support, financial support and relief programs;
- ▶ Support the development of standard NAP training curriculums and manuals in a consultative way to make sure that the intended message is passed to trainees and training expectations will be achieved;
- ▶ Be more transparent and impartial while implementing projects and program on WPS; and
- ▶ Peace Support Working Group should set up an active and effective mechanism for the implementation and monitoring of NAP to give continuity to the collaborative approach established during the NAP development process.

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PHILIPPINES

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List of Acronyms

AIP	Annual Investment Plan
ARMM	Autonomous Region of Muslim Mindanao
ASEAN	Association of Southeast Asian Nations
BAP	Barangay Action Plan
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CPLA	Cordillera People's Liberation Army
CPP-NPA-NDF	Communist People's Party-National People's Army-National Democratic Front
CSO	Civil Society Organization
DepED	Department of Education
DILG	Department of Interior and Local Government
DOH	Department of Health

DOJ	Department of Justice
DSWD	Department of Social Welfare and Development
GAD	Gender and Development
GPB	GAD plans and budget
GNWP	Global Network of Women Peacebuilders
GPH	The Philippines government
ICG	International Contact Group
LGU	Local Government Unit
LNAP	Localization of the National Action Plan program
MBCC	Matagoan Bodong Consultative Council
MILF	Moro Islamic Liberation Front
MNLF	Moro National Liberation Front
NAP	National Action Plan
NGO	Non-Governmental Organization
NPA	New People's Army
NSC-WPS	National Steering Committee on Women, Peace and Security
OPAPP	Office of the Presidential Adviser on the Peace Process
PAMANA	Payapa at Masaganang Pamayanan
PCW	Philippine Commission on Women
RPMP-RPA-ABB	Rebolusyonaryong Partido ng Mangagawa ng Pilipinas—the Revolutionary Proletarian Army–Alex Bongcayao Brigade
RSCGD	Regional Subcommittee on Gender and Development
SP	Sangguniang Panlungsod or City Council
UN	United Nations
UNSCR	United Nations Security Council Resolution
WE Act 1325	Women Engaged in Action on 1325

1. Women, Peace and Security (WPS) Country Profile

a. Introduction

The Philippines has been enduring various armed conflicts since the 1960s. Its government continues to have major clashes with the Communist People's Party-National People's Army-National Democratic Front (CPP-NPA-NDF) and the Moro Islamic Liberation Front (MILF)—conflicts that have left more than a 100,000 casualties.

The aim of the CPP-NPA-NDF is to seize political power and establish a government free of foreign monopoly capitalism, domestic feudalism and bureaucrat capitalism.¹ Conversely, the MILF struggle is more historical in nature, rooted in legacies of discrimination, oppression, injustice and poverty of the Bangsamoro people in Muslim Mindanao. MILF seeks greater autonomy for the Bangsamoro people from the national government.

Apart from the existence of armed groups, several other threats to the country's internal security are a growing concern. For example, there is an increasing number of violent crimes being committed by various groups that include private armies of warring political families. Moreover, terrorism-related incidences have not been curbed by security forces and continue to wreak disorder in parts of the country.

Political instability, stagnant economic growth, uneven development and tremendous insecurity are both causes and results of the ongoing armed conflicts in various parts of the Philippines. As different presidential administrations encounter these enduring peace and security concerns, their solutions to addressing the conflicts and their consequences have varied. The current administration has put primacy on finding resolutions through peaceful means and has continued peace negotiations with major armed groups.

The Philippines government (GPH) is now in talks with the MILF and has been engaging with other armed groups, such as the Cordillera People's Liberation Army (CPLA), the Moro National Liberation Front (MNLF) and *Rebolusyonaryong Partido ng Mangagawa ng Pilipinas*—the Revolutionary Proletarian Army–Alex Bongcayao Brigade (RPMP-RPA-ABB). The negotiations between the GPH and the MILF are facilitated by Malaysia. An International Contact Group (ICG) was also formed to further sustain the parties' engagement in the negotiations. The ICG consists of the governments of Japan, The Kingdom of Saudi Arabia, Republic of Turkey and the United Kingdom as well as international nongovernmental organizations, namely the Centre for Humanitarian Dialogue, Asia Foundation, Conciliation Resources and Muhammadiyah. The talks between the government and the CPA-NPA-NDF are on hold as the government searches for a new approach to increase the chances of attaining peace in the country. Negotiations between the government and NDF, facilitated by Norway, have been going on for the past 27 years without much progress.

As violence continues in conflict-affected areas where the New People's Army (NPA) operates, and opportunities for peace continue to increase in the Autonomous Region of Muslim Mindanao because of progress of peace talks between the GPH and the MILF, the need for women to participate in conflict prevention, peacekeeping and peacebuilding becomes more apparent. It was in this view that the Women Engaged in Action on 1325 (WE Act 1325) and the Global Network of Women Peacebuilders (GNWP) partnered to localize the National Action Plan (NAP) on UN Security Council Resolutions 1325 and 1820 in select conflict-affected areas in the Philippines. This is also why the Office of the Presidential Adviser on the Peace Process (OPAPP) is localizing the NAP, recognizing that it is a tool that can assist government and civil society to build peace in communities affected by armed conflict.²

b. Impact on armed conflicts on women

In conflict-affected areas, it is the civilian population that bears the consequences of conflict in their everyday lives. Civilians are likely to get caught in between hostilities and are prone to displacement, leaving their economic and social activities halted indefinitely. People mistaken to be supporters of warring sides are at times kidnapped, tortured and killed.

1 http://www.philippinerevolution.net/statements/20030329_raise-the-level-of-the-people-s-war-and-achieve-all-round-advances
2 Secretary Teresita Quintos-Deles' foreword in WE Act for Peace, (QC: Women Engaged in Action on 1325, 2011), ix.

Women are particularly vulnerable during times of conflict. Apart from displacement, women face high levels of insecurity in evacuation centers, where sanitation and safety are not priorities. A study done by the IBON Foundation stressed that the normal burdens women carry in their families and communities increase in armed conflict situations. Economic burdens, heavier domestic duties and weakening family ties as well as health and security concerns were cited as the common experiences women face during times of conflict.³ In addition, lack of access to legal systems and social services makes it hard for women to seek redress in cases where their rights have been violated.

Despite these factors, women also play critical roles in easing tensions and insecurities during conflicts. They keep their families intact while serving as the primary providers for each family member. As men are likely to be targets of direct attacks from conflicting parties, women find ways to protect male members of their families. In addition, they help to build peaceful communities by serving as mediators in personal disagreements and community tensions. In more formal processes, women play the roles of negotiators, consultants and committee heads, among others.

c. Relevant policies in place

In 2009, the Republic Act 9710 became law. The Magna Carta of Women, as it is most commonly known, outlines the rights of Filipino women that must be recognized, protected and promoted by the State. Anchored in the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), the law aims to address factors that hamper women's development in all societal spheres, giving priority to women in vulnerable situations, such as armed conflicts. In March 2010, the Philippine National Action Plan on UNSCR 1325 and 1820 was adopted. The NAP is a six-year plan that outlines the government's programs and activities to decrease the violation of women's human rights during times of conflict and to enhance women's participation in various aspects of peace and security work. It has four focus areas: protection and promotion of the rights of women and girls; empowerment and participation of women in peacebuilding, peacekeeping and conflict resolution; promotion and mainstreaming of gender perspectives in peace and human rights policies; and capacity-building, monitoring and reporting on NAP implementation.

Other pertinent laws passed before the Magna Carta of Women and the NAP include the Anti-Sexual Harassment Act (1995), Anti-Rape Law (1997), Anti Violence Against Women and Their Children Act (2004) and the Anti-Trafficking in Persons Act (2006).

Regionally, the Philippines signed declarations as part of the Association of Southeast Asian Nations (ASEAN) on the Advancement of Women in the ASEAN Region, the Elimination of Violence Against Women in the ASEAN Region (2004) and Against Trafficking in Persons Particularly Women and Children (2004). The Vientiane Action Programme, launched in 2004, has also called for establishing the ASEAN Commission on the Promotion and Protection of the Rights of Women and Children. The function of the Commission is to "uphold, promote, protect, respect and fulfill the human rights and fundamental freedoms of women and children in the ASEAN."⁴

In terms of international instruments, the Philippines has signed and ratified the following agreements pertaining to gender equality:

- ▶ Convention on the Elimination of All Forms of Discrimination Against Women, signed July 15, 1980, and ratified August 5, 1981;
- ▶ Optional Protocol to the Convention on the Elimination of Discrimination Against Women, signed March 21, 2000, and ratified November 12, 2003;
- ▶ United Nations Convention Against Transnational Organized Crime, signed on December 14, 2000, and ratified May 28, 2002;
- ▶ Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, supplementing the United Nations Convention Against Transnational Organized Crime Preamble, supplementing the United Nations Convention Against Transnational Organized Crime, signed December 14, 2000, and ratified May 28, 2002;

³ IBON Foundation, "Uncounted Lives: Children, Women and Conflict in the Philippines," accessed 4 July 2013, http://www.operationspaix.net/DATA/DOCUMENT/5614-v-Uncounted_Lives_Children_Women_and_Conflict_in_the_Philippines.pdf

⁴ Philippine Commission on Women, "ASEAN Committee on Women" International Commitments, accessed 3 June 2013, <http://pcw.gov.ph/international-commitments/acw>

- ▶ Protocol Against the Smuggling of Migrants by Land, Sea and Air, supplementing the United Nations Convention against Transnational Organized Crime, signed December 14, 2000, and ratified May 28, 2002⁵;
- ▶ Rome Statue of International Criminal Court, signed December 28, 2000, and ratified August 30, 2011.

d. Implementation assessment of relevant WPS policies

Implementation of the NAP and the above-mentioned laws appears to be moving slowly. One challenge is the slow transition of implementing the laws from national government agencies to local government structures and local constituents.

There is a need to establish a concrete link between national laws and the internal policies of government agencies to ensure that policies are mainstreamed and cascade down to local government units. Similarly, local government units tend to delay the implementation of national laws and plans because of weak coordination with national government agencies. These obstacles have resulted in lack of awareness, ownership and participation in carrying out laws and policies by the general population. Moreover, access to laws and policies may not always lead to proper and well-timed government interventions. For instance, the Department of Justice (DOJ) has an increasing number of cases that have not been resolved and continue to be carried over annually. Meanwhile, the number of sexual and gender-based violence cases reported to the Philippine National Police⁶ continues to rise. Congestion of cases in Philippine courts is attributed to the disproportionate number of courts handling new and carried-over cases.

However, there are notable initiatives of localizing national policies and translating them into programs that are carried out in communities. For example, the Department of Education (DepED), Department of Health (DOH), Department of Interior and Local Government (DILG), Department of Social Welfare and Development (DSWD) and the Philippine Commission on Women (PCW) jointly circulated a memorandum requiring all barangays (villages) nationwide to establish a Violence Against Women's desk and to allocate appropriate funds for its functions. This complies with the Implementing Rules and Regulations of the Magna Carta of Women.

2. Local Governance Structure and Responsibility

Under the Local Government Code of 1991, local government structures were given more autonomy with the aim of decentralizing the administrative roles of the national government.⁷ Around the same time, the Department of Interior Local Government was restructured to coordinate and strengthen the capacities of local government offices to better respond to local peace and security concerns as well as promulgate national policies and plans to local government units.

The Philippines has five types of local government structures: autonomous administrative regions, provinces, cities, municipalities and *barangay* (villages). An autonomous administrative region is a status granted to provinces populated by minority groups. It has greater political power compared to other local government units and is headed by a Regional Governor. A province, headed by a Governor, is the basic administrative division of regions in the Philippines. It is comprised of both cities and municipalities, which are led by Mayors. The smallest government unit is the *barangay*, headed by Captains.

Local government units follow the same structure as the national government and consist of three branches: executive, judiciary and legislative. The judiciary branch is primarily administered by the Supreme Court of the Philippines, while the executive and legislative functions are overseen by administrative heads (Regional Governor, Governor, Mayor and Captain) and the legislative assembly, respectively.

Although the Local Government Code of 1991 and the restructuring of the DILG were intended to shift the center of power from the national government to local government structures, coordination and implementation of the NAP on 1325 and 1820 remain the responsibility of the National Steering Committee on Women, Peace and Security (NSC-WPS). This group is tasked with overseeing the implementation, monitoring and evaluation of the NAP, and consists

5 IHumanRights.ph, "Universal Human Rights Instruments", <http://www.ihumanrights.ph/hr-instruments-2/other-hr-instruments/> (accessed 03 June, 2013)

6 Center for Peace Education, Women Count: Implementing UN SCR 1325 in the Philippines. (Manila: Global Network of Women Peacebuilders, 2012), 17.

7 Congress of the Philippines, An Act Providing for a Local Government Code of 1991, 1991 (Manila)

of the heads of numerous national government agencies: the Office of the Presidential Adviser on the Peace Process, the Philippine Commission on Women, Department of Foreign Affairs, Department of Interior and Local Government, Department of Justice, Department of National Defense, Department of Social Welfare and Development, National Commission on Indigenous Peoples and the National Commission on Muslim Filipinos. As the lead implementing agency of the NAP, OPAPP chairs the NSC-WPS.

Heads of local government units (LGUs) are expected to implement the NAP at their level. Usually, LGUs implement and localize policies based on directives from the Department of Interior Local Government, but carrying out the NAP has been an initiative of LGUs in partnership with OPAPP and/or civil society. One indicator the NAP looks at is the number of national government agencies, regional government agencies and local government units that mainstream the NAP in their own plans and budgets.

3. Good Practices

There are two initiatives in localizing the implementation of the Philippine NAP on UNSCR 1325. The first is a government initiative, led by OPAPP. The NSC-WPS, as described above, is a government agency created to oversee the NAP's implementation. The executive order that created it, EO 865, provided that the Committee shall partner with civil society organizations in the implementation, monitoring and evaluation of the NAP. OPAPP put forth that NAP implementation by government and civil society could improve the lives of women in conflict-affected communities.⁸ The government-led initiative will be described in section a.

The second localization initiative in the Philippines is spearheaded by civil society organizations, namely the Global Network of Women Peacebuilders (GNWP) and WE Act 1325, the coalition of Philippine CSOs advocating for the NAP implementation. The civil society localization program will be described in detail in section b.

a. The government's Localization program

Led by the Office of the Presidential Adviser on the Peace Process (OPAPP) and the Philippine Commission on Women, the Localization of the National Action Plan (LNAP) program is implemented in partnership with regional and local government agencies based in the 48 conflict-affected provinces covered by the *Payapa at Masaganang Pamayanan (PAMANA)* or Peaceful and Prosperous Communities, the government's peace and development program.⁹ Unlike the NAP, resources that are needed to implement the LNAP program come directly from the local government, while the role of the OPAPP is to assist concerned local government units through capacity-building

The process of localizing the NAP has three phases:

- ▶ Social Preparation Stage, where the National Steering Committee on Women, Peace and Security explains the NAP and its importance;
- ▶ Planning and Capacity-Building of the Regional Subcommittee on Gender and Development (RSCGD), identification of local programs and projects, financial sources, and budget plan; and
- ▶ Program Implementation and Monitoring.¹⁰

So far, OPAPP and PCW have conducted three localization initiatives under the LNAP program. The first was done in the Autonomous Region of Muslim Mindanao (ARMM). The initial phase of this program in 2012 focused on orienting members of the Regional Subcommittee on Gender and Development of the ARMM on the National Action Plan and its relevance to their communities in a workshop setting. This orientation also included discussing existing strategies of the government to mainstream gender, such as the Gender and Development Budget and the Magna Carta of Women. This first localization initiative resulted in the construction of the Women's Peace Center in Sulu Province and a Women's Center in Maguindanao Province.

⁸ Undersecretary Cleofe Gettie Sandoval's Foreword in WE Act 1325's Initial Initiatives at NAP Implementation. (QC: Women Engaged in Action on 1325, 2012), ix.

⁹ The word Pamana roughly translates to legacy in English.

¹⁰ Office of the Presidential Adviser on the Peace Process, Government Localizes National Action Plan on Women, Peace and Security, Office of the Presidential Adviser on the Peace Process. <http://opapp.gov.ph/news/gov%E2%80%99t-localizes-nat%E2%80%99l-action-plan-women-peace-and-security#sthash.jWbPJhXu.dpuf> (accessed 3 July 2013)

There were two other localization initiatives in the program: in Samar Province for the municipalities of San Jose de Buan, Matuguinao and San Jorge, done in partnership with WE Act 1325. The LNAP was also introduced in three Local Government Units in Oriental Mindoro Province.

OPAPP intends to replicate this program in all areas covered under PAMANA, the peace and development program of the national government.

b. The civil society Localization program

From NAP to LAP to BAP

Collaboration between the government and the civil society dates back to the formulation of the NAP itself. In 2009, several civil society organizations formed a coordinating group to lobby the government—in particular the OPAPP and the Philippine Commission on Women—to adopt a National Action Plan on UNSCR 1325. Civil society advocacy efforts led to the development of the NAP by the government through the consultations and drafting phases and current implementation processes. Although there is no civil society representative in the NSC-WPS, the Executive Order 865, which created the NSC-WPS, mandates that its members actively collaborate with civil society on carrying out and monitoring the NAP.

The Global Network of Women Peacebuilders and WE Act 1325 were the first to launch a Localization of UNSCR 1325 program directly with local government units in Real, Quezon in 2011. Often referred to as “from NAP to LAP to BAP” (from National Action Plan to Local Action Plan to Barangay Action Plan) program, this has been rolled out in the city of Tabuk in Kalinga, the municipalities of Cuyapo in Nueva Ecija, Real in Quezon and Lanao del Norte Province.

“From NAP to LAP to BAP” is a civil society-led program in partnership with local government units. Its objectives are to: raise awareness and knowledge of UNSCR 1325 and the NAP among local government officials, indigenous leaders, religious leaders, grassroots women’s groups, local police and military officers, schoolteachers and other key local actors; facilitate the adoption of local legislation toward implementing the NAP; and integrate the NAP in local development plans.

Constant dialogue and engagement between WE Act 1325 and local governments contributed to the success of the CSO-led localization program. Dialogue that began even before the implementation of “NAP to LAP to BAP” helped foster a positive reaction to the program by local government units. The presence of community-based partner organizations in the areas of implementation further facilitated the support and participation of local government and other relevant actors on Women, Peace and Security. WE Act 1325, which has members spread throughout various areas of the Philippines, was able to work with select member organizations in planning and ensuring follow-up and monitoring efforts.

The Office of the Presidential Adviser on the Peace Process and the Philippine Commission on Women took part in some of these civil society-led localization efforts but there were no detailed discussions regarding more systematic coordination. Nevertheless, GNWP and WE Act 1325 continued to share information on its activities with OPAPP.

It is important to note that the localization programs of the national government and civil society vary in terms of approach, module content, perceived outcomes, and timeline. For instance, the localization program spearheaded by the NSC-WPS tends to focus on livelihood programs or development of infrastructure, as the NAP program is carried out with the PAMANA Program. In contrast, the civil society-led localization program focuses more on ensuring women’s participation in peacebuilding as well as integrating a gender perspective in local policies and development plans under the Empowerment and Participation and Promotion and Mainstreaming Pillars of the NAP.

Localization as best practice: localization program leads to increase in women’s participation in decision making and peacbuilding bodies

The localization program led by government and civil society in the Philippines has resulted in various concrete outcomes in the form of ordinances and service-oriented programs. Results of the program have gone beyond legislation to create more spaces for women to meaningfully participate in peace and security work.

In Tabuk, the capital city of Kalinga Province, the civil society localization initiative has opened the door to discussing women's involvement in indigenous conflict-resolution mechanisms. Kalinga is home to indigenous tribes from the Cordilleras, which sought autonomy from the government in the late 1970s. Because of the imposition of development projects in their territories and increasing militarization in the Cordilleras, indigenous tribes forged *Bodongs*, or peace pacts, to strengthen the unity of the group to counter development aggression. The *Bodong* is a century-old practice that provides guidelines for the Kalingan way of life that continues to be relied on by the community to resolve conflicts. An all-male council of elders, that are also notable community leaders, interprets these agreements and laws.

During the localization program held in Tabuk last year, participants—which included community women, government officials and tribal elders—acknowledged the qualifications of women community leaders and questioned why no woman has had a seat in the Bodong council. This discussion led to a review of the appointment criteria in the Bodong Council. Consequently, women were included in the council thereafter.

Specifically, the Matagoan Bodong Consultative Council (MBCC), a formally recognized peace and justice mechanism, now includes four official and two unofficial seats currently occupied by women. During the MBCC assembly, held in April 2012, the women of the council raised concerns about the needs to: establish a women's desk in all *barangays*; appoint a woman representative in the Sangguniang Panlungsod (SP) or City Council; officially allow women to sit in the Bodong Councils; and increase women's involvement therein.¹¹

In Matuginao in Samar Province, a resolution was adopted by participants in the localization workshop on "Providing Livelihood Opportunities for Women and Local Housewives, Capacitating and Developing their Skills and Extending Support to Enhance their Role and Leadership in Local Economic Development." Participants addressed their community's particular concerns, which are more economic in nature, and also identified funding sources for the program.

In Autonomous Region of Muslim Mindanao, the government and civil society organization's localization initiative has led to the adoption of resolutions for women's sectoral representation and recognition of women as arbiters of conflicts in South Maguindanao. Localization has also inspired executive actions, such as appointing more women in the ARMM government and consultative dialogues that address the transitioning of Moro women into the future Bangsamoro Political Entity.¹¹

c. Training, awareness-raising and behavior-change communications strategies

To date, the civil society-led localization program has conducted workshops and sustained partnerships in 15 local government units: the Autonomous Region of Muslim Mindanao; South Upi in Cotabato; the city of Tabuk in Kalinga; the municipalities of Cuyapo in Nueva Ecija and Real in Quezon; Butuan City and barangays Magallanes, Remedios Romualdez, Libertad, Buenavista and Mabini in Agusan del Norte; and Calbiga, Matuginao, San Jorge and San Jose de Buan in Samar Island. Participants of the localization programs included Mayors, Vice Mayors, Barangay Captains, indigenous leaders, Gender and Development (GAD) focal persons and Department of Interior and Local Government representatives, among others. Members of civil society were also present, including representatives from community-based organizations, academia and faith-based institutions.

The "from NAP to LAP to BAP" program is a good example of furthering awareness and knowledge raising efforts by institutionalizing the response to the NAP through local legislation and integration in local development plans. It also harmonizes national policies, such as the NAP and the Magna Carta of Women, through local legislation and local development plans.

The civil society localization workshop runs from one to three days, depending on the availability of local government authorities. Civil society and other local leaders are much more flexible with their schedules. The workshop starts with a Likert-type survey that assesses the attitudes of the participants towards women and peace and security issues including women's leadership and participation in peace negotiations and decision-making, and sexual and gender-based violence. It also assesses their awareness and knowledge of the resolutions, the NAP and related policies.

¹¹ Geraldine Dimalig, "Tabuk Peace Council now has Women Members," Philippine Information Agency, 23 April 2012, accessed 6 June 2013, <http://www.pia.gov.ph/mobile/index.php?article=191335158024>

The same survey is repeated at the end of the workshop in order to assess whether changes have occurred in the participants' attitudes and aptitude. The actual workshop is divided into three parts: conflict analysis, knowledge-building, and local planning. The program typically opens with an invocation and introductions of the organizers, moderators, and participants. A session on conflict analysis then allows participants to identify the security situation in their communities, often in small group discussions. Discussions of international human rights instruments (with a focus on UNSCRs 1325 and 1820) and local laws and policies relating to women's human rights (particularly the Magna Carta of Women and the NAP) follow. A session on local planning processes, led by the partnering local government unit, then explains how local development plans are created and carried out. This short presentation allows participants to mainstream the NAP in their own local plans through a resolution or ordinance and the formulation of concrete programs on Women, Peace and Security.

The localization program successfully introduced UNSCR 1325 and the NAP to the select conflict-affected cities and municipalities. As expected, the majority of participants were unaware of the resolution and the National Action Plan before the workshops. In their evaluations of the workshops, participants often cited how invaluable it was to learn about these elements. Participants also found the way the information was conveyed—through short presentations and active discussion—to be particularly effective. Women participants, especially those from hard-hit conflict areas, noted that the workshops helped them to reflect on how severely the conflicts had impacted their lives.

In this regard, the order of the workshop sessions was advantageous. The transition from conflict analysis to knowledge-building opened up a space for participants to recall their experiences and to share what they have gone through. It also helped to increase their enthusiasm and involvement in the localization process and fostered solidarity and cooperation. Furthermore, the familiarity of participants with local laws and policies relating to women's rights, such as the Magna Carta of Women and the Violence Against Women Act, allowed them to immediately relate to UNSCR 1325 and the NAP.

WE Act 1325 and GNWP also facilitated trainings for the top leaders of the Philippine Army and the Philippine National Police. Such trainings led to the formulation of plans on how to integrate the NAP in their programs and activities. Such work strengthens coordination among police and military officials nationally and locally, in terms of their contribution to NAP implementation. As a result of training and the localization program, police and military institutions in the Philippines have started to examine how sexual and gender-based violence cases are handled and what efforts can lead to the recruitment of more women in the security sector.

d. Tools for implementation

Numerous tools have been developed and used for carrying out the "From NAP to LAP to BAP" program. These include training modules, brochures of the NAP, GNWP's booklet on UNSCR 1325 (which has been translated into local dialects), printouts of the UNSCRs 1325 and 1820, and the NAP publications. The modules feature interactive sessions on conflict analysis; awareness and knowledge-building on the history, key pillars, applicability and models of implementation of the WPS resolutions, and local planning.

It is also crucial for local authorities and other such actors to have copies of the tools in accessible formats and languages, which enables them to fully understand the resolutions and analyze their applicability to their local context. The resolutions and the NAP were translated by civil society into dialects such as Filipino, Ilocano, Visayan and Waray.

In addition to printed materials on UNSCRs 1325 and 1820, WE Act 1325 and GNWP developed PowerPoint presentations that summarize the key pillars of UNSCR 1325 and link to local laws and policies on women's rights in the Philippines, the NAP, and the local development process. These presentations have been an important tool in conveying information effectively and dynamically in workshop settings. The participants can also use these templates when they replicate the workshops or share what they have learned in other settings.

WE Act 1325 also developed a beliefs and attitudes test, which is a Likert-type scale, to measure changes in beliefs and attitudes of participants in the "From NAP to LAP to BAP" program as well as other training on WPS. The questionnaire is administered before and after a workshop and enumerates cases on women's involvement in peace and security issues as well as perceptions on women's roles in society. The test has recorded positive changes, especially on the perception of women's roles in political and economic spheres.

Significant differences in beliefs and attitudes resulted from the training. For example, there was a shift in the sense that a woman's rightful place is only in the home and that decisions on peace and security must be left in the hands of men. Before the training, participants did not think that there was a need for segregated facilities for women in detention areas, prisons and evacuation camps. The training significantly altered this belief. Moreover, before the training, participants did not think that there was a need to specifically include gender issues and concerns in peace agreements. The training helped to significantly change this belief. Furthermore, prior to the training, participants did not think that local government units should mainstream or integrate women's participation in their plans or that government should work with civil society organizations (such as peace and women's organizations) to promote peace in communities.

e. Fostering local ownership

The design of the Localization workshops and the participation of diverse actors in the workshops were key in fostering local ownership of the NAP in local communities. Participants in the workshop included community participants, both men and women, from a wide variety of sectors in the "From NAP to LAP to BAP" program. In addition to officials from local government agencies and units, the organizers invited members of academia, faith-based institutions and community-based organizations to take part in the planning as well as in the workshops themselves. In Samar Province, the Mayor of San Jorge Municipality, the spokesperson of the Philippine Army's 8th infantry division and members of community women's organizations attended the localization workshops. The diverse composition created a dynamic discussion and encouraged the exchange of unique experiences of conflict. These dialogues resulted in the drafting of ordinances and policies particularized to the community. Resolutions adopted by local governments emanated from their highly specific needs. In localities where there were indigenous communities and other minority groups, such as in Tabuk and Cotabato, indigenous leaders, community elders and religious leaders such as *Aleemat* (Musli women religious scholars) made up a significant percentage of participants.

The program flow of the localization workshop and the distribution of tasks also enhanced local ownership of the NAP implementation process. People from the community were tapped as resource persons. For example, members of either the local police or military spoke about the security situation in their community. Officers of the local government spoke about the process of local development planning. The integration of specific provisions of the NAP into local legislation or local development plans was done in workshop groups involving members of the local community, thus fostering local ownership.

The government-mandated Gender and Development budget also helps to engender local ownership of WPS resolutions and the NAP. The NAP, in its promotion and mainstreaming pillar, indicates that resources for its implementation should come from the Gender and Development budget of the agency or local government unit. The budget is mandated to promote women's rights in various spheres and constitutes at least 5 percent of the total government unit budget. During the localization workshops, facilitators pointed to the GAD budget as sources of funds to operationalize the NAP. The use of the GAD budget for Women, Peace and Security programs guarantees sustainability and ensures the meaningful use of a unique tool instituted by the government to advance women's rights.

However, there have been no indications that the GAD budget has been allocated for NAP implementation locally, except for the ARMM areas, where OPAPP piloted its localization program. Hence, the Women's EDGE Plan (2013-2016) identified the promotion of including activities for implementing the NAP Action Points in the GAD plans and budgets (GPBs) of NSCWPS members; peace, security, human rights, justice and social welfare national government agencies; and conflict-affected LGUs as a primary strategy.

f. How information travels: global, national and local levels and multidirectionality

Information sharing on the Philippines' NAP and its implementation takes different forms at different levels. At the community level, disseminating information about the NAP is often carried out by local groups through orientation workshops and training programs. These groups are often linked to bigger civil society networks, such as WE Act 1325, which engage with government agencies at the national level.



For example, the WE Act 1325 civil society network has a Secretariat that coordinates all its member organizations' efforts on the NAP by collating the relevant information providing updates to members and to partner government agencies and units through e-mail, text messages and face-to-face meetings.

Regarding information sharing between government and civil society, meetings are regularly called by either government agencies or civil society organizations to exchange information on NAP implementation. Information is also shared and collated through validation workshops of research initiatives of civil society. For example, a civil society group that is monitoring research on the implementation of the NAP has undergone such a process this year by gathering representatives from some members of the NSC-WPS. This led to discussions about the initiatives on NAP implementation. Similarly, the Philippine Commission on Women invited civil society representatives to take part in the planning process of the Women's Empowerment and Development toward a Gender Equality Plan, which had a chapter on Women, Peace and Security focusing on NAP implementation.

At the international level, information on the NAP is mostly sourced from research publications distributed to global organizations as well as through online and social media. Both government and civil society have also taken part in international conferences on Women, Peace and Security and used these venues to share information on the NAP implementation. For instance, WE Act 1325 attended in the N-Peace Conference, organized by the United Nations Development Programme Asia Pacific. At the conference, it shared its initiatives in implementing UNSCR 1325 and the NAP in the Philippines.

WE Act 1325 also gets most of its information at the global level from GNWP. GNWP regularly sends e-mails to members on policy developments, among other vital news. It has also provided opportunities for members to participate in activities and events surrounding the UNSCR 1325 anniversary.

Other global networks prove to be useful in the learning process. Civil society organizations in the Philippines work with other international groups, such as Conciliation Resources, Center for Humanitarian Dialogue and the Women Peacemakers' Program. The learning has not been one-directional: members of WE Act 1325 have been asked to share their experiences of NAP implementation in other countries, further inspiring participants to develop their own NAPs.

Voice from the Philippines: *To Empower Women, All Women Must Act*

"NAP 1325 localization has greatly influenced my outlook on many things, especially on the role of women. As a member of the indigenous people in the northern part of the Philippines, the Province of Kalinga, it is very difficult if not impossible for a woman to join a panel of peace negotiators in peace negotiations. The dominant culture says that women have secondary roles in almost everything, especially in decision-making and peace negotiating. Most of the time, a woman's role is in the kitchen, cooking or preparing food for the peace negotiators or just merely sitting as observers or listeners. Our indigenous peace mechanism, the *Bodong* (peace pact) is male dominated. This century-old mechanism is male dominated. In fact, of the 2,000 recorded peace-pact holders, there is only one woman.

"Through the series of NAP 1325 localization seminars and workshops that I attended and coordinated, my self-confidence has been increased to the fullest. Yes, it may be true that I used to have self-confidence before the NAP 1325 localization workshops, but there were many times when I was hesitant or even apprehensive to speak out in community meetings that were male dominated, especially if the participants are considered to be the wisest people in the community, the elders. A woman leader, a peacemaker and a peace negotiator is generally frowned upon by most elders, but through NAP 1325 I am now more challenged to continue and persevere to coordinate, to lead and to encourage the women in our community to participate in peace negotiations, especially now that I am also aware that there is a national legal mandate, the NAP 1325. Challenged by the NAP 1325, our institution also added peace education as a subject in the school curriculum, with a main topic being UNSCR 1325 and related matters.

"Lastly, I am even more motivated to continue disseminating NAP 1325, knowing that there are women, nationally and internationally, who are very supportive of this venture. Through NAP 1325, I learned this: *"CEDAW will forever be successful if women are all empowered ... violence against women will continue if empowered women do not act!"*

*-- Therese Grail C. Lawagan, Ph.D., St. Louis College of Bulanao, Kalinga, Philippines
Member of WE ACT 1325 and participant in localization workshops*

4. Challenges and Constraints

Despite significant achievements in the localization of UNSCR 1325 and the NAP in the Philippines, the scope of the ongoing localization is very limited. For civil society, the replication of the localization initiative is not yet systematically pursued. This is primarily due to competing priorities. Engaging the peace tables is currently a priority of peace organizations including WE Act 1325. To date, there have been six localization workshops led by civil society, resulting in passing local ordinances and board resolutions in 15 local government units (1 regional government, 2 cities, 12 municipalities). Lack of resources to continuously conduct localization programs is also a factor regarding the limited work done by civil society. As for the government's LNAP program, focus is currently on Muslim Mindanao. The Office of the Presidential Adviser on the Peace Process, the lead agency for the government's localization program, also faces competing priorities. There are several peace issues that confront the country, and OPAPP finds itself addressing most of them.

Some local government officials have said that coordination with national agencies, such as the Department of Interior and Local Government, should have been done before the CSO-led localization workshop. Some suggested that the implementation of the localization program should require a mandate from the DILG national office. They say that a mandate from the national agency will institutionalize the program and help encourage local government units to comply with the localization efforts. As previously mentioned, DILG is one of the members of the NSC-WPS that is not fully engaged in civil society's localization initiative. Members of WE Act 1325 have had discussions with the DILG national office to address this concern, and there was interest by DILG to support the program. Follow-up meetings are in the pipeline.

The sustainability and monitoring of the localization program are affected by changes in the makeup of local government officials after elections. With regard to monitoring, the regular elections might have an impact on support to the resulting ordinances and resolutions. There is a tendency for programs to be discontinued, especially when successors of incumbent local government officials are not in the same political party.

A lack of dedicated budgets for implementing the LNAP is also a challenge. As described above, there is an existing GAD budget, but no directive has been made to earmark a portion for LNAP. However, a policy is being crafted by OPAPP and the DILG to make explicit the inclusion of NAP in the GPB.¹²

In its implementation phase, civil society has encountered several obstacles that have affected the localization process, such as lack of awareness by participants on basic gender concepts. Additionally, as some of those attending localization efforts are gender focal points of LGUs, it is a challenge to divert their perspectives from the gender rights paradigm to women, peace and security issues. Hence, some of the action strategies being integrated into the local development plans are centered on livelihood opportunities for women instead of legislating women's meaningful participation in conflict prevention, peacemaking mechanisms, or leadership in development efforts. This is a challenge, as the gender focal points are expected to be the lead/coordinating officials of the LGUs in the localization program. As a result, there is a risk that the localization of the NAP will "only be regarded as a gender program" and not as a peace and security response that needs to be carried out by all local officials, including the police and the military.

Another factor that has greatly hampered the process of implementation is the apparent unawareness of participants not only of UNSCR 1325, the NAP, and national laws protecting and promoting women's human rights, but also of basic concepts of gender and peace. Although the facilitators knew that this might be the case before they began the localization workshop, the addition of explanations on gender and peace in between sessions affected the program flow and schedule.

Technical and language barriers also present an obstacle. For instance, moderators in the localization workshops found that participants are less likely to ask questions when the discussion appears too confusing and technical for them. Some participants in the initiative conducted in Real, Quezon, for instance, felt very detached during the discussion on the United Nations system and international human rights instruments, especially when terms have no direct language translations.

The lack of knowledge on some integral concepts and the highly technical terms often used in WPS resolutions and the NAP was worsened by language limitations. Some localization participants preferred discussions in their own dialect, which the facilitators could not speak. Appreciation for the process could have been much deeper if participants had a clear grasp of the concepts and if technical terms had been replaced with words more familiar to participants.

Moreover, the difference in the participants' perceptions of security in their respective communities affected how much emphasis they put on security in their development planning process. Some participants from areas not particularly affected by conflict dismissed security issues as a concern of the past and were skeptical of the outcome of the localization. The localization workshops' outputs greatly reflected not only the level of understanding of UNSCR 1325 of the participants, but also how they valued the NAP. In a few instances, participants did not agree on taking up concrete programs collectively after the workshops. For example, in Cuyapo, Nueva Ecija, no legislation or program on Women, Peace and Security was agreed upon. Nonetheless, a Technical Working Group was established to reconcile varying opinions on how to localize the NAP in their municipality.

As for logistical preparations, the organizing committee of the CSOs' "From NAP to LAP to BAP" program faces technical difficulties, such as power outages, weather disturbances and travel delays. These affected the program schedule and the time allotted for each of the workshop sessions.

Regarding the GNWP-WE Act 1325 monitoring and assessment workshop, participants have noted several challenges to localization. The government, for example, expressed the need for a monitoring scheme that measures the impact

¹² Email message of Rebecca Baylosis of the Technical Services Division of the Philippine Commission on Women to Jasmin Nario-Galace of WE Act 1325, September 3, 2013.

of localization initiatives. The GNWP-WE Act 1325 workshop was helpful in monitoring the progress of localization. However, implementation of local legislations needs constant follow-through. Finally, participants also mentioned cultural practices hindering the participation of women, and women themselves lacking the willingness to hold leadership positions.¹³

5. Lessons Learned

The experience of NAP localization in the Philippines has surfaced several notable trends that need to be continued and enhanced. The localization program is more efficient when government units and civil society build partnerships to coordinate efforts. A multi-stakeholder approach also makes the process more inclusive and transparent and helps strengthen local ownership. Furthermore, continuous development and diversification of resource materials on UNSCR 1325 and the NAP has widened people's awareness on women, peace and security issues. The materials have also been helpful in implementing localization in different conflict-affected areas. The effort to monitor the impact of the program to participants is a meaningful step toward creating a systematic monitoring and evaluation mechanism of the NAP localization. In addition, creative coordination efforts employed by both civil society and the government have ameliorated the effects of the lack of formal coordination mechanisms in implementing the NAP. These existing avenues can be considered as a basis for establishing coordination mechanisms among all stakeholders.

Areas for improvement to ensure a more effective localization of the NAP have also been identified.

It is beneficial for government and civil society to coordinate efforts, beginning with the selection of priority areas. Such steps may lead to partnerships in the work of localization to yield more sustainable results.

Civil society organizations also stress the importance of fully engaging officials from both the national DILG to the local government agencies and units in NAP implementation. Despite positive receptions by local government units involved in the "From NAP to LAP to BAP" program, a Department of Interior and Local Government mandate may be necessary to enjoin and further encourage local units to carry out the NAP and for programs to reach the community level.

In legislation workshops, localization facilitators should encourage local planners to be more specific when they pass a resolution or an ordinance adopting the NAP. In some localization areas like Samar, Quezon, and Butuan, several similar resolutions were adopted that were devoid of specifics. Output or legislations should be specific and measurable.

There is also a strong need to strengthen the Women, Peace and Security component of the training package. Participants in the project who are mostly gender focal points are too immersed in the gender rights framework and cannot seem to grasp the essence of UNSCR 1325 and the NAP and what they are meant to achieve. Since participants are from PAMANA areas, the plans they create are too focused on development and neglect the equally important aspect of women's participation in conflict prevention, peacekeeping and other areas of peace and security work.

With regard to measuring the impact of localization initiatives in the Philippines, the BATS monitoring questionnaire can be redesigned and improved to capture contextualized case examples. If executed well, the results are an ideal resource to gauge the success of the knowledge-building components of the localization.

Lastly, regular monitoring of the implementation is necessary to note progress of the outcomes and to address concerns arising from an operational standpoint. Local point persons can be assigned to consistently coordinate with civil society organizations regarding NAP implementation.

6. Recommendations

The localization of the NAP is a significant undertaking, as it mirrors the transition of laws and policies to something tangible felt by communities, especially those that have experienced armed conflict. It guarantees that the laws and policies are not mere affirmations of the struggles experienced during conflict but are responsibilities taken on by the

13 Activity report, National Monitoring and Assessment Workshop on NAP Localization, Sofitel, Philippines, January 8-9.

government to prevent intolerable violence from happening again. In the Philippines, the outcomes of the localization initiatives are generally positive, but the process has tremendous potential for improvement. In this regard, some recommendations include:

To the Philippine government, particularly member agencies of the NSC-WPS:

- ▶ Ensure implementation of existing laws and mechanisms intended to protect and promote women's human rights and their translation to local communities, specifically the Magna Carta of Women and the NAP;
- ▶ Enhance the capacity and coordination of government agencies and units to implement such laws and policies;
- ▶ Create a systematic coordination mechanism that strengthens information flow among government agencies regarding the implementation of WPS-related policies and programs;
- ▶ Conduct a review of internal policies and programs of government agencies and units and harmonize them with national laws and policies;
- ▶ Develop a monitoring mechanism on the NAP implementation;
- ▶ Forge partnerships and establish coordination mechanisms with civil society organizations on NAP localization;
- ▶ Include implementation of NAP in GAD budget allocations; and
- ▶ Issue a directive to LGUs to localize the NAP.

To local government actors:

- ▶ Strengthen collaboration with civil society organizations in developing and implementing programs for NAP localization; and
- ▶ Include NAP localization in the Annual Investment Plan (AIP) to ensure budget allocation.

To the United Nations:

- ▶ Conduct more follow-through programs on the implementation of international conventions and resolutions, particularly on conventions and resolutions aimed at protecting women's human rights and empowering women; and
- ▶ Establish mechanisms that will ensure compliance of Member States with international instruments and policies on Women, Peace and Security.

To civil society:

- ▶ Continue leading community-based initiatives that translate the impact of international laws and national policies to the people, especially women, who are affected by conflict;
- ▶ Continue advocacy, collaboration and monitoring of government offices and units, especially in capability-building, to improve their service delivery;
- ▶ Continue strengthening the capacity of community women on leadership and participation in different aspects of peace work, such as conflict prevention, peacekeeping, mediation and peacebuilding; and
- ▶ Monitor existing localization plans.

To the donor community:

- ▶ Support NAP localization initiatives.

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SIERRA LEONE

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List of Acronyms

CEDAW	Convention on the Elimination of Discrimination against Women
CSO	Civil Society Organization
DCAF	Centre for Democratic Control of Armed Forces
DISEC	District Security Committee

FAS	Femmes Africa Solidarité
GNWP	Global Network of Women Peacebuilders
GoSL	Government of Sierra Leone
HDI	Human Development Index
IOM	International Office on Migration
LGA 2004	Local Government Act 2004
MARWOPNET	Mano River Union Women's Peace Network
MDA	Ministries, Departments and Agencies
MLGRD	Ministry of Local Government and Rural Development
MP	Member of Parliament
MLGRD	Ministry of Local Government and Rural Development
MSWGCA	Ministry of Social Welfare, Gender and Children's Affairs
NEC	National Electoral Commission
NOW-SL	National Organisation for Women, Sierra Leone
PROSEC	Provincial Security Committee
PRSP	Poverty Reduction Strategy Paper
RSLAF	Republic of Sierra Leone Armed Forces
RUF	Revolutionary United Front
SCSL	Special Court of Sierra Leone
SGBV	Sexual Gender Based Violence
SiLNAP	Sierra Leone National Action Plan
SSR	Security Sector Reform
TRC	Truth and Reconciliation Commission
UNDP	United Nations Development Program
UNIPSIL	United Nations Integrated Peacebuilding Office
WISS-SL	Women in the Security Sector- Sierra Leone
WPS	Women peace and security
WSR	Women's Situation Room

1. Women, Peace and Security Country Profile

a. Introduction

Despite widespread poverty and weak public service delivery, Sierra Leone is striving hard to achieve progress in many sociopolitical development indicators. Since the end of the civil war in January 2002, the country has been steadily transitioning from state fragility to stability. This is evidenced by the violence-free and peaceful conclusion of three successive Presidential and Parliamentary elections in 2002, 2007 and 2012, as well as local government elections in 2004, 2008 and 2012.

The country has moved along the path of peace consolidation, reconciliation and reconstruction toward a development phase, with strengthening governance institutions, improving basic services and infrastructure, and encouraging investment in the extractive industries and agriculture as priorities to improve the country's socioeconomics.

While Sierra Leone is making important progress in peacebuilding at all levels, it remains close to the bottom of the Human Development Index (HDI), at 0.33. The country's position on the HDI has been showing improvement, however, as it moved from the bottom-most slot in 2001¹ to 177 of 187 countries in 2012.² Sierra Leone's position on the Organisation for Economic Cooperation and Development's Social Institutions and Gender Index, which measures gender inequality, rose from 100 of 102 countries in 2009 to 66 of 86 countries in 2012.³

Table 1 below offers select Human Development Indicators for Sierra Leone

Headline Indicators	Baseline	Target by 2017
Population Growth Rate	1.8% ^{&}	1.3%
Infant Mortality Rate	89/1,000 live births ^{&&}	45/1,000 live births
Under Five Mortality	140/1,000 live birth ^{&&}	80/1,000 live births
Maternal Mortality Rate	857/100,000 live births ^{&&}	550/100,000 live births
Total Fertility Rate	5.1 children per woman [*]	3.8 children per women
Adolescent Fertility Rate	122 live births per 1,000	90 live births per 1,000
HIV Prevalence Rate	1.5% of 15-49 year olds [*]	1.15% of 15-49 year olds
Access to Safe Drinking Water	57%	80%
Access to Improved Sanitation	40%	60%
Primary School Pass Rate	Girls 72.5%; Boys 75.9% ^{**}	Girls 80%; Boys 80%
Adult Literacy	Male 69.6%; Female 43.5%	Male 75%; Female 55%

& Sierra Leone Census 2004 (Statistics Sierra Leone)

&& Multiple Indicator Cluster Survey, 2012

* Demographic and Health Survey, 2008

** National Primary School Examination, 2012

Sierra Leone launched its third-generation Poverty Reduction Strategy Paper III (PRSP III), called the Agenda for Prosperity, on 12 July 2013.⁴ It is the first five-year road map toward the realization of a vision for Sierra Leone to become an inclusive, green, middle-income country by 2035.

The overall strategy for the realization of the goals and objectives of the Agenda for Prosperity requires continuously confronting challenges to maintaining progress since the war in rebuilding the state, and the democratic transformation of institutions, structures and mechanisms to equitably respond to the peace and security needs of men, women, boys and girls at national and community levels.

1 United Nations Human Development Report 2001, www.hdr.undp.org (162 out of 162 countries)

2 United Nations Human Development Report 2013, www.hdr.undp.org (177 out of 187 countries)

3 www.genderindex.org/country/sierra-leone

4 Government of Sierra Leone (2013), 'Agenda for Prosperity: Road to Middle Income Status' Sierra Leone's Third Generation Poverty Reduction Strategy Paper (2013-2018), www.mofed.gov.sl

A decade of conflict

The civil conflict in Sierra Leone started in 1991 and engulfed the entire country by the time it ended in 2002, when the signing of the Lomé Peace Accord occurred on July 7, 1999, between the Revolutionary United Front (RUF) and the government.⁵ The stage had been set for the conflict with more than two decades of bad governance and a highly centralized undemocratic political system based on patronage and corruption, during which the economy and public services collapsed. Much of the population was marginalized, and young people had little hope for work or educational opportunity.

The geopolitical roles of some external power brokers, like ex-President Charles Taylor of Liberia, who was tried for war crimes by the Special Court for Sierra Leone (SCSL) in The Hague, Netherlands, and convicted in 2012, largely fueled the war. The insurgent RUF leadership traded the country's diamonds to Taylor for weapons and other support. The RUF was a motley group of dissenters, composed mostly of lumpen youth led by Corp. Foday Sankoh, who took up arms against the democratic government of Sierra Leone from 1991 to 2002.⁶ The Sierra Leone Truth and Reconciliation Commission (TRC) provides a detailed analysis of the causes of the conflict.⁷

From 1991 to 1999, much of the country suffered from widespread wanton destruction of property and infrastructure. The human toll was enormous, with civilians being the main targets, suffering torture and terror. Communities were shattered by destruction, displacement and death. Family and social networks were broken. About 50 percent of the population was displaced, either within the country or as refugees, fleeing mostly to neighboring countries in the West Africa sub-region. More than 50,000 people were killed. Women and children suffered disproportionately, with one estimate finding that up to 250,000 women and girls suffered sexual abuse.⁸

The Special Court for Sierra Leone (SCSL) was set up in 2002 by agreement between the Government of Sierra Leone and the UN to prosecute those who bore the greatest responsibility for serious violations of international law and Sierra Leonean law during the conflict.⁹ Among convictions secured by the court were guilty verdicts for rape and sexual slavery. For the first time in international law, "forced marriage" was also categorized as a crime against humanity, thereby recognizing the very deep and long-lasting suffering inflicted upon women through conscription as "bush wives" during the conflict.¹⁰

A Truth and Reconciliation Commission (TRC) was part of the Lomé Peace Agreement to provide accountability for human rights abuses committed during the war.¹¹ In addition to providing detailed testimony and analysis of the causes and effects of the conflict, the TRC report made comprehensive recommendations to address the underlying causes of the war and remedying wrongs committed against specific groups, including women and children.¹² One recommendation was that the President should apologize to the women of Sierra Leone for the violence they endured during the war and for the impunity of those who perpetrated it.¹³ This apology was issued by President Ernest Bai Koroma in 2010.¹⁴

Multiparty Presidential and Parliamentary elections were held in 2002, 2007 (which saw a change in ruling party from the Sierra Leone People's Party to the All People's Congress) and 2012. While some incidences of violence and intimidation between political party supporters tested the peace, national elections were by and large violence-free. In 2004, elected local governments were reintroduced after an absence of 32 years, and elections to local councils were held in 2004, 2008 and 2012. These votes were largely held on a political party basis and were for the most part peaceful.

5 The war was declared officially over in January 2002 after a period of restoration of peace, with the burning of arms collected during the Disarmament, Demobilization and Reintegration process.

6 Ibrahim Abdullah (1998)

7 TRC Report (2004) www.sierraleonetr.org

8 Human Rights Watch (2003)

9 www.sc-sl.org

10 Special Court of Sierra Leone, www.sc-sl.org. See Press Release dated 25 February 2009.

11 See Article XXVI of the Lomé Agreement: "to address impunity; break the cycle of violence, provide a forum for both the victims and perpetrators of human rights violations to tell their story; get a clear picture of the past in order to facilitate genuine healing and reconciliation." See also the Truth and Reconciliation Act 2000. The TRC was set up in 2002 and its report published in 2004.

12 TRC Report Volume 2

13 TRC Report Volume 2, Chapter 3, para. 317

14 Presidential statement delivered at the International Women's Day Celebration, Moyamba, Sierra Leone, March 2010.

Women's civil society organizations (CSOs) were among the key players engaged in achieving peaceful elections. Peace lobbies, advocacy, mediation and humanitarian relief initiatives by women's groups intensified remarkably during and immediately after the war, with much support from bilateral government institutions (e.g. US Agency for International Development, UK Department for International Development), multilateral agencies (e.g. United Nations Mission to Sierra Leone,¹⁵ UN Peace Building Fund, Economic Community of West African States, Mano River Union) and international non-governmental organizations e.g. Femmes Africa Solidarité, (FAS).

Women's peace initiatives were taken to a higher level during the 2012 electoral process through the replication of the Women's Situation Room (WSR) which was first implemented in Liberia and then in Senegal. The WSR process commenced about six months before polling day and ended about a month after the declaration of elections results by the National Electoral Commission (NEC). It adopted a proactive demand-side lobbying, advocacy, information, education and communication strategy based on the need for women to be fully included in all stages of the electoral cycle, to engage actively with the process and to ensure that violence-free and inclusive Presidential, Parliamentary and local council elections took place.

The catchphrase Peace in Our Hands became an important slogan for the WSR in Sierra Leone. A significant feature of the physical room that was set up about three days before polling day and closed a week after declaration of results was the involvement of eminent persons from the regional, international and in-country levels who were there to:

- ▶ Conduct advocacy for violence-free and inclusive elections in the run-up to polling day; and
- ▶ Make contact with relevant key actors¹⁶ required to respond rapidly to potential conflict situations or events, prevent escalation and/or resolve conflicts peacefully. A team of all female election observers in the field would telephone to the WSR with information on such situations.

The WSR was implemented by a coalition of women's groups led by the Sierra Leone Women's Forum, with technical backstopping by consultants from the Angie Brooks Centre, Liberia; FAS office (Dakar); and Gender Empowerment Movement, Sierra Leone (GEM). UN Women, UNDP and some local institutions provided funding support.

b. Impact of the armed conflict on women

It is well known that women and girls were treated inhumanely during the long conflict in Sierra Leone. Sexual violence, including rape, abduction, sexual slavery, forced drug use, forced marriage, trafficking, forced labor, torture, amputation and murder of women (including pregnant women and their unborn children), was endemic. Women and girls witnessed (often by force) the rape, torture, mutilation and killing of their family members, including children, parents and partners. Children were forced to commit atrocities against their families, including their mothers. Sexual exploitation, such as exchange of sex for food, money or access to humanitarian assistance, and violence against girls were committed in displaced persons camps, often by those who were charged with their welfare.¹⁷

Women and girls were also perpetrators of violence, often forced or subdued into compliance by armed groups as their only means of survival. About 30 percent of the child soldiers were estimated to have been girls.¹⁸

Physical and psychological scars of the conflict have endured since the end of the war, afflicting individuals, families and communities. After the conflict, many girls were rejected and stigmatized by their families because they had been forced to be "bush wives," especially those who bore babies. Due to actual or fear of rejection, and an unwillingness to assimilate into the old social order, many children and women did not return to their communities, notably in rural areas.

The conflict shaped how violence against women continues to manifest itself. Social networks and bonds that in the past afforded women some form of protection were shattered, making women increasingly vulnerable to violence in the aftermath of the conflict. Since the conflict, greater economic and educational opportunity for many women,

¹⁵ UNAMSIL's mandate ran to December 2005, after which the UN's focus shifted from peacekeeping to peacebuilding with the establishment of the United Nations Integrated Office in Sierra Leone, which in turn was replaced by the United Nations Integrated Peacebuilding Office in Sierra Leone (UNIPSIL) in 2008

¹⁶ For example, NEC, Police, RSLAF, ONS, UNIPSIL, political party leaders and bilateral Government and donor agencies.

¹⁷ See in particular TRC Report Volume 3B, chapter 3 "Women and the Armed Conflict in Sierra Leone" and chapter 4 "Children and the Armed Conflict in Sierra Leone."

¹⁸ TRC Report Volume 3B para 398

improved legal rights, public debate on women's empowerment and equality and the felt need of men to assert authority have helped sow violence against women.¹⁹

Sexual and gender based violence (SGBV), particularly sexual violence against women and girls, remains a major challenge to advancing gender equity. While the legal framework for protection of women and recognition of the criminality of sexual violence has been strengthened, awareness and changing attitudes have yet to catch up, especially in remote areas of the country.

For example, in customary law, consent to sex is not considered necessary in marriage, and in many communities rape is rarely considered possible between adults but is an offence only when committed by an older man on a young girl. In customary law, sexual assault or rape is dealt with between the victim's husband (or parent, in the case of a child) and the perpetrator for payment of financial compensation. Such practices are all being challenged with new laws. However, access to justice is weighted against women: they are reluctant or pressured not to report such offences through the criminal justice system and encouraged to settle cases as family or community matters.

Furthermore, social pressures, delays in court case hearings, often caused by repeated adjournment of hearings that require complainants to attend court on multiple occasions and incur additional costs, are a further disincentive.²⁰

The horrific atrocities committed against women and girls during the war spurred the creation of many women's civil society groups. From 1994 onward, these groups played a major role in lobbying for peace, including organizing conferences, peace rallies and marches. They also played a key role in campaigning for and supporting the conduct of elections in 1996, and in advocacy during 1999 and 2000 in the lead-up to the Lomé peace talks.

The Women's Forum was established in 1994 as a nation-wide women's umbrella organization of civil society groups including the Young Women's Christian Association, National Council of Muslim Women Organisation, National Organisation of Women, Sierra Leone (NOW-SL) and the Sierra Leone Market Women's Association. The Mano River Women's Peace Network (MARWOPNET), formed in April 2000, also engaged in substantial peace activism, and has played a prominent role in the public sphere as a formidable sociopolitical force²¹ particularly in contributing to engendering the peace processes in the Mano River Union sub-region.

These organizations have continued since the conflict to advance women's role and rights to peace and security, as well as socioeconomic and human rights. Women have been at the forefront lobbying for legislation to protect and promote the human rights of women and children.

Indeed, women comprised about 40 percent on the civil society observer group to the peace negotiations; a female representative was also among the Inter-Religious Council delegation, which was one of the moral guarantors to the Sierra Leone Peace Agreement.²² While two women were part of the government delegation to the peace talks, no Sierra Leonean woman was a signatory to the pact, and no woman was included in the commissions established to oversee or build on the peace.²³

Many women and girls were excluded from the Disarmament, Demobilization and Reintegration process, which took place from 1998 to 2002. That was because it did not take into account gender-specific roles played by girls in the conflict—classifying them as “camp followers,” for example, and not recognizing them as combatants in their own right.²⁴ Many women and girls were also unable to access services from the National Commission for Reconstruction, Resettlement and Rehabilitation since they were not classified as internally displaced persons. Large numbers of women and girls were therefore left without access to services at the end of the conflict, which hindered their reintegration into society.²⁵ As the TRC reported,²⁶ this was in breach of UN Security Council Resolution (UNSCR) 1314, which

19 See Denney and Fofana Ibrahim (2012) for analysis of factors shaping violence against women in Sierra Leone, such as cultural attitudes, the history of conflict, political environment and donor interventions.

20 See UNDP Sierra Leone (2012)

21 Jusu-Sheriff (2013) provides a detailed analysis of women's engagement and critical role in the peace process www.c-r.org/accord-project/women-and-peacebuilding

22 Information provided by Dr Nana Pratt who represented the Women's Forum (SL) and Academic Staff Association, Fourah Bay College, University of Sierra Leone at the Peace talks in Lome, May-June 1999)

23 TRC Report Vol 3B, para 424

24 TRC Report Vol 3B, para 397-399

25 TRC Report Vol 3B, paras 397 – 404.

26 TRC Report Vol 3B, para 405

underlines the importance of giving consideration to the special needs and vulnerabilities of girls affected by armed conflict and urges that their human rights, protection and welfare be incorporated into development of policies and programs for prevention, disarmament, demobilization and reintegration.²⁷

Women are active in supporting and campaigning for political parties, yet the percentage of female aspirants, candidates and elected position holders remains low (e.g. members of Parliament, local council chairpersons or councillors). Women have cited patronage politics, costs of candidacy, lack of genuine support from political party structures, harassment and intimidation by male opponents and some traditional authorities as barriers to running for office.²⁸ Despite government policy to “introduce a temporary affirmative action plan that stipulates a 30 percent quota for women in elective and appointed positions”²⁹ and concerted campaigns by women’s organizations for 30 percent female representation in the 2012 elections, the total number of women elected barely changed from the 2007 national and 2008 local elections.

Table 2 shows gender representation in elected governance positions at national and local levels following the November 2012 Presidential, Parliamentary and local elections.³⁰

Institutions	Total	Male	Female
National Parliament	124	108	16
Local Councils			
Chairpersons	13	12	1
Mayors	6	5	1
Councillors	456	369	87

It is noteworthy that the only female mayor is in the City of Makeni, in the northern region, where women may not be elected to the traditional leadership position of paramount chief in the chiefdoms. In only four of the 19 local councils, over 30 percent of the councillors elected were women, and of these four councils, the top three were in areas where women are disbarred from standing for election as paramount chief.

c. Relevant policies in place

Laws

The Constitution of Sierra Leone 1991 contains exemptions from the provision that “no law shall make any provision that is discriminatory either of itself or in its effect” respecting matters relating to personal law and family life, that is in adoption, marriage, divorce, burial, devolution of property on death and other areas that influence gender relations, particularly at the domestic level on customary matters. Thus, while the Constitution contains the core principle of protection from discrimination under the law, women are denied protection from discrimination as a right in crucial areas.

A review of the Constitution is underway, with a final report expected for submission to the government and Parliament by 2015, and then the new Constitution will be subject to a referendum, also slated for 2015. Removal of this discriminatory clause has been recommended by a previous Constitutional Review Commission in 2008 following the extensive advocacy lobby by women CSOs.

In the wake of extensive, coordinated lobbying by women’s CSOs and human rights bodies, three gender justice laws were enacted in 2007:

- ▶ The Domestic Violence Act 2007 aims to suppress domestic violence and provide protection for victims from other acts that constitute domestic violence (such as physical or sexual abuse, economic abuse, and emotional, verbal or psychological abuse) by arresting offenders with or without a warrant. Additionally, a police officer receiving a complaint of domestic violence is to assist the victim to a place of safety, to get medical treatment where necessary and to protect evidence.

27 At paragraph 13 of UNSCR 1314

28 Personal interviews 2011 - 2013

29 An Agenda for Change, Second Poverty Reduction Strategy (PRSP II) 2008-12 p 95

30 Information compiled from NEC report of the 2012 elections www.nec-sierraleone.org

- ▶ The Registration of Customary Marriage and Divorce Act 2007 provides for the registration of marriage and divorce conducted under customary law. It also includes a provision that “A wife in a customary marriage shall have the capacity to personally acquire and dispose of properties and to enter into contracts in her own behalf.”
- ▶ The Devolution of Estates Act 2007 addresses discriminatory and unequal legal issues relating to property inheritance when a person dies intestate. This law has improved women's inheritance rights and socioeconomic status through its provisions for the distribution of the property of a person who dies intestate to a surviving spouse, children and family members. Previously, the property would fall to the man's parents and brothers, per customary law.
- ▶ The Child Rights Act 2007 specifies that the minimum age for marriage is 18 years old, and forced betrothal or marriage of an underage child is a criminal offence. Local councils should plan and implement activities for improvement of child welfare; villages and chiefdoms should have child welfare committees.
- ▶ The Sexual Offences Act 2012 gives further protection to women against sexual and gender-based abuse and violence, including amending old legislation.

Policies

The Sierra Leone National Gender Strategic Plan 2010-13 has an overall goal: “Gender Equality and empowerment of women for full participation in governance, and in the design, planning, implementation and monitoring of development programs in Sierra Leone” as well as a detailed strategy for its implementation. However, the midterm evaluation of the plan concluded that the “expectation for the plan to provide a clear framework for coordinating national gender responsive programs was not realized.” This shortcoming is due to a number of interrelated weaknesses that persist in the Ministry of Social Welfare, Gender and Children's Affairs (MSWGCA). The weaknesses include low capacity (human, technical, financial) and lack of visibility of this ministry among other ministries, departments and agencies (MDAs) of government and reform programs, such as the Justice Sector Reform Program. The challenges are partly being confronted through the increasingly proactive stance of the topmost functionaries in the MSWGCA and efforts by the Gender Adviser to the President.

The Sierra Leone National Action Plan for the Implementation of UNSCRs 1325 and 1820 (SiLNAP) was validated on 4 September 2009 and officially launched by the President of Sierra Leone on 8 June 2010. The SiLNAP focuses on core areas of reducing violence against women and girls, namely:

- ▶ Reduce conflict, including violence against women and children;
- ▶ Protection, empowerment of victims and vulnerable persons especially women and girls;
- ▶ Increase prosecution of perpetrators, safeguard women and girls' rights to protection during and post conflict as well as rehabilitate victims and survivors of sexual gender based violence;
- ▶ Increase participation and representation of women; and
- ▶ Ensure effective coordination including resource mobilization, monitoring and evaluation and reporting on the SiLNAP.

The MSWGCA is the lead in government of the National Steering Committee, set up to coordinate implementation, resource mobilization and monitoring of SiLNAP. The Ministry and civil society representative from NOW-SL/MARWOPNET co-chair the Committee. Fifty percent of the National Steering Committee membership is made up of civil society representatives, such as Campaign for Good Governance, and women's groups (Female Parliamentary Caucus, Advocacy Movement and Network, Women's Forum, The 50/50 Group, Women in Security Sector Sierra Leone (WISS-SL) and Soroptimist International). Numerous activities have been implemented, but holistically, it has so far been a challenge. The regional and district level steering groups anticipated and seen as essential to ensuring the coordination of implementation at the local levels have not yet been formed because of funding constraints. The inclusion of the SiLNAP in the Agenda for Prosperity is considered an entry point for prioritization and resource allocation.

A National Referral Protocol and National Action Plan/Strategy on Gender-Based Violence have been developed by

the MSWGCA in partnership with the International Rescue Committee and other development partners. UNICEF is supporting implementation. Launched in October 2012, these protocols and plans could go a long way to comprehensively address gender-based violence at all levels.

Despite the seemingly strong legal and policy frameworks that have developed in the last 10 years, implementation of gender laws and policy is weak. Knowledge, compliance and enforcement are low, and coordination is limited. It is the expectation that implementation of the Sexual Offences Act 2012, coupled with judicial work/sittings of newly established fast track SGBV/family courts, will enhance compliance and enforcement, and contribute to curbing impunity in these matters.

The incidence of SGBV against girls and infants, evidenced by almost daily reports in various media, is of great concern in the country. This issue is a factor in the pervasive problem of teenage pregnancy that the government is now paying urgent attention to. On 14 May 2013, President Koroma launched a National Strategy for the Reduction of Teenage Pregnancy, which has been rolled out by the Ministry of Health and Sanitation and MSWGCA in collaboration with the Women's Forum and with support from the UN Population Fund and UN Women. The First Lady of Sierra Leone, Sia Nyama Koroma, is working closely with traditional and religious leaders to address the problem.

The Agenda for Prosperity is the country's first PRSP to include a dedicated gender pillar (Pillar 8) as well as seeking to mainstream gender across the spectrum of Pillars 1-7. Pillar 8 includes strategic interventions to increase women's participation in decision-making in public, private and traditional institutions; access to education and economic opportunity; and to strengthen prevention and response mechanisms to violence against women and girls. It aims to improve institutional machinery and coordination. Proposals include:

- ▶ Enactment of Gender Equality Bill;
- ▶ Strengthen national gender machinery;
- ▶ Strengthen capacities for women's representation and participation in security and private sectors; and
- ▶ Implement women's leadership programs at national and community levels to encourage women's participation in politics and governance.

Interventions proposed to strengthen prevention and response mechanisms to violence against women and girls include:

- ▶ Ensure that violence against women and girls is reduced by at least 5 percent and response increased by at least 10 percent through implementation of gender justice laws and strengthen access to and implementation of legal protection for women and girls;
- ▶ Enhance knowledge and skills of the judicial and security sectors to respond to SGBV;
- ▶ Improve attitudes and response toward SGBV at the community level, particularly addressing men, boys, and traditional, cultural and religious leaders; and
- ▶ Ban underage rites of passage for girls and reduce underage initiation of children.

CEDAW was ratified by Sierra Leone in 1988. It can be enforced by the courts in Sierra Leone only when domesticated into national law, which has been partly achieved through the enactment of the three gender justice laws and the Sexual Offences Act 2012.

The United Nations Integrated Peacebuilding Office in Sierra Leone (UNIPSIL) will close down by 31 March 2014, when UN country offices will take over its functions. UNSCR 2097 set the draw-down date, and the Security Council urges the passing of the Gender Equality Bill to enhance the rights of women and increase their participation in the political process as voters and as candidates. It also encourages the government to continue implementing the National Gender Strategic Plan and the SiLNAP to address SGBV.

d. Implementation assessment of relevant WPS policies

There are many initiatives and activities designed to focus on gender equality and women's empowerment being carried out at all levels in Sierra Leone. However, coordination mechanisms are weak, as is data collection and sharing,

which hampers monitoring and evaluation of progress. Gender issues tend to be seen as welfare issues, and within government as the sole responsibility of the MSWGCA, rather than as development issues. The MSWGCA's funding from government has been extremely low and the ministry is poorly capacitated, which has inhibited its reach beyond partnering with donor-funded programs.

Women's participation in governance and decision-making positions has increased, though it is still much below 30 percent. The security sector is male dominated, with just 16.6 percent of police being women, and women holding under 20 percent of senior positions. Only 3.7 percent of the military are women, and while a female brigadier is the most senior woman military officer, and a gender policy has the objective of improving the gender balance, only a small percentage of women work in senior positions. The Women in the Security Sector-Sierra Leone (WISS-SL) organization was set up in 2008 as a lobbying group for women in the security sector. It undertakes national-level lobbying and limited programs outside the capital to counter attitudes and practices that inhibit women from entering and progressing in the security sector. Even obtaining application forms during recruitment drives can be difficult. Gender and Security Sector Reform (GSSR) training is also being undertaken, including consultations and dialogue forums on integrating gender into SSR with various security sector stakeholders, including core security sector institutions, management bodies and oversight entities, including Rural Women Security Committees. These Rural Women Security Committees are being established under a project called People-Centered Security Governance: Strengthening Community Women's Participation in the SSR Process in Sierra Leone. It is implemented by MSWGCA with support from the International Office on Migration (IOM) and the Centre for Democratic Control of Armed Forces (DCAF).

The judiciary includes a higher percentage of women than men at senior levels, with the Chief Justice, Solicitor-General, Administrator and Registrar-General and chair of the Law Reform Commission all female and almost 50 percent female judges. However, at the lower levels (magistrates) there are fewer women, and more so in the provincial areas outside the capital.

2. Local Governance Structure and Responsibility

Local Councils

After 32 years without an elected local government, local councils were re-introduced in 2004 to deepen participatory democracy, increase citizens' engagement and ownership of development, bring responsibility for services closer to the people and improve accountability and openness. The Local Government Act 2004 (LGA 2004) created 19 such councils across the country. They are "the highest political authority in the locality;" have legislative and executive powers; and are responsible for promoting the development of the council's area and welfare of its people. A program of devolving service delivery from central government control to the local councils has been underway since 2005, including many aspects of education, health, social welfare and community services among others.

Local councils are divided into wards, with one councillor elected by the voters of that ward to represent it in the district council areas and Freetown city council, and multimember wards in other city /municipal councils. Each ward has a ward committee, consisting of the councillor/s, paramount chief (where relevant) and not more than 10 residents of the ward elected at a public meeting, of whom at least 5 must be women. These are the only statutory representative forums that require at least 50 percent inclusion of women.

Ward committees are the focal point for discussing local problems and needs, making recommendations to council, educating residents on their rights and responsibilities regarding local government and mobilizing residents for self-help and development projects. The councillor is the conduit for information from the council to the community, with the ward committee the formal machinery for engagement with constituents. Ward committees have yet to realize their potential as a key grassroots structure in the roll-out of the local democratic process.

Local councils are responsible for preparing the development plan that sets out the development vision, needs and priorities of the area, and forms the basis of the council's budget for development and service delivery. The development plan is prepared using a bottom-up approach, through consultation with residents of the locality

(taking on board communities' felt needs) and top-down, engaging with government and nongovernmental agencies with interests in the area. The ward committee is a channel for communication and offers inputs into the assessments that inform the development plan.

Local council development plans include proposals for addressing gender inequalities and improving gender sensitivity in service design and delivery and advocacy, among other aspects. Some local councils included raising-awareness of the gender justice laws in their communities in their 2012 Presidential Performance Contracts. By including this feature, councils agreed to be monitored by the President of Sierra Leone. Local councils have the power to make bylaws, which after a process that requires technical consideration and acceptance by the Law Officers Department and Ministry for local government, must be approved by Parliament. While local councils have received training on drafting bylaws, few have submitted proposals to the Ministry of Local Government and Rural Development (MLGRD) and only one council has so far completed the process. The provision in the LGA 2004 that enables the Minister for local government to make uniform bylaws, has also yet to be used. The LGA also enables a local council, upon consultation and agreement with the traditional authority, to draft bylaws to modify a custom or tradition that hurts development.

To ensure the government's commitment to gender perspectives being integral to all aspects of decentralization and local governance, a draft Gender Mainstreaming Strategic Framework for the Implementation of the Decentralisation Program in Sierra Leone (January 2011-2013) was prepared by the Decentralisation Secretariat of the MLGRD. Its objective is to ensure that gender and women's empowerment is fundamental to the work of decentralization by 2013; to strengthen the capacity of women; and to improve coordination on matters relating to gender. Women, peace and security (WPS) issues are among the activities proposed within the framework. However, there has been no focal person in the Ministry with responsibility for ensuring it is carried out and monitored, and while there has been action on some aspects of the framework, many details have yet to be implemented.

A gender officer was appointed in each local council in early 2013. If this new position undertakes the envisaged roles, the officer would be the focal point for gender mainstreaming within the development planning process at policy and implementation levels in the local councils.

Traditional authorities

Sierra Leone has a long history of chieftaincy. The three provinces outside the Western Area (which coincide with the colonial protectorate) have 149 chiefdoms, each with a paramount chief. Legislation goes back to colonial times, though the Chieftaincy Act 2009 sets out the legal framework for election of chiefs and functions of paramount chiefs. The functions of paramount chiefs (who head a chiefdom council of sub-chiefs and representatives of the chiefdom) include being guardians of traditions of the chiefdom; custodian of land; maintenance of order and good governance in the chiefdom; and preventing offences. The role of a paramount chief has always been bound up with maintenance of social order, peace and security at the local level.

Paramount chiefs are elected, though only candidates from a ruling house may run for office. In parts of the country, custom and tradition preclude women from becoming paramount chiefs. This has been sanctioned in the Chieftaincy Act 2009, which permits discrimination on grounds of sex where tradition specifies. Of the 149 chiefdoms, 13 have female paramount chiefs. One paramount chief from each district is elected to serve as a Member of Parliament (MP). All 12 Paramount Chief MPs in the current parliament are male

Human rights and women's organizations have led the challenge to end gender discrimination in chieftaincy, and the Agenda for Prosperity's Gender Pillar proposes to review the Chieftaincy Act 2009 with a gender lens. While the law gives primacy to "custom and tradition" and denies paramount chieftaincy to women in the north, women are starting to make headway in positions of traditional authority. A small number of female sub-chiefs and chairpersons of local courts have been elected. For example, in the Northern Province, two local courts are chaired by women. One female local councillor said: "We can't be chiefs, so we need to find other positions that we can hold." Each provincial district has a District Officer, a government official whose roles are, among others: supervising chiefdom administration; disseminating government policy; and chairing the District Security Committee (DISEC), which meets weekly and is composed of district level representatives of security sector related institutions, including chiefdoms, and local councils.

Since there are few women in senior positions, DISEC representation is entirely male in most areas. The non-statutory addition of two representatives from civil society is an entry point for securing women's participation in the DISEC. At the provincial level, the Provincial Security Committee (PROSEC) is similarly male dominated, since membership is similarly composed of senior level representatives of relevant institutions, rather than by individual (or personal) appointment.

Local courts are the principal forum of formal justice for most people, and each chiefdom has at least one local court. After the Local Courts Act 2011 was passed, the local court system has been moving away from being a part of the chiefdom administration under the supervision of the ministry responsible for local government to falling under the authority and supervision of the justice system and the Chief Justice. Implementation of the Local Courts Act is being led by the Office of the Chief Justice with baseline studies undertaken, national awareness-raising commenced and transitional arrangements currently operating pending, among other issues, establishment of new committee structures for appointments, expected in 2014. The continuing implementation processes needs to fully articulate gender as an issue that should be specifically addressed in policy and practices for decision-making procedures, appointments, training and the like.

3. Good Practices

a. Collaboration between national and local authorities

The decentralization process, characterized by devolution of service management and delivery from the national (central) government to local councils requires cooperation between these two levels of government. Local councils must comply with national policies and standards set by the 'parent' national government ministry, which has oversight and monitoring responsibilities. Gender and social welfare services including family case work and child welfare are in the process of being devolved to the local councils. Social welfare officers have been working closely with the local councils, particularly on family matters, and the prevention and protection from SGBV including dispute resolution. Funds are also being remitted by the national government to the local councils for service provision, and councils account to government and their communities on the use of these funds and the services provided.

The devolution of MSWGCA functions was subject to a full day of debate and review by government (including MSWGCA, MLGRD, Decentralization Secretariat, and the Ministry of Finance and Economic Development) together with all the local councils and civil society at a national Devolution Workshop held in July 2013. The political and administrative leadership of these national and local government bodies identified and took ownership of issues to be resolved and responses to challenges, including preparing a road map for devolution of personnel to the councils and recommendations to ensure that local councils' recently appointed gender officers have clearly defined roles and responsibilities which will be in synergy with those of officers coming over from government.

The conscious process of localizing SiLNAP was given a boost with the localization program drawn up by the Global Network of Women Peacebuilders (GNWP) and its partners in the National Steering Committee for the implementation of SiLNAP, which involved national-local and local-national collaboration, to identify potential areas and mechanisms for working together on the SiLNAP implementation. The program is discussed in detail below, and among its outputs was the renewed commitment to create Provincial and District Steering Committees, and how those will work with the National Steering Committee on the SiLNAP and ensure its effective implementation at the national and local levels.

b. Collaboration among government, civil society and other stakeholders

The Sierra Leone National Action Plan for the implementation of UNSCRs 1325 and 1820 (SiLNAP) national steering committee is jointly chaired by MSWGCA and women's civil society. This arrangement can contribute to fostering strong collaboration and sustainable partnership between state and non-state actors. It can readily allow the voices of communities and ordinary women and men to be heard in human security programming. Indeed, this type of mechanism provided a catalytic pathway in developing and adopting the SiLNAP, since it worked around some constraining official governmental procedures.

c. Training, awareness raising and behavior change communications strategies

Localization workshops

The localization of UNSCR 1325 and 1820, a program of GNWP, was launched in Sierra Leone in June 2012, in collaboration with NOW-SL/MARWOPNET-SL, Women's Partnership for Justice and Peace, Women's Forum and in partnership with MLGRD and MSWGCA. The program brought together women's civil society with elected members of local councils (mayors, chairpersons and councillors); local council chief administrators and development planning officers; security sector actors, including police and Family Support Unit; and paramount chiefs and religious leaders in four regional workshops. The workshops were intended to raise awareness of SiLNAP and UNSCRs 1325 and 1820 through analyzing their provisions and identifying those most relevant to their communities; and to identify ways of mainstreaming WPS issues into local councils' policies and programs, examining the development planning and local by-law-making process in particular.

Local council representatives prepared actions plans based on the pillars of SiLNAP for integrating the UNSCRs in their development plan and for drafting bylaws. Participants also made individual commitments regarding implementation of the UNSCRs; for example, briefing colleagues, communities and other councillors or paramount chiefs on the UNSCRs and SiLNAP; promoting a zero tolerance culture towards SGBV, starting in the workplace; popularizing the UNSCRs in religious sermons and encouraging colleagues in the Christian and Muslim faiths to do likewise.

The workshops produced guidelines on the integration of the SiLNAP) on UNSCRs 1325 and 1820 into the local council development planning process.

Security sector trainings

WPS issues are key elements in training needs-assessments and training programs of various security sector stakeholders. Feedback and evaluations of trainings and reforms undertaken has been positive in those institutions that are integrating a gender perspective in security sector reform. For example, the Sierra Leone police and Republic of Sierra Leone Armed Forces (RSLAF) have adopted gender policies and established gender units. Many CSOs are networking and collaborating with MSWGCA to better disseminate and popularize WPS frameworks, particularly the three gender justice laws and the Sexual Offences Act 2012.

People-Centered Security Governance program

Another initiative to raise awareness and engage local security sector actors with women in rural communities is the "People-Centered Security Governance: Strengthening Community Women's Participation in the SSR Process in Sierra Leone" program. It is a collaboration mainly among the MSWGCA, DCAF and IOM, which at other times had included CSO partners (e.g. Women in Peacebuilding and Security Network-Africa, NOW (SL)/MARWOPNET) as well as the Office of National Security. The program trained community rural women on WPS matters at regional and district levels, with sessions focusing on national and international legal and policy frameworks and resolutions, including UNSCRs 1325 and 1820. The training started in the border districts; by mid-2013 it had covered two-thirds of the country. The training brings together a range of security sector stakeholders in the regions and districts with rural women, traditional authorities and civil society. This was perceived by one District Officer (DISEC Chair) to be the most productive way to obtain full local ownership; provide a chance to share experiences; and develop an action plan that everyone buys into. The trainings have increased the understanding and appreciation of the role women play in contributing to a community's security (for example, knowledge and gathering intelligence on security risk issues), and have been used to ensure that future PROSEC and DISEC agendas and deliberations include specific reporting on peace and security issues affecting women. Participants in some of the trainings included women councillors, gender desk officers and representatives of community-based women's organizations who had previously participated in the localization workshops in their respective regions. The knowledge gained by participants on, for example, the linkages among gender, security sector governance, WPS and why women must be involved in, and engage with, the security sector provide practical measures for implementing the UNSCRs/SiLNAP and applying the guidelines. Representatives of the MSWGCA together with the co-chair of the National Steering Committee, who were among resource persons at the trainings, identified some of the participants as potential representatives to the local level steering committees for implementation of SiLNAP. The insights acquired by participants on the linkages

would be important to steering committee members in view of the committees' role of following up on local councils' use of the guidelines.

d. Tools for implementation

Localization workshop modules

The regional-level Localization workshops included modules on conflict analysis and an overview and analysis of the WPS situation in Sierra Leone. Through discussions in small groups participants analyzed the impact of conflict situations in their communities and developed solutions that would promote peace. A workshop session introduced participants to UNSCRs 1325 and 1820 and the role of government, local government and civil society in implementing these mandates. The SiLNAP was the basis for action planning, while distribution of the SiLNAP and the UNSCRs to participants for their future use and reference also helped familiarize them with the issues.



SiLNAP Localization Guidelines

The localization program had initially explored the value of focusing on drafting bylaws, and the scope for local councils to embed WPS and the UNSCRs into the local legislative framework. However, hurdles associated with bylaw drafting led consultations to focus on implementation through the council's development planning framework and drafting guidelines to support this process.

The development of the "Guidelines for the Alignment/Harmonization of Sierra Leone's National Action Plan (SiLNAP) on UNSCRs 1325 and 1820 with the Local Development Planning Process in Local Councils" was based on recommendations from the four regional workshops. The guidelines were drafted through close collaboration among the MLGRD (Decentralization Secretariat), MSWGCA and GNWP members, coordinated by NOW-SL. They include sections on the SiLNAP; the local development planning process, including the legal framework; and steps for integration of SiLNAP into the local development plans. The workshop outputs were the draft guidelines and also recommendations for bylaws addressing women and girls peace and security issues that local councils were to take further action on.

The same participants who attended the regional localization workshops in June 2012 subsequently reviewed the draft guidelines at a national workshop at Bo in December that year, after which their suggestions for revisions were incorporated into the final document. The guidelines were distributed on 8 February 2013 at a ceremony in Freetown. All local council chairpersons and chief administrators (the political and administrative leadership) attended the launch, along with civil society and national government officials and political leaders (including ministers and the President's office).

It is too early to report on progress of the application of guidelines and their mainstreaming into policy and planning processes. Their roll-out and training with local councils is planned for early 2014. Follow-up to ensure that the guidelines are used and relevant to the local councils when preparing and reviewing their development plans is expected to be carried out through the creation of district-level SiLNAP steering committees by the National Steering Committee on which the MLGRD is represented. According to the MSWGCA, the delay in the creation of functional local level steering committees for the implementation of SiLNAP is because there is no funding yet available.

e. Fostering local ownership

The workshops leading to the preparation and launch of the guidelines have been important programs to ensure local ownership of SiLNAP and the WPS resolutions. The guidelines were initiated and validated at a workshop, which helped strengthen participants' ownership of the document.

The district-level training of rural women with security sector actors has also contributed to the involvement of local actors, particularly women, thereby underscoring the importance of their engagement with security matters at all levels.

It should be noted that advocacy, programs and activities that are relevant to and part of the implementation of SiLNAP are often not articulated using the technical terminology of the UN Security Council resolutions. Although the principles are known, awareness that they are part of implementing UNSCRs 1325 and 1820, including links of the resolutions to a broader framework of international peace, security and development agenda, is limited.

The localization work with local government structures is still in the early stages in Sierra Leone. The local council development plan guidelines launch needs to be followed up by further awareness-raising and actions to ensure that they are made available, understood and used within the development planning processes of the council, and by councillors, community and civil society leaders who would advocate for inclusion within the council's plans. Setting up the regional and district steering groups envisaged in the SiLNAP would play a key role here, but it has yet to happen because of funding constraints. Development planning officers and gender officers need to be brought fully on board.

Voice from Sierra Leone: *Paramount Chiefs boldly uphold women's rights*

"In implementing the principles of the UNSCRs, we have to work in ways that are suitable for our communities. As Paramount Chiefs we play an important role in the informal justice sector, mediating and preventing conflicts between individuals and communities. I take care to address conflicts involving women diligently, and to ensure that people understand that I aim to uphold women's rights.

"I have made it a policy in my chiefdom that false claims against women seeking to divorce their husbands will not be encouraged or allowed. Wicked men would make bogus allegations against their wives; for example, that the wife stole huge sums of money from her husband, in order to keep the woman in bondage since her relatives will not be in a position to pay back. That is now a thing of the past. Also, any man who divorces his wife after the harvesting of their farm crops must now share the harvest yields as compensation to the woman. This is a new phenomenon in Nieni chiefdom. I am also working on protection issues for women, especially girl child education. Teenage pregnancy is the greatest threat that is frustrating parents in sending their girl child to school. To minimize this in my chiefdom, I took it up with the chiefdom committee and we recommended serious fines for those in the habit of impregnating girls. We made it clear also that parents who attempt to protect defaulters for their own interest will be reprimanded. This seems to be yielding fruits as there has been no report in this vein since.

"From my research, there are just four applicants [for current vacancies] in Koinadugu, all of whom I think should be given a try since they are not allowed to serve as town, section nor paramount chiefs... I am also currently working on a bridge project through community effort in my chiefdom, in response to a plea made by women to ease their problems of getting their crops to market centers as a means to empower them economically. The project is not yet complete but we will continue in the coming dry season.

"I am happy with these phenomenal successes so far from the localization of Resolution 1325 and 1820 in our NAP in Sierra Leone."

-- Foday Alimamy Umaro Jalloh III is the paramount chief of Nieni chiefdom in a remote rural area of Koinadugu District, Northern Province. Jalloh attended the localization workshop in Makeni in June 2012.

4. Challenges and Constraints

The MSWGCA is the government ministry responsible for gender mainstreaming in government structures and programs and should serve as the hub for coordinating gender matters across other government MDAs. However, the MSWGCA has not been able to effectively coordinate issues of gender generally or WPS being conducted by other MDAs, because gender focal persons are not in place or they lack the requisite competency even where they are present. For instance, the ministries responsible for health, agriculture or education may implement activities related to WPS, but the coordinating link between these MDAs and the MSWGCA is weak, if nonexistent. Furthermore, the National Gender Strategic Plan has not been sufficiently mainstreamed into all MDA programs.

Though good strategies policies and legislations have been developed and/or adopted, effective implementation has been a persistent challenge. For example, the structures needed to spearhead the implementation are often not proactive enough. Access to the required funding to meet and to develop a proactive agenda (implement, monitor and review) is usually slow.

The MSWGCA played a role in technical seminars convened during the preparation of the Agenda for Prosperity, which were designed to help mainstream gender into proposals across all sectors. It may be envisaged that this approach of mainstreaming gender throughout the Agenda for Prosperity, together with the dedicated Gender and Women's Empowerment Pillar (Pillar 8), should strengthen the coordinating role of the MSWGCA and improve information sharing.

The implementation of legal policies and frameworks on WPS issues has been strengthened by the activities of some CSOs. For example, CSOs were involved in advocating strengthened sexual offences legislation and its dissemination; the Sexual Offences Act 2012 is now in force. Activities to raise awareness of this law (and also of instruments such as the African Union Women's Protocol) and to secure its full implementation form part of the activities outlined in the SiLNAP. However, such commendable work rarely establishes a relevant connection to the activities of the SiLNAP. Consequently, a disjointed aspect is evident among several actors, not only in relation to the SiLNAP but also to elements of WPS in the country.

5. Lessons Learned

The localization of UNSCRs 1325 and 1829 program deployed a facilitation team with complementary expertise in WPS policies and issues as well as local legislation and local development processes. This ensured that the program delivery was relevant and objectives were achievable. Complementary skills within the team, particularly in training grassroots participants and research and policy writing, ensured ownership and the translation of commitments into practical guidelines.

Identifying local councils and traditional leaders where there is likely to be support is critical in a pilot initiative like the localization program, so as to demonstrate that the initiative is feasible, replicable and sustainable.

Securing political buy-in of national leaders, including government ministers, is vital to giving impetus for replication of the project and the roll-out and use of the guidelines.

Institutionalizing knowledge is essential. Targeting the right personnel and securing political and administrative ownership is crucial. Mayors/chairmen and councillors are elected every four years. There is a high turnover after a single four-year term and the mayors/chairmen can serve a maximum of two four-year terms, so it is vital to institutionalize knowledge and policy frameworks. The local councils were fully involved in developing the guidelines, which will facilitate their ownership and adoption by the councils, once they are rolled out.

6. Recommendations

To the national government:

- ▶ Ensure the Gender Pillar of the Agenda for Prosperity is properly and adequately funded by government, and coordinated partnerships with other bodies are established;

- ▶ Ensure that UNSCR 1325 is mainstreamed across all government ministries and departments by strengthening the gender focal points' arrangements within MDAs and conducting capacity-building programs on WPS issues as relevant to respective MDAs;
- ▶ Ensure that the Local Government Gender Strategic Framework is reviewed and implemented;
- ▶ Ensure that the implementation of the Local Courts Act 2011 mainstreams UNSCR 1325 regarding appointments, decision-making and trainings, policies, procedures;
- ▶ Ensure that stakeholders in the local courts system are well trained and capacitated for gender equity and responsive implementation of gender and GBV laws;
- ▶ Fully devolve gender functions of MDAs to local councils for implementation, and provide policy and technical support and oversight to aid implementation at local level;
- ▶ Increase government funding and ensure timely release of funds to sustain services at local level;
- ▶ MLGRD and MSWGCA should secure the mainstreaming of SiLNAP into local development planning processes by rolling out the "Guidelines for the alignment/ harmonization of Sierra Leone's National Action Plan (SiLNAP) on UNSCRs 1325 and 1820 with the local development planning process in local councils," and supporting local councils to roll out the guidelines within their localities, to ward committees and chiefdom administrations;
- ▶ MLGRD and MSWGCA should conduct training for local council gender officers on WPS generally and the SiLNAP;
- ▶ MLGRD should include WPS and the SiLNAP in its training and sensitization of local councils and chiefdom administrations;
- ▶ Secure support for gender equality laws, including the coordination of the implementation of these laws by the gender machinery (MSWGCA) across government institutions and the political parties;
- ▶ Set up and operationalize SiLNAP District Steering Committees;
- ▶ Institutionalize zero tolerance of SGBV within the government service, e.g. through the adoption of a sexual harassment policy in all MDAs;
- ▶ Together with relevant CSOs, identify good practice on WPS matters and use as a model for other institutions to emulate; and
- ▶ Strengthen national, regional and local coordination, to ensure functioning coordination and mapping of all national and local interventions, in cooperation with local government bodies and national civil society.

To local government actors:

- ▶ Local councils to brief all councillors (including paramount chief councillors) on SiLNAP and encourage them to raise awareness of SiLNAP at the community level, such as in face-to-face meetings with ward committees;
- ▶ Ensure that the Local Government Gender Strategic Framework is implemented;
- ▶ Mainstream SiLNAP into local development planning processes at all stages by following the guidelines to harmonize implementation of the SiLNAP on UNSCR 1325 into the development planning process of all local councils, including securing participation of ward committees, chiefdom administrations and local partner organizations;
- ▶ Institute a monitoring mechanism to ensure that the local councils effectively utilize the guidelines;
- ▶ Institutionalize zero tolerance of SGBV within the local government service; e.g. through the adoption of a sexual harassment policy³¹ in all local government bodies;
- ▶ Use media to raise awareness, knowledge and appreciation of SiLNAP and related laws and policies;
- ▶ Enhance the capacities of women to lobby for greater participation and representation in civilian security oversight and management bodies structures, especially at community level;
- ▶ Train traditional authorities on implementing SiLNAP at the chiefdom and community levels and provide assistance in the implementation;

31 eg Bo District Council has developed a Sexual Harrassment Policy (mid 2013).

- ▶ Ward councillors and paramount chiefs should integrate discussions on SiLNAP into ward committee meetings; paramount chiefs should integrate SiLNAP into chiefdom meetings and their role as mediators and conciliators within their communities; and
- ▶ The Local Councils Association of Sierra Leone and the National Council of Paramount Chiefs champion the education, awareness and advocacy on SiLNAP among their members (the local councils and paramount chiefs respectively).

To the United Nations:

- ▶ Assist women's CSOs and national and local governments to access funding for sustained institutional support.

To civil society:

- ▶ Lobby national and local governments to promote understanding and support for implementing SiLNAP;
- ▶ Popularize and raise awareness of SiLNAP at community level; e.g. through community and town hall meetings and radio discussion programs in the local languages; and
- ▶ Prepare pamphlets on SiLNAP and gender laws in the key local languages (Mende, Temne, Limba and Krio) as well as in English. The National Steering Committee should mobilize resources and coordinate such an initiative in collaboration with other stakeholders.

To the donor community:

- ▶ Support women's organizations at the national and district levels with resources (technical and financial) for sustained outreach activities in all power arenas, in particular at chiefdom level;
- ▶ Support national and local government and civil society with technical and financial resources to ensure that SiLNAP coordination machinery functions at national and local levels; and
- ▶ Support civil society and government to secure understanding and support for gender equality within the political party structures.

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UGANDA

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List of Acronyms

ACFODE	Action for Development
ADF	Allied Democratic Forces
AU	African Union
CBOs	Community Based Organizations
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CEWIGO	Centre for Women in Governance
CRC	Convention on the Rights of the Child
CSOs	Civil Society Organizations
DAPs	District Action Plans
DRC	Democratic Republic of the Congo
EAC	East African Community
EASSI	Eastern African Sub-regional Support Initiative for the Advancement of Women
FOWODE	Forum for Women in Democracy

GBV	Gender Based Violence
GoU	Government of Uganda
HIV / AIDS	Human Immunodeficiency Virus / Acquired Immunodeficiency Syndrome
KIWEPI	Kitgum Women's Peace Initiative
LIWEPI	Lira Women Peace Initiatives
LRA	Lord's Resistance Army
MDGs	Millennium Development Goals
MFPEd	Ministry of Finance, Planning and Economic Development
MGLSD	Ministry of Gender, Labour and Social Development
MICs	Middle Income Countries
NAPs	National Action Plans
NAPW	National Action Plan for Women
NGOs	Non-governmental organizations
NRM	National Resistance Movement
NUSAF	Northern Uganda Social Action Fund
PEAP	Poverty Eradication Action Plan (now called the NDP, or National Development Plan)
PRDP	Peace, Recovery and Development Plan
SGBV	Sexual and Gender Based Violence
UGP	Uganda Gender Policy
UHRC	Uganda Human Rights Commission
UN	United Nations
UNFPA	United Nations Population Fund
UNSCR	United Nations Security Council Resolution
UPDF	Uganda People's Defence Force
USAID	United States Agency for International Development
WDG	Women in Democracy Group

1. Women, Peace and Security Profile

a. Introduction

For most of the past three decades, Uganda has been experiencing violent armed conflict. Unequal development throughout the country, fights over natural resources (particularly water and pasture), abuse of power by various regimes, inter-tribal clashes, and injustice are among the root causes of the conflict. Since independence, Uganda has never had peaceful handover of power; power has always been obtained through the gun. The dictatorships of Idi Amin from 1971 to 1979, followed by Milton Obote, whom Amin had ousted, resulted in rebellions and human rights abuses. During this time, up to a half a million were killed in government sponsored violence.

One of the most devastating crises stemming from these conflicts has been the anti-government insurgency of the Lord's Resistance Army (LRA), a violent rebel group led by Joseph Kony that originated in Northern Uganda in the late 1980s and has spread to the Democratic Republic of the Congo (DRC), South Sudan and the Central African Republic. The fighting between Ugandan government forces and the LRA in Northern and Eastern Uganda has resulted in the deaths of hundreds of thousands of people, the abduction of over 6,000 people and the displacement of over two million civilians. Peace negotiations between the LRA and the Ugandan government began in July 2006 in Juba, southern Sudan (now South Sudan). However, the talks fell apart in 2008, when Kony refused to sign the final peace agreement. He is still at large.

The United Nations accused Uganda and Rwanda of supporting rebel forces fighting against the DRC government as well as plundering natural resources in that country. This conflict has created mistrust between the governments of DRC and Uganda. Rwanda and Uganda in turn accuse the DRC of not doing enough to close all rebel bases in its territory and put an end to rebel activities in eastern Congo, as they launch periodic attacks on Uganda and Rwanda. Recently, in June and July 2013, the humanitarian crisis in Eastern Congo, spurred by Allied Democratic Forces' attacks on civilians, led to a number of civilians fleeing to Uganda for refuge. According to the Red Cross, over 70,000 Congolese civilians have crossed to Uganda through the border districts of Kasese and Bundibugyo.

The escalation of violence Eastern DRC between the Kinshasa government and another rebel group, M23, has left many civilians, mostly women and children, seeking refuge in Western Uganda. Uganda also continues to face a number of security threats, both internal and external, such as surges of violence during elections and from activities of rebel groups in Uganda and in neighboring countries. For instance, conflicts in Somalia spilled into Uganda in 2010, when the Al Qaeda-linked Al Shabab militias from Somalia bombed crowds watching a World Cup match in three separate places in Kampala, Uganda's capital. The porous borders of the region, in addition to fighting over precious minerals, continue to fuel the conflict in the Great Lakes region.

Apart from periodic intertribal clashes among the Karamojong in northeast Uganda and unconfirmed reports of the presence of the Allied Democratic Forces in the west, there is now relative peace in Uganda. Northern Uganda, which experienced the longest armed conflict in the country, is now relatively calm. Some communities continue to live in fear of Kony and the LRA returning to terrorize them, since his whereabouts are unknown. Women who were interviewed for this report shared that until Kony is caught, arrested or killed, they can never live in peace. Nonetheless, four years of peace have encouraged large numbers of Internally Displaced Persons (IDPs) to return home; nearly 80 percent of the original population has left IDP camps.¹ Communities are working on rebuilding their lives.

In western Uganda, however, numerous refugees escaping from the conflicts in Eastern DRC continue to arrive daily at Uganda's borders, joining those that came long before them from Sudan, Somalia, Rwanda and Burundi. The situation in the camps is horrific: they are grossly overcrowded, and IDPs must fight for water and food, which are always in short supply.

b. Impact of the armed conflicts on women

The civilian population in Northern Uganda suffered greatly during the war, as the LRA's brutal tactics destroyed lives,

¹ UN OCHA CAP Uganda (2010).

homes and the country's infrastructure. The Uganda People's Defence Forces (UPDF) could not provide adequate protection and security measures for Uganda's citizens and, as a result, a large number of people were moved into IDP camps for prolonged periods of time, leading to accelerated infant mortality, aid dependency and high levels of domestic violence, alcoholism and family breakdown.² The societal costs of the conflict have been incalculable.

During this time, women were disproportionately denied educational opportunities.³ Many girls were abducted from boarding schools and taken to rebel camps. In captivity, most were used as sex slaves, suffering gang rapes and forced to become wives of rebel commanders. Other girls were sold as sex slaves. The girls who managed to escape, or who were captured by the UPDF in 1996, reported that rebels traded most of the children with Arabic-speaking individuals in Sudan in exchange for guns and landmines. One girl reported that her "ex-husband," a rebel commander, had negotiated with the Arab traders, with 110 children taken by plane to an unknown destination.⁴ Most of the girls and women had to offer sex for food to camp commanders, or offer their daughters for sex. Upon returning home after the war, formerly abducted women and girls were rejected by their families and communities. If they returned with children fathered by the rebels, they were shunned as traitors.

While conflict frequently exacerbates gender disparities by increasing women's vulnerability to sexual and gender-based violence, it can also increase the household burden for women, a dynamic that had negative and positive outcomes in Uganda. The sudden shift in domestic roles and responsibilities saw women working in income-generating activities to provide for the family. Men, however, often became withdrawn and accustomed to camp life, sitting and drinking heavily. Men viewed alcohol as the only medication to forget the trauma of war, while women struggled to make sure their children did not die of hunger. With women as the principal breadwinners, men felt the need to assert their masculinity through violence against women. This was the case in Northern Uganda, where domestic violence increased as a result of the changing family dynamics.

Nonetheless, opportunities for social change for women emerged from these new social, economic and political dynamics.⁵ Women have increased their entrepreneurial skills and taken on roles that were formerly relegated to men, before life in the IDP camps. Now, women hold more power than they had when they functioned solely in their traditional roles within the family. Conflict not only transformed family structures, but it helped redefine responsibilities in ways that affected how women and men participated in peace and recovery processes later on. In terms of gender dynamics, opportunities are still arising in the redefinition of power relations between men and women.

As a result of the war and living in IDP camps, women have emerged as critical economic actors, taking advantage of any business opportunity available to secure their families' livelihood, security and advancement. They are engaged in farming and selling a range of agricultural produce. They comprise the majority of market-stall holders and vendors, selling cereals, vegetables, fish, peanut butter, sesame seeds, cassava, potatoes and even second-hand clothes. Women also brew and sell the local alcohol known as *enguli*. They are engaged in other formal and informal cash-generating activities through the formation of such entities as village savings groups and small-scale cooperatives.

Compared to the pre-war period, the number of female-headed households is high. Even in marriages, women are often now the primary source of family income, support and care. In this sense, they stand at the forefront of the country's economic recovery.

c. Relevant policies in place

Besides ratification of international legal instruments relating to gender equality, such as the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) and the Beijing Platform for Action, Uganda is party to other regional instruments, which include:

- ▶ The African Charter on Human and Peoples' Rights (1981)

² D. Mulumba (1998), "Refugee women and the trauma of encampment in Uganda," in East African Journal of Peace and Human Rights, Vol. 5, No. 1, pp. 32-44; D. Mulumba (2002), "The women's movement and conflict resolution in Uganda," edited by A. M. Tripp and J. Kwesiga, The women's movement in Uganda: History, challenges, and prospect, Kampala, Uganda: Fountain Publishers.

³ Survey of War-Affected Youth (SWAY) (2008), Special Report on Women and Girls for the Juba Peace Process; M. V. Nakiboneka (2009), Participatory gender equality and women's needs assessment in Northern and North-Eastern Uganda, Final Report for Isis-WICCE, Kampala, Uganda: Isis-WICCE.

⁴ ISIS-WICCE (2001), "Women's Experiences of Armed Conflict in Uganda Gulu district, 1986-1999."

⁵ A. M. Tripp et al (2009), Op. cit; Danida (2008), Country Gender Analysis, Copenhagen, Denmark: Ministry of Foreign Affairs.

- ▶ The Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa (ratified by Uganda in 2003)
- ▶ The Bamako Declaration on an African Common Position on the Illicit Proliferation, Circulation and Trafficking of Small Arms and Light Weapons (2000)
- ▶ The Nairobi Protocol for the Prevention, Control and Reduction of Small Arms and Light Weapons (2004)
- ▶ The Protocol on the Prevention and Suppression of Sexual Violence Against Women and Children of the International Conference on the Great Lakes Region (30 November 2006)
- ▶ The Goma Declaration on Eradicating Sexual Violence and Ending Impunity in the Great Lakes Region (2008)
- ▶ The ICGLR Declaration, also known as the Kampala declaration of 2011.

Moreover, the 1995 Constitution of the Republic of Uganda provides for implementing affirmative action measures in education and decision-making arenas. In education, the addition of 1.5 points (when weighing the score of every female student joining a public university) has increased the number and chances of girls attaining higher education. In politics, every district in Uganda has at least one woman representative, stemming from the Affirmative Action Policy enshrined in the Constitution, ensuring that at least a third of legislative and civic positions are reserved for women. Uganda has 112 districts, which means that the Parliament should have at least 112 women MPs.

To support the legal frameworks focused on women, the government has also adopted numerous sectoral policies and strategic plans to remove obstacles that hinder women's full attainment of their legal status and enjoyment of their human rights. In line with the Constitution, the Poverty Eradication Action Plan (PEAP), now called the National Development Plan (NDP), remains the overarching organizing framework for promoting peace, prosperity and growth in Uganda. The PEAP aims to make Uganda a Middle Income Country (MIC) by 2017 and addresses the international targets of the Millennium Development Goals (MDGs).

Several other policies are crucial in terms of addressing SGBV amid armed conflict as well as women's participation in peacebuilding. The Uganda Gender Policy, the National Action Plan for Women, the Decentralization Policy, HIV/AIDS Policy and the National Policy for Internally Displaced Persons, all aim to improve the lives of women and other vulnerable groups.

The Uganda Gender Policy, 2007

The Ugandan Gender Policy (UGP) addresses gender inequality and safeguards the rights of women by guaranteeing their access to justice; eliminating sociocultural discrimination against girls and women; ending gender based violence; and promoting and raising awareness of women's rights. The UGP guides all stakeholders in planning, resource allocation, implementation, and monitoring and evaluation of programs with a gender perspective.

The National Action Plan for Women (NAPW), 2007

The goal of the NAPW (2006/2007–2009/2010) was to achieve equal opportunities for all women in Uganda by empowering them to be active participants and beneficiaries of the social, economic and political developments in the country. Its implementation contributed to the achievement of the objectives of the PEAP, the international commitments that the government has made under each priority action area and the Millennium Development Goals (MDGs). Though Uganda is one the best-performing countries on gender indicators in the world, it is still far from 50-50 parity in representation.⁶

The National Peace, Recovery and Development Plan (PRDP)

The National Peace Recovery and Development Plan for Northern Uganda (PRDP) is a commitment by the government to launch a national program to stabilize the north and northeastern part of the country. PRDP 1 phase one was a three-year program (2006-2009) that all stakeholders adopted when implementing their program in the region. The commitment was to improve socioeconomic indicators to align with national ones in areas affected by conflict and

⁶ The government has made significant progress in promoting women's participation in leadership and decision-making at local and national levels. Thirty percent of the 332 parliamentarians are women, an increase from 18 percent in 1995; and Uganda (along with Rwanda) is often seen as a model for women's political participation in Africa. The mandatory "woman MP" policy, moreover, may contribute to a "numbers game" by the National Resistance Movement (NRM) to boost its support in Uganda's growing number of districts. But women still have a long way to go before their efforts are recognized in the largely patriarchal society. See: E. Green (October 2007), "Patronage, District Creation and Democracy in Uganda."

breakdowns in law and order. The targets and objectives in the PRDP were to contribute to the overall objectives of the PEAP.⁷ However PRDP 1 was developed without consulting conflict affected women or civil society organizations. Women organized and carried out coordinated advocacy that not only led to including women in PRDP committees, but also influenced the design of PRDP 2, which addresses women's needs as outlined in the National Development Plan (NDP).

The Uganda Action Plan (NAP) on UN Security Council Resolutions 1325 and 1820 and the Goma Declaration, 2008

Adopted in December 2008, the Uganda NAP has five priority areas: a legal and policy framework; improved access to health facilities, medical treatment and psychosocial support services for GBV survivors; enhanced women's representation and participation in democratic processes in conflict and post-conflict settings at all levels; elimination of GBV in society; and budgetary allocation for carrying out the plan.

d. Implementation assessment of relevant WPS policies

Implementation of the NAP has been slow because of lack of political will and a national multi-stakeholder steering committee to coordinate efforts. The other major constraint has been inadequate funds. The budget allocation for the Ministry of Gender, Labour and Social Development (MGLSD) in fiscal year 2011-2012 was only 0.5 percent. In fiscal year 2012/2013, it was increased to 0.79 percent of the national budget. The lack of adequate funding has led to further limitations in the dissemination of the NAP and other WPS policies and strategies.

2. Local governance structure and responsibility

Through the Local Government Act of 1997, Uganda has been implementing a decentralized form of governance, and it currently has 112 districts. Governance structures, from highest to lowest, are as follows:

Level	Political	Technical	Roles
National	Parliament Executive Judiciary	Sector ministries, agencies and departments	The highest level of governance is in charge of: <ul style="list-style-type: none"> • National laws and policies • Sector planning and budgeting • Implementation supervisory • Release of funds • Receiving accountabilities
District level	Local Council 5 (LC5) <ul style="list-style-type: none"> • Headed by a district Chairperson • Has an Executive committee (cabinet) 	District Technical staff headed by a Chief Administrative Officer	The LC5 is the legislative body at the district level. It passes ordinances and policies as well as the district budget. The technical arm is the planning and implementation of district-wide programs; for example, water and sanitation, feeder roads, health and education. <p>The LC5:</p> <ul style="list-style-type: none"> • Receives grants from the central government (approximately USD 198,584,180 [505 billion Ugandan Shillings] of the national budget goes to districts) • Passes on 25 percent grants received to sub-county level • Provides data for NAP monitoring including performance of women leaders at local government level • Implements the Peace, Recovery and Development plan • Allocates money for reparations • Offers services to GBV victims/ survivors, such as counseling and referrals • Raises community awareness on GBV • Institutes community policing • Institutes child protection committees

⁷ The specific objectives are: 1) consolidating state authority; 2) rebuilding and empowering communities; 3) revitalizing the economy; and 4) peacebuilding and reconciliation.

Municipalities and Towns (urban centers)	Local Council 4 (LC4) Headed by Mayor and Councilors	Technical Team headed by Town/ Municipal Clerk	LC4 receives funds directly from the central government. It generates a large part of its own revenue and is self-accounting. It also implements programs within the urban area and is expected to implement sections of the NAP, namely LC4: <ul style="list-style-type: none"> • Provides data for NAP monitoring, including performance of women councilors • Implements the Peace, Recovery and Development plan • Allocates money for reparations • Offers services to GBV victims/ survivors, like counseling and referral • Runs GBV-awareness programs, including community sensitization • Institutes community policing • Institutes child protection committees
Sub-county level	Local Council 3 (LC3) • Headed by Chairperson	Technical staff Headed by the sub-county chief	The LC3 has legislative functions, such as passing bylaws. It also implements community development activities with funding from the district.
Parish	Local Council 2(LC2) • Headed by Chairperson	Parish Chief No staff	A rather redundant structure except that the LC2 will reference documents for citizens meant for district-level attention.
Village	Local Council 1(LC1) • Headed by Chairperson	No technical wing	The LC1 has key functions in terms of WPS issues. For instance, there is an LC Court at this level, where victims of SGBV first report and are given a letter to take to the hospital and the police. In addition, the LC1: <ul style="list-style-type: none"> • Manages the village • Endorses documents for citizens, such as applications for passports, universities, and tertiary institutions, for the administrator general • Is witness to sale agreements, such as land transactions • Receives no funding from any other source other than fees charged for provision of services to citizens

The responsibility to implement WPS policies is assigned to different stakeholders at different levels.

The Ministry of Gender, Labour and Social Development is the national machinery responsible for developing, coordinating and monitoring implementation of WPS policies and strategies in Uganda, including the NAP on UNSCRs 1325 and 1820. Working with CSOs, the ministry has: 1) established a National Focal Point (NFP) for an inter-sectoral committee on small arms that includes representatives from civil society; 2) conducted a national assessment on small arms and light weapons by identifying instances of sexual and gender based violence and rape among women that are living in internally displaced camps, suffering from poverty, affected by HIV/AIDS and/or widowed; and 3) ensured that Northern Uganda Social Action Fund II (NUSAF II) and Community Driven Development (CDD) programs are gender sensitive.

3. Good Practices

a. Collaboration between national and local authorities

Although each district local government has a District Community Development Officer (DCDO), under which there is also a Gender Officer and a Probation and Welfare Officer who implement provisions of the NAP, there is very little coordination when it comes to carrying out the Uganda NAP between the Ministry of Gender, Labour and Social Development and the district local governments. Our findings show that any knowledge of the NAP by DCDOs, Gender Officers and Probation and Welfare Officers is a result of civil society programs or collaboration among CSOs and national and local government.

b. Collaboration between government, civil society and other stakeholders

Localization workshop in Dokolo

Although Uganda boasts an impressive number of effective collaborative efforts among government, civil society and other stakeholders to disseminate, implement and monitor the NAP as well as other national strategies on WPS, one initiative in particular aims to localize the NAP throughout the country. The Centre for Women in Governance, a nongovernmental organization, with technical support from the MGLSD and in partnership with Dokolo district local government, piloted the localization of UNSCR 1325 and the NAP in 2012.

Dokolo is one of the districts in the Lango/Acholi region devastated by the 22-year armed conflict between the Lord's Resistance Army (LRA) and the Uganda Peoples Defence Force (UPDF). Dokolo was chosen for the pilot project because the local governance has demonstrated leadership, commitment, maturity and hard work. Members of the government, such as the secretary for community-based services and the district gender officer, were enthusiastic and had strong mobilization skills.

The objective of the localization workshop was to increase the capacity of the Dokolo district government to carry out the NAP. With the MGLSD and GNWP, the Centre for Women in Governance (CEWIGO) held a three-day workshop for the district leaders from the political and technical sectors. The workshop was followed by the training of a task force of 14 individuals selected by the district. The group comprised of representative political leaders, technical staff, NGOs and community based organizations working in the area, police, health practitioners, teachers, religious leaders, cultural leaders and Child Protection Committees. The task force learned how to develop a District Action Plan (DAP) to implement the NAP locally.

Localization as best practice: the Dokolo District Action Plan leads to better prevention and services for victims of GBV

The partnership between the district local government and civil society during these localization workshops resulted in the development of a District Action Plan against Gender Based Violence, which has so far attracted funding from the Uganda government. This step is a milestone in Uganda. It is remarkable because the development of the District Action Plan was a concerted effort with male and female participants drawn from police, district leadership, religious and cultural leaders as well as CBO representatives working on WPS. Men appreciated and understood how women are affected by being relegated to the rank of secondary citizens and agreed that the major indicator that affects women in Dokolo is gender based violence.

The specific objectives of the DAP are to strengthen the capacity of Dokolo district structures to effectively and efficiently respond to and prevent GBV by July 2015; to improve quality and access to GBV-related services by 30 percent by July 2015; and to reduce GBV incidences in the district by at least 30 percent by July 2015. The strategies for carrying out the DAP are: strengthening the GBV working groups and coordination mechanisms for effective response to GBV cases; monitoring and documenting GBV cases; capacity-building of service providers on GBV issues; and community mobilization and sensitization to reduce incidences of GBV in the district.

The finalized three-year DAP, complete with a logical framework and budget, was launched in a highly publicized ceremony presided over by the Commissioner for Gender in the MGLSD on 6 July 2012. At the launch, the Dokolo District Chairperson explained how his perception of women had changed after his participation in the localization workshops: "I have come to believe and to understand that women are honest and hardworking, they have eyes for the whole communities, unlike us men... For a woman, every girl in the community is like her daughter; they till the fields, they teach the young ones to behave, they bury the dead, they nurse the wretched ones, and don't forget they are responsible for shaping the human character, because they stay in deep relationship with children. The woman's money is household's or even community's money, any issues that harm the dignity of humans is felt by the woman first, thus it hurts them. They prefer to forgive and reconcile unlike men who want to first settle the score..."

As a result of the DAP, Child Fund International has put in place a toll-free number that victims or witnesses of gender based violence can call. In an interview, Rebecca Mwima, former Acting Deputy Chief Administrative

Officer and coordinator of the DAP process, explained: “The police have come in as well to sensitize the public to use the toll-free line to call in for help for any type of violence. This has led to decline in crime rates in the district.” The DAP in Dokolo has also led civil society organizations to establish strategies to assist victims of GBV to access medical services, facilitating victims’ access to Post Exposure Prophylaxis (PEP) and to care for fistula. The toll-free line itself is now an important tool supporting women victims of sexual violence in conflict. It is also a preventative measure as potential perpetrators are aware of it.

The localization process in Dokolo has become a model for other communities in the region. For instance, the Chairperson quoted above also serves as the Chairperson of the Northern Uganda Forum of District Chairpersons. Since the workshop, he has been using his position to influence other District Chairpersons in Acholi and Lango subregions, suggesting that they ask CEWIGO to help them develop Local Action Plans for their respective communities.

c. Training, awareness-raising and behavior change communications strategies and tools for implementation

Training, awareness-raising and behavior change communications strategies

As described in the previous section, the principal localization training was the Localization workshop in Dokolo district. The Localization workshop was effective in awareness-raising as well as in changing the perception of the participants with regards to the role of women in society. Prior to the Localization workshop, local authorities and traditional leaders did not know about UNSCR 1325 or the fact that Uganda had a National Action Plan to implement it.

The Ugandan government and CSOs have held a number of other awareness-raising trainings and workshops relating to WPS, at times with the support of UN agencies. The trainings have and will continue to reinforce NAP localization efforts. Yet, the data collection for the 2012 UNSCR 1325 monitoring report revealed that not enough training is taking place. The existing trainings only reach selected districts and are typically focused on fighting gender-based violence or enhancing the knowledge of the Child and Family Protection Unit of the Police Force and health staff.

Dokolo District Action Plan and the toll-free line for GBV victims and witnesses

The District Action Plan for the implementation of UNSCR 1325, which was the outcome document of the localization workshops and task force training held by CEWIGO in Dokolo in 2012, has now become an important guiding tool in programming and monitoring the implementation of the Uganda NAP in local communities. In an interview, Rebecca Mwima revealed that the DAP has become a powerful tool for the district: “The tool laid down the roles of various stakeholders to make sure gender-based violence is eliminated in Dokolo district. The DAP is now a guiding tool that the district uses to monitor progress. Each CSO working in Dokolo district is required to align its activities and approaches with the DAP!” As previously discussed, the toll-free number that victims or witnesses of gender-based violence can call is also an important tool for the prevention and protection of women and girls from gender-based violence.

Annual civil society monitoring report

The annual civil society UNSCR 1325 monitoring report is another important tool for information dissemination and advocacy at both national and local levels and reveals the need for further localization of the Uganda NAP. Each year, the Uganda 1325 Coalition monitors implementation of the NAP to track progress and to identify success stories, gaps, and challenges. All of this work is captured in a report informing civil society’s advocacy work. The importance of producing the Uganda NAP monitoring report each year cannot be overstated. Every year, CEWIGO develops a policy brief based on the monitoring report. The brief focuses on new peace and security threats perceived by women and communities, emerging issues and recommendations on how to address the gaps. The brief enables members of the Coalition to reach busy policy makers and legislators. In addition, the brief is translated into local languages so that Coalition members can reach local communities with key WPS messages that are widely disseminated during an annual civil society-led peace fair.

Training manual

CEWIGO, with financial support from UN Women, has also worked with 19 CBOs from post-conflict Uganda to develop

a training manual that CBOs and other stakeholders can use to teach constituents on human rights frameworks, laws and policies that promote women's peace and security in Uganda, and conflict resolution and peacebuilding. This manual is now used widely by different CBOs in the country. Some parts of the manual can be in future localization workshops.

d. Fostering local ownership

Several tactics have been used to secure local-level ownership of national strategies on WPS and to encourage the involvement of local government authorities and customary and traditional leaders in the implementation of UNSCR 1325, the Uganda NAP, and national strategies on WPS in Uganda.

Community level experience suggests that sustainable change requires more subtle and collaborative strategies. Engaging men in the localization workshop and creating male GBV champions has had great success in reducing resistance and building alliances among men and women. This is clearly evident in the Dokolo district, where male participants in the workshop arose and



supported women leaders to develop the District Action Plan to address gender based violence in their communities. Men in Dokolo district are members of Child Protection Committees, the district GBV Working Group and even the national level GBV working group (which has five men out of 15 members). Working with Lango cultural leaders on the implementation of the Dokolo DAP has often made it easier for men to appreciate the important role women play in leadership and governance, in protecting the girl child, in preventing GBV and in conflict resolution and peacebuilding.

In Uganda, it is not only men who resist women's participation in leadership and governance. Quite often, women do not support one another, especially when culture and religion are involved. CSOs working on WPS tend to gain a foothold by engaging in less controversial or more immediately compelling issues. To empower women's participation in decision-making, CSOs must focus on leadership skills development and human rights advocacy. Through knowledge and skills, Ugandan women can address peace and governance issues directly. At the district and local levels, income-generating activities, maternal-health projects, and other social, health, and economic initiatives can serve as a base for developing women's confidence and skills in communication, conflict resolution, and decision-making while also enhancing their sense of agency. To break down oppressive gender norms, it is not necessary to always explicitly confront them as gender issues.

e. How information travels: global, national and local levels and multidirectionality

At the local level, NGOs and governments shared information through the localization workshop piloted in the Dokolo district, providing a propitious setting to enhance knowledge among traditional leaders, women leaders and the community. The fact that the Dokolo District Action Plan was translated into Lango and Acholi languages allowed for greater understanding of the plan.

At the national level, most information-sharing on the NAP and UNSCR 1325 implementation takes place through the Uganda 1325 coalition. CEWIGO coordinates a multi-stakeholder Uganda 1325 coalition comprised of CSOs and CBOs, district local governments, faith-based organizations, academics, the media, and government ministries and sectors. Each year, a stakeholder's workshop is held to launch the annual monitoring process, where experiences of challenges and best practices are shared and stakeholders on UNSCR 1325 are mapped out. Research teams consisting of representatives from the 1325 coalition are formed and further trained in data collection and reporting. Each team compiles a mini report that is shared and included in the main report. The review process is done by the 1325 Reference Group Members who have an in-depth understanding of peace and security issues. The launch of the monitoring report takes place at a national level as an advocacy event, with stakeholders coming together and committing to implementation of UNSCR 1325. The media is also fully engaged at this stage to popularize the key findings of the report.

At the regional level, CEWIGO coordinates Ugandan CSOs and CBOs implementing UNSCR 1325 as part of the East African Community Women Peace and Security Network. The network shares information on the EAC 1325 online hub. They also share during the ICGLR annual civil society forum and at peace dialogues that target women. At the East African Community level, CEWIGO is Uganda's focal point for the Women, Peace and Security forum and sits on the EAC 1325 CSO council. On the international scene, women CSOs continue to make their voices heard through their participation in the annual Commission on the Status of Women (CSW) event. The annual anniversary of UNSCR 1325 in New York in October presents yet another opportunity for CSOs working on WPS to present their country findings, obtain international level reports and other relevant information, and enable women's voices from the grassroots level to reach high-ranking UN and bilateral officials.

Another recent example of successful collaborations is that at the beginning of 2012, the Ministry of Gender, Labour and Social Development invited CSOs for pre-CSW coordination meetings. During these meetings, CSOs discussed the 2012 theme of the CSW and the Ministry asked participants for information on what CSOs were doing, which enabled them to develop Uganda's statement for presentation during the CSW. Once a draft was completed, CSOs and representatives from the Ministry met once more to review the draft until it accurately reflected the situation on the ground. In turn, the Ministry made sure that CSO delegates to the CSW were included in the government delegation, so as to ensure successful visa applications and access to UN buildings. While in New York, Ugandan participants met at the Uganda Mission every morning to review what happened the previous day and to coordinate who would attend which event. Upon returning to Kampala, CSOs and Ministry representatives who attended the CSW event held a joint debriefing session for other officials of the government and civil society organizations that could not send a representative to New York.

Voice from Uganda: District Action Plan (DAP) on UNSCR 1325 developed as a result of the localization workshops leads to greater gender budget allocation in Dokolo district

"The district's implementation of the Dokolo District Action Plan (DAP) on the NAP 1325 has resulted in an increase in gender budget allocation from 0.03 percent of the total district budget in the 2012-2013 financial year to 7 to 8 percent this financial year (2013-14). In addition, all CSOs working in Dokolo district now have to show commitments to fight gender based violence by implementing some of the strategies in the DAP and to help women participate in governance and decision making through different approaches. For example, the Youth Social Association – a CSO that aims to improve girl-child education in the district as an implementation strategy – received copies of the DAP and as a result, the Association now works with the police to make sure that no school-age child is at home or working as a laborer in town councils, as a maid in homes.

"As a result of the DAP, there is increased peace in homes, well-functioning schools and health centers and more productive farms, and women have money to save. This has led to the formation of a savings and credit organization (SACCO) known as BOLICAP, where women save 15 US cents a day or just over 1 US dollar a week. The women access their savings after giving verifiable information on what they are going to do with money. If it is for the husband to drink, the members will not release the funds, and if the woman is mistreated by the husband, the police

will intervene. Since the police was party to the development of the District Action Plan, they are knowledgeable and helpful when they respond to sexual and gender based violence.

"[Following the adoption of the DAP], the district also held a dialogue on issues affecting women and sought solutions among community members. The dialogue was held at the town council hall (Local level III), where there has been a number of gender related violence instances. The district has agreed to always hold pre-women's day dialogue. This will be hosted in a different sub-county each year. The intent of the dialogue is to seek solutions to issues that affect women, children and community members; develop communally agreed-upon strategies with all stakeholders; and ensure that a gender perspective informs the next district development plan and budgets. The DAP has enabled women to start on the long road towards economic empowerment."

-- Rebecca Mwima, participant in localization workshops in Dokolo and technical officer designated by the District to chair the District Action Plan Task Force.

4. Challenges and constraints

Despite the numerous achievements recorded by the Uganda government and civil society with regard to putting policies, legislations and institutions to promote women's peace and security in place, there is still a big gap between the written laws and their implementation. Lack of political will, inadequate funding, language and geographical barriers, and enduring traditional beliefs and practices all contribute to this gap in implementation of the WPS resolutions at subnational levels.

One of the obstacles to the effective localization of WPS resolutions and Uganda's NAP is that the NAP has yet to be translated to local languages and disseminated countrywide. CEWIGO has been working with the MGLSD to disseminate the NAP in the 24 districts where CEWIGO works. So far, the NAP has only been shared with district leaders, in English. There have been no actions taken to translate and disseminate the NAP in local languages because of inadequate funding. Although the localization program is the first step toward decentralizing the NAP, it needs to go through a systematic process of translation and localization throughout the whole country. Translations of WPS documents and localization programs require adequate funding; until then, UNSCR 1325 and 1820 and the NAP will remain unknown to a large number of people.

The fact that the NAP has not been translated and widely disseminated is a reflection of a lack of political will and commitment, which is closely linked to the lack of funding. If there were stronger political commitments, the MGLSD would allocate adequate funding for WPS policies and NAP implementation programs. Similarly, if President Yoweri Kaguta Museveni were interested, he would ensure that money is allocated to WPS and NAP implementation programs, just as money is allocated to Defense and Security and the State House. President Museveni's opinion is held as absolute truth by the National Resistance Movement party members of Parliament. For that reason, it is quite difficult to get all women in Parliament to actually advocate for gender equality and implementation of WPS laws and policies.

In May 2013, for example, women members and others in Parliament misinformed the public on the Marriage and Divorce Bill, telling communities that if it became law, the bill would break up marriages, encourage divorce and homosexuality, and make women get married with the sole intention of taking men's property. Such women MPs do not reflect allegiance to women's causes but rather to their political party president and will support or reject policies along party lines. This is the main reason the high level participation of women in decision-making circles has yet to translate into actual benefits for Ugandan women. The women see their positions as a favour from Museveni and do not want to displease him.

Enduring negative traditional beliefs and practices further hinder women obtaining full benefits from the laws, policies and international instruments in place. Issues such as female genital mutilation (FGM) remain a challenge. While there have been massive awareness-raising efforts on the harm of FGM, some young women still cross the border into

Kenya, where FGM is not outlawed, to undergo the procedure because they believe that no man will marry them if they are uncircumcised.

The unpredictable nature of the progress of women's empowerment also presents a particular challenge. The most significant first step in empowering women from marginalized groups has included enabling women to identify and take ownership of their goals and aspirations and supporting them in identifying and acquiring the best ways to achieve those aims. Yet one cannot encourage a woman to take control and then try to micromanage how she handles that power. For instance, while the intention of organizers of localization and capacity-building workshops may be to support conducive conditions for women's empowerment in, say, decision-making forums, this may not be how women want to exert their influence on a given issue. It is important to consider that there is a serious risk of backlash from husbands or other male community members when women insist on direct participation in an issue. Women often have indirect means of exerting influence, so it is important to trust their judgments regarding the risks they face when they claim their rights in their communities.

5. Lessons learned

One lesson learned is that when the local community-based organizations are strengthened to do the work instead of relying on national NGOs, the effects are more easily felt and sustained. With financial assistance from UN Women, CEWIGO—a national NGO—has built and improved the capacity of CBOs in advocacy and resource mobilization. The CBOs were able to develop position papers on a specific GBV issue that they identified themselves and then engage the district leadership in a townhall meeting, presenting the position papers, answering questions, and actually getting all the five position papers adopted by the five respective districts.

The second lesson learned is that when the drivers of change, such as women's CBOs and heads of local government authorities, are involved in planning for the elimination of GBV, concrete actions are undertaken that have a felt impact in the lives of women and girls. In Dokolo, the localization workshop has resulted in a DAP with gender budgeting, the creation of a toll free line for victims of GBV, and has led to a decrease in the number of cases of GBV. The support that the Dokolo DAP has received is largely due to the unwavering commitment of the District Chairperson, the District Chief Administration Officer and the District Internal Security Officer, who are the movers in the district. These three men are committed to the implementation of the Dokolo DAP as a result of their participation in the localization workshop. The process helped them understand and internalize the value of UNSCR 1325, the Uganda NAP and their importance in improving the overall development and security of their communities.

The most important lesson learned from localization as a strategy for NAP implementation is that CSOs and government agencies can achieve much more when they work together. CEWIGO facilitated the Ministry of Gender, Labour and Social Development to deliver presentations on the NAP, which is a government policy. Local Governments give an initiative great support when they confirm that it supports government policy. The Ministry officials were also facilitators in the training. This showed the Dokolo community that it is a multi-stakeholder effort and they too needed to follow the example. If CEWIGO works with the Ministry, then a district realizes they too need to work with civil society. This does not mean that CSOs should compromise their positions as civil society representatives, but that CSOs and government can strengthen and complement each other. As in the case of Uganda, for a localization process on UNSCR 1325 to succeed, civil society needs to engage with the Ministry of GLSD and the appropriate local government actors.

6. Recommendations

To the Uganda government:

- ▶ Establish a national-level multi-stakeholder steering committee to coordinate implementation of the NAP with representatives from national and community-based women CSOs and local communities;
- ▶ Identify women's informal peacebuilding initiatives, provide relevant technical and financial support, and establish mechanisms to channel the outcomes of these initiatives into more formal peace processes through the involvement of women;

- ▶ Spread the effort nationwide, starting with local areas that are conflict prone or recovering from armed conflict;
- ▶ Allocate adequate resources to the MGLSD for the implementation of WPS at subnational levels;
- ▶ Support and collaborate with CSOs in disseminating information on WPS laws and policies at national and subnational levels by participating in their workshops and events;
- ▶ Scale up the UN-GOU joint program on gender equality through which CSOs and government agencies can implement WPS interventions including: training of the police and health workers on how to handle SGBV cases, establishment and facilitation of protection centers for SGBV victims, and public sensitization to strengthen SGBV response; and
- ▶ Promote, support and participate in the civil society led localization of the Uganda NAP program.

To local government actors:

- ▶ Localize the implementation of the NAP through attending and supporting localization workshops and working with civil societies to develop and implement district action plans;
- ▶ Increase public awareness on the risk of domestic violence and other threats to the personal safety of women and girls in post-conflict contexts and develop the capacity to prevent and address such threats, including training of all district personnel and local police and military;
- ▶ Identify and utilize local sources of information regarding the impact of armed conflict and peacebuilding interventions and support the work of CBOs focused on WPS issues at the local level; and
- ▶ Consult and work with CSOs and CBOs, including women's and youth groups, to ensure that attention is given to the needs, concerns and experiences of women and girls throughout the peace process.

To donors, including the UN:

- ▶ Support the establishment of a basket fund for WPS initiatives to which all stakeholders, including government agencies and CSOs, can apply for funding;
- ▶ Finance countrywide comprehensive public sensitization and education campaigns on GBV and other WPS issues in Uganda; and
- ▶ Sustain funds for the localization and monitoring of UNSCR 1325 in Uganda.

To civil society:

- ▶ Support CEWIGO and GNWP in scaling up the localization of UNSCR 1325 in all districts of Uganda by 2017;
- ▶ Encourage The 1325 Coalition to develop and implement a joint strategic plan that enables wide reach of CSIO programs across the country and reduce duplication and waste;
- ▶ Facilitate processes that build the advocacy capacity of grassroots women's CBOs that work on WPS issues so they can engage their district councils effectively;
- ▶ Get involved in the monitoring of the implementation of the Uganda NAP, of the Dokolo DAP and disseminate the reports' findings; and
- ▶ Increasingly engage men, local authorities, traditional leaders and other local actors in advocating for the passing and implementation of WPS laws and policies.

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(Endnotes)

- 1 Background to the Budget 2013/2014

Annexes

**Localization of UNSCR 1325 and 1820 in Colombia:
Training of Trainers (ToT) Module
October 1-2, 2013, Bogotá, Colombia**

DAY 1 - TUESDAY OCTOBER 1, 2013					
Time	Session	Outputs/Outcomes	Methodology	Resource Persons/Guest Speakers/Facilitators	Materials
8: 30	Registration			<i>Carolina Dávila (CIASE)</i>	Attendance Sheets
9:00 - 9:15	Opening Session <ul style="list-style-type: none"> • <i>Welcome Remarks from local host organization (CIASE y Red Nacional de Mujeres)</i> • <i>Opening Remarks from GNWP</i> 	Participants are welcomed		<i>Rosa Emilia Salamanca (CIASE)</i> <i>Gloria Tobón Olarte (Red Nacional de Mujeres)</i> <i>Mavic Cabrera Balleza (GNWP)</i>	
9:15 - 9:45	Introduction and expectations of the participants	Participants introduce themselves and share their expectations	Introduction icebreaker: Say your name, organization/institution, your expectations in the workshop, and something very unique about yourself (for example, you have a pet snake)	<i>Gloria Tobón Olarte (Red Nacional de Mujeres)</i> Someone typing expectations on computer as the document is projected on the screen	Computer LCD Projector
9:45- 10:30	Objectives and Agenda <ul style="list-style-type: none"> • <i>Objectives and Agenda</i> • <i>Grounds rules</i> • <i>Appointment of Eyes and Ears</i> 	-Objectives of workshop are shared -Shared responsibility of providing feedback and recapping each day is set	Eyes and Ears will volunteer to report on both form and content of the workshop (Eyes, what they saw, Ears, what they heard)	<i>Mavic Cabrera Balleza (GNWP) for Objectives and Agenda</i> <i>Rosa Emilia Salamanca (CIASE) for Ground Rules and Eyes and Ears</i>	Computer LCD Projector
10:30-10:45 BREAK					
10:45 - 12:30	Key ToT Techniques <ul style="list-style-type: none"> • <i>Overview of training techniques</i> • <i>How to Plan a Training</i> • <i>How to Develop Training Modules</i> • <i>Questions and answers</i> • <i>Exercise</i> 	Participants become aware of key techniques used when conducting trainings; and conduct practice presentations	Powerpoint presentation Group Exercise	<i>Rosa Emilia Salamanca (CIASE)</i>	LCD projector Laptop Flip Chart
13:00 - 14:00 LUNCH					

14:00 - 15:00	Review activities on UNSCR 1325 and 1820	Participants will UNSCR 1325 and 1820 and the relevance of the resolutions in Colombia	Activity 1: 1325 Ruler game (all participants) Activity 2: Pillar Group Activities (3 groups: Participation, Prevention and Protection, and Promotion of a Gender Perspective)	Mavic Cabrera Balleza (GNWP) Eleonore Veillet Chowdhury (GNWP)?	Large Numbers 1-12 Printed copies of 1325 and 1820 Printed WPS Resolution quiz Laptop LCD Projector
15:00 - 15:15 BREAK					
15:15 - 16:00	Implementation and Localization of UNSCR 1325 in Guatemala and Argentina			Alejandra Cruz Galich (IE-PADES) Alejandro Alvaro (RESDAL)	LCD Projector Laptop
16:00-17:00	Overview of the existing policies and legal framework related to UNSCR 1325 and 1820 in Colombia Question and Answer	Participants learn of the policies and legal frameworks related to UNSCR 1325 and 1820 in Colombia	Powerpoint	Rosa Emilia Salamanca (CIASE)	LCD Projector Laptop
17:00-17:30	UNSCR 1325 and the security sector			Mavic Cabrera Balleza (GNWP)	LCD Projector Laptop
17:30-18:00	Recapitulation	Participants will summarize the day's discussion Moderator will briefly describe that program for the next day	Moderator and participants	Rosa Emilia Salamanca (CIASE)	

DAY 2 - WEDNESDAY OCTOBER 2, 2013

8:00 - 8:30	Recapitulation through the Eyes and Ears presentation	Eyes and Ears will share what they heard and saw on Day 1	Discussion	Rosa Emilia Salamanca (CIASE) Eyes and Ears	Flip chart Markers
8:30 - 10:30	Training Plan and Training Module Exercise	Participants will develop a Training Plan and a Training Module	Small group work, by department Participants from Guatemala and Argentina will work individually NOTE: Coffee/tea and snack will be distributed as groups work.	Éléonore Veillet Chowdhury (GNWP) Participants	LCD projector Laptop
10:30 - 11:30	Presentation of Training Plan and Training Modules and Discussion	Participants will present their Modules to the whole group	Powerpoint Presentation	Participants	LCD projector Laptop
11:30 - 13:00	Mock training sessions	Randomly selected participants ask questions on the content of the Guidelines	Each group (3 groups) will present one session from the Training Module (15 minutes presentations, 5 minutes comments) Rule: Key organizers in previous Localization workshops cannot be assigned as trainers	Participants	LCD projector Laptop Markers Paper Flip Chart

13:00 - 14:00 LUNCH

14:00 - 15:30	Mock training sessions (continued)	Randomly selected participants ask questions on the content of the Guidelines	Each group (5 groups) will present one session from the Training Module (15 minutes presentations, 5 minutes comments) Rule: Key organizers in previous Localization workshops cannot be assigned as trainers	Participants	LCD projector Laptop Markers Paper Flip Chart
15:30 - 16:00	Personal and collective commitments: Working Group on Localization of UNSCR 1325	Participants make individual as well as group commitments regarding follow-up and implementation of UNSCR 1325 and the Localization program		Participants	LCD projector Laptop Evaluation forms
16:00 - 16:30	Recapitulation and Evaluation	Participants will summarize what was done during the day, and complete written evaluations	Group recap, individual written evaluation	Rosa Emilia Salamanca (CIASE) Mavic Cabrera Balleza (GNWP) Gloria Tobón Olarte (Red Nacional de Mujeres)	LCD projector Laptop Markers Cardboard
16:30- 17:00	Closing Remarks and Awarding of Certificates			Rosa Emilia Salamanca (CIASE) Mavic Cabrera Balleza (GNWP) Gloria Tobón Olarte (Red Nacional de Mujeres)	LCD projector Laptop Markers Cardboard

GNWP and its members and partners thank the Folke Bernadotte Academy, ICCO and Cordaid for supporting this program.



DAY 1 - THURSDAY AUGUST 23, 2012					
Time	Session	Outputs/Outcomes	Methodology	Resource Persons/Guest Speakers/ Facilitators	Materials
8:00	Registration	Participant list		Saathi, Nepal	Attendance sheets
8:30	Arrival of Guest Speakers	List of speakers		Saathi, Nepal	
8:30 - 9:00	Breakfast				
9:00 - 10:00	Opening Session • <i>Welcome Remarks</i>	Participants learn of the collaboration between various stakeholders and background of project	High-table	Sadhuram Sapkota, <i>Joint Secretary, Ministry for Peace and Reconstruction (MoPR)</i> Dinesh Thapaliya, <i>Joint Secretary Ministry of Federal Affairs and Local Development (MoFALD)</i> Helena Gronberg, <i>GNWP</i> Bandana Rana, <i>Saathi</i>	
10:00 - 11:00	Introductory Session • <i>Introduction</i> • <i>Leveling of expectations</i> • <i>Objectives and Agenda</i> • <i>Grounds rules and appointment of rapporteurs</i>	-Objectives of workshop are shared and expectations defined -Shared responsibility of providing feedback and recapping each day is set		Bandana Rana, <i>Saathi</i> Pinky Singh Rana, <i>SAMANATA</i>	Flip Charts
11:00-11:15 TEA BREAK					
11:15 - 13:00	Key ToT Techniques • <i>Overview of training techniques</i> • <i>Questions and answers</i> • <i>Exercise</i>	Participants become aware of key techniques used when conducting trainings; and conduct practice presentations	Powerpoint presentation Exercise	Ramesh Adhikary: <i>Under-Secretary, MoFALD</i>	LCD projector Laptop Flip Chart
13:00 - 14:00 LUNCH					
14:00 - 15:00	Relevance of UNSCR 1325 and 1820	Participants gain an overview of UNSCR 1325 and 1820 and the relevance of the resolutions in Nepal	Powerpoint	Bandana Rana, <i>Saathi</i>	LCD projector Laptop Flip Chart
15:00 - 15:15 TEA BREAK					
15:15- 16:30	Overview of the Nepal National Action Plan and Status of implementation	Participants learn of the Nepal NAP and the implementation process	Powerpoint	Sadhuram Sapkota, <i>Joint-secretary, MoPR</i>	LCD projector Laptop Interview topics
16:30 - 17:00 CLOSING - SYNTHESIS OF DAY 1 - Bandana Rana, Saathi					
17:00 - 17:30	Assessment of Day 1	Assessment of day's work	Discussion	Resource Team and NGO partners	

Localization of UNSCR 1325, 1820; and the Nepal National Action Plan - Trainers of Trainers (ToT) - Module
Kathmandu, Nepal; August 23-24, 2012



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DAY 2 - FRIDAY AUGUST 24, 2012

8:00 - 9:00	Breakfast					
9:00 - 9:30	Recap of Day 1	Participants are able to share their thoughts and observations of day 1, and receive clarifications about day 1 as needed	Discussion	Participants	Flip chart Markers	
9:30 - 10:30	Guidelines Part I	Participants become familiar with the contents of Part I of the Guidelines	Powerpoint Presentation	Kiran Dhungel, consultant	LCD projector Laptop	
10:30 - 11:30	Guidelines Part II	Participants become familiar with the contents of Part II of the Guidelines	Powerpoint Presentation	Ramesh Adhikary, MoFALD	LCD projector Laptop	
11:00-11:15 WORKING TEA BREAK						
11:30 - 12:30	Guidelines Part III	Participants become familiar with the contents of Part III of the Guidelines	Powerpoint Presentation	Ganga Dutt Awasthi, Former Secretary, MoFALD	LCD projector Laptop	
12:30 - 13:00	Discussion	Participants ask questions on the content of the Guidelines	Discussion	Participants, resource persons	Flip chart Markers	
13:00 - 14:00 LUNCH						
14:00- 15:00	Group Work	Participants prepare presentations / mock trainings on the guidelines	Group work	Participants	LCD projector Laptop Flip chart Markers	
15:00 - 16:00	Plenary	Participants conduct the mock trainings and receive feedback	Presentations	Participants, resource persons	LCD projector Laptop Flip chart Markers	
15:00 - 15:15 WORKING TEA BREAK						
16:00 - 17:00	Evaluations					
17:00 - 17:30	Closing and Certificates					

GNW/P and its members and partners thank the Ministry of Foreign Affairs of Norway and the Government of Canada for supporting this program



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WE Act 1325



Municipal Gender & Development Office



Miriam College Center for Peace Education

**Implementing the Philippine National Action Plan on Resolution 1325:
The Role of Local Government, CSOs and local communities in Ensuring
Women's Participation in Peacebuilding - Capacity Building and
1325 Local Legislation Workshop
Tabuk, Kalinga, Philippines; April 12 -13, 2012**

PROGRAMME

Day 1 – April 12, 2012

8:30 – 9:00	Arrival and registration of participants
9:00 – 9:10	National Anthem Welcome Remarks
9:10- 9:25	Remarks ----- Mavic Cabrera-Balleza, <i>(International Coordinator of the Global Network of Women Peacebuilders- International Civil society Action Network)</i>
9:25 -9:35	Remarks ----- Jasmin Nario-Galace, <i>(Associate Director, Center for Peace Education/Coordinator We Act 1325)</i>
9:35 -9:45	Remarks ----- Mayor of Tabuk, Kalinga
9:45 -10:15	Introduction of participants
10 :15 - 10 :30 Break	
10 :30 -10 :45	Presentation of the workshop objectives, program and expected outcomes ----- Mavic Cabrera-Balleza
10.45 – 11:15	Break out groups: The impact of conflict on our families, on our communities, on women
11:15 – 11:45	Group reports

11:45 – 12:15 Tabuk’s Peace and Security Situation and Peace Agenda ----- **Mayor or the head of Tabuk’s Police Department**

12:15 -1:30 Lunch

1:30 – 2:00 The Philippine peace and security situation – the impact on women ----- **Jasmin Nario-Galace**

2:00 – 2:30 UN SCR 1325 and 1820 -----**Mavic Cabrera-Balleza**

2:30 – 3:00 Philippine National Action Plan on 1325 -----**Jasmin Nario-Galace**

3:00 – 3:30 Local Development Planning Process -----**Municipal and Local Government Operations Officer**

3:30 – 4:30 Sharing on Nepal’s peace and security situation; the impact on women ----- **Joint Secretary Sadhu Ram Sapkota, Ministry of Peace and Reconstruction, Nepal; Ms. Bandana Rana, Saathi – Nepal**

4:30 – 5:00 Open Forum

5:00 –5:15 Synthesis of Day 1

Day 2 – April 13, 2012

8:30 – 8:40 National Anthem

8:40 – 9:00 Recap of Day 1

9:00 – 10:00 Break out groups: Integrating the Philippine National Action Plan on 1325 in the work of the Sanguniang Pambayan

10 :00- 10 :15 Break

10 :15 – 11 :15 Group reports

11:15 – 12 :15 Response from the Municipal and Local Government Operations Officer, *Sangguniang Bayan* (How do we ensure that the implementation of the NAP 1325 provisions integrated into the community development plans)

12:15 - 1:15 Lunch

1:15 –2:15 Open Forum

2:15 –2:30 Next steps and ways forward ----- **participants/ Mavic Cabrera-Balleza (Facilitator)**

3:00 -3:30 Closing ceremony and awarding of certificate

The Global Network of Women Peacebuilders - International Civil society Action Network and its members and partners thank the Ministry of Foreign Affairs of Norway for supporting this project.



The Ministry of Foreign Affairs of Norway



**Guidelines on the Alignment of UNSCR 1325 and 1820 with the Development Planning Process of Local Councils - Validation Workshop
J&E Resort, Bo; December 19-21, 2012**

DAY 1 - WEDNESDAY DECEMBER 19, 2012					
MC: JENEBA KOROMA					
Time	Session	Outputs/Outcomes	Methodology	Resource Persons/Guest Speakers/Facilitators	Materials
8:00-9:00	Breakfast and Registration	Participant list		Mabel	Attendance sheets
9:00-9:30	Opening: Welcome	Participants learn of the localization program; background and the collaboration between all stakeholders/sectors	High-table: Hon. Mojueh Kaikai- Resident Minister-South; William Alpha- Chief Administrator, Bo City Council; Oju Wilson- Decentralization Secretariat; Dr. Nana Pratt- NOW-SL, GNWP; Charles Vandi Ministry of Social Welfare Gender and Children's Affairs; Helena Gronberg, GNWP		
9:30-10:30	-Introductions -Objectives of training are shared -Presentation of agenda; setting of expectations -Assigning eyes and ears, and rapporteurs	- Introduction of participants and resource persons -Objectives of training are shared and expectations defined -Shared responsibility of providing feedback and recapping each day is set	Saying hello and brief introduction of position and work responsibilities	Amara Sowa Jeneba Koroma Participants	LCD projector Laptop
10:30-10:45 MORNING TEA					
10:45-12:00	<ul style="list-style-type: none"> Review of June 2012 training Overview of UNSCR 1325 and 1820 	<ul style="list-style-type: none"> June, July participants share accomplishments and activities implemented since then -participants gain added knowledge of UNSCR 1325 and 1820 	Powerpoint	Dr. Nana Pratt Participants from previous training	LCD projector Laptop
12:00-1:30	<ul style="list-style-type: none"> Overview of the Sierra Leone National Action Plan and current status of implementation (Pillars, Outcomes and Activities) Open forum 	<ul style="list-style-type: none"> Participants gain knowledge of the SILNAP process and the current status of implementation -Participants have an opportunity to ask questions and raise concerns about the SILNAP 	Powerpoint	Dr. Nana Pratt Charles Vandi, Acting Director of Gender, MSWGCA	Copy of SILNAP LCD projector Laptop Flip chart
1:30 - 2:30 LUNCH					
2:30-3:30	<ul style="list-style-type: none"> Overview of the Local Governance and Decentralization in Sierra Leone Open Forum 	Participants become familiar with the local governance structure, and learn of similar administrative structures	Powerpoint Discussion	Oju Wilson, DecSec	Guidelines LCD projector Laptop
3:30 - 3:45	AFTERNOON TEA				
3:45-5:00	<ul style="list-style-type: none"> Overview of the Local Development Planning process by Local Councils 	Participants become familiar with the development planning process in the local councils	Powerpoint Discussion	Amara Sowa- Lead Consultant	LCD projector Laptop

MC: CHARLES VANDI					
DAY 2 - THURSDAY, DECEMBER 20, 2012					
8-9	Breakfast	Satisfied stomachs, readiness to work			
9-9:30	Prayers; recap and report back by rapporteurs, eyes and ears of previous day; assign new rapporteurs eyes and ears	Participant reflect on information received previous day	Powerpoint as needed Discussion	Rapporteurs, eyes and ears	Flipchart LCD projector Laptop
9:30-11:00	<ul style="list-style-type: none"> Overview of the Guidelines for the alignment of the National Action Plan of UNSCR 1325 and 1820 with the Development Planning Process of Local Councils 	Participants learn about and become familiar with the Guidelines	Powerpoint	Amara Sowa- Lead Consultant	LCD projector Laptop
11:00 - 11:15 MORNING TEA break					
11:15-12:30	Open forum	Participants have a chance to ask questions about the Guidelines	Discussion	Amara Sowa- Lead Consultant	Guidelines
12:30-2:00	Division into three groups <ul style="list-style-type: none"> All groups are assigned part I of guidelines Groups identify strengths and gaps in the guidelines (part I) Groups put forward concrete suggestions on how the Guidelines can be improved 	Participants reflect and discuss the gaps and strengths of the guidelines (part I) and propose suggestions for improvement	Group work	All participants and resource persons	Guidelines Flipchart paper, markers Laptop (optional)
2:00 - 3:00 LUNCH					
3:00-4:30	Plenary <ul style="list-style-type: none"> Report back on group work Discussion 	Participants share their observations and suggestions with one another and the resource persons	Report back in plenary	Groups	Flipchart paper, markers LCD projector Laptop
4:30 - 5:00 CLOSING - SYNTHESIS OF DAY					
DAY 3 - FRIDAY, DECEMBER 21, 2012					
MC: IBRAHIM KAMARA					
8:00-9:00	Breakfast				
9:00-9:30	Prayers; recap and report back by rapporteurs, eyes and ears of previous day	Participant reflect on information received previous day	Powerpoint as needed Discussion	Rapporteurs, eyes and ears	Flipchart LCD projector Laptop
9:30-9:45	Recap of Part II of the Guidelines	Participants are reminded of the contents of part II of the Guidelines	Presentation	Amara Sowa- Lead Consultant	LCD projector Laptop
9:45-11:00	Division into three groups <ul style="list-style-type: none"> All groups are assigned part II of guidelines Groups identify strengths and gaps in the guidelines Groups put forward concrete suggestions on how the Guidelines can be improved 	Participants reflect and discuss the contents of part II of the Guidelines (part II) and propose suggestions for improvement	Group work	All participants and resource persons	Guidelines Flipchart paper, markers Laptop (optional)
11:00-11:15 MORNING TEA (working)					

11:15-12:30	Plenary <ul style="list-style-type: none"> • Report back on group work • Discussion 	Participants share their observations and suggestions with one another and the resource persons	Report back in plenary	Groups	Guidelines <ul style="list-style-type: none"> Flipchart paper, markers LCD projector Laptop
12:30-1:30	LUNCH				
1:30-1:45	Recap of Part III of the Guidelines	Participants are reminded of the contents of part III of the Guidelines	Presentation	Amara Sowa- Lead Consultant	LCD projector Laptop
1:45-3:00	Division into three groups <ul style="list-style-type: none"> • All groups are assigned part III of guidelines • Groups identify strengths and gaps in the guidelines • Groups put forward concrete suggestions on how the Guidelines can be improved 	Participants reflect and discuss the gaps and strengths of the guidelines (part III) and propose suggestions for improvement	Group work	All participants and resource persons	Guidelines <ul style="list-style-type: none"> Flipchart paper, markers Laptop (optional)
3:00-4:00	Plenary and interventions by Minister of Gender <ul style="list-style-type: none"> • Report back on group work • Discussion • Interventions by Ministers and adoption of draft 	Participants share their observations and suggestions with one another and the resource persons; Minister shares comments and observations	Report back in plenary	Groups	Guidelines <ul style="list-style-type: none"> Flipchart paper, markers LCD projector Laptop
4:00-4:30	Evaluation	Participants evaluate the three days and give feedback on what they learned and how similar trainings could be improved	Individual assignment	All participants	Evaluation form
4:30-5:00	Commitments	Participants and resource persons commit to how they will use the guidelines and their work and continue to work towards full implementation of SILNAP	Individual pledge	All participants and resource persons	Meta Cards
5:00-5:30	Closing	Close of workshop	High-table: Steven Gaojia; Minister of Social Welfare, Gender and Children's Affairs; Mavic Cabrera Balleza, GNWP; Dr. Nana Pratt, NOW-SL-GNWP		

**GNWP and its members and partners thank the
Department of Foreign Affairs and International Trade, Canada
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CENTRE FOR WOMEN IN GOVERNANCE

TRAINING MODULE FOR BUILDING THE CAPACITY OF LOCAL AUTHORITIES TO IMPLEMENT THE
NAP FOR UNSCR 1325, 1820 AND THE GOMA DECLARATION

DAY 1	MONDAY 6 TH FEBRUARY 2012			
TIME	SESSION	METHODOLOGY	OUTPUTS/OUTCOMES	RESOURCE PERSON
10.00am	Arrival and Registration of participants			Prudence Atukwatse CEWIGO
10.00-10.20am	Introduction and welcome remarks			CAO Dokolo district
10.20-10.40am	Workshop objectives	Power point presentation		Gorett Komurembe CEWIGO
10.40-11.10am	Overview of the project		Project objectives, outcomes, roles and responsibilities and timelines	Robinah Rubimbwa CEWIGO
11.10-11.30am	Basic gender concepts			Magara Cornelius MGLSD
11.30-11.40am	Official opening			District official
11.40-12pm	TEA BREAK			Service provider
12-12.45pm	Overview of UNSCR 1325, 1820 & the Goma Declaration and the link between them	Power point presentation	Participants gain understanding of the provisions of the resolutions	Robinah Rubimbwa
12.45-1pm	Discussion		Questions and clarifications	All participants
1-2pm	LUNCH			Service provider
3-4pm	Presentation on the Uganda Action Plan for UNSCR 1325, 1820 and Goma Declaration plus the strategies on the implementation of the resolutions	Power point presentation	<ul style="list-style-type: none"> Appreciation of the NAP, roles and responsibilities and the need for local mechanisms to implement the NAP 	Magara Cornelius MGLSD
4-4.45pm	Why do we need a District Action Plan (DAP)	Power point presentation	<ul style="list-style-type: none"> Participants appreciate the need for local level mechanisms for implementation of the NAP 	Robinah Rubimbwa CEWIGO
4.45-5pm	Discussion	Question and answer		All participants
5-5.30pm	EVENING TEA & END OF DAY 1			Service provider

DAY 11	TUESDAY 7 TH FEBRUARY 2012			
TIME	SESSION	METHODOLOGY	OUTPUTS/OUTCOMES	RESOURCE PERSON
8.30-9am	Participants arrive and review previous day			Magara Cornelius MGLSD
9-9.45am	Presentation on different forms of GBV	Power point presentation	<ul style="list-style-type: none"> Participants gain knowledge and understanding of GBV and how it manifests. 	Gorett Komurembe CEWIGO
9.45-10.30am	Group work : The most prevalent GBV issues in Dokolo district and mechanisms to address them	Group work	Participants identify the most prevalent GBV issues in Dokolo district	Robinah Rubimbwa CEWIGO
10.30-11am	TEA BREAK			Service provider
12.30-1pm	Group presentations	Interactive discussion		
1-2pm	LUNCH			Service provider
2-3pm	Presentation of the Terms of Reference for the DAP Task Force		Participants gain understanding of the roles and responsibilities of the DAP task force	Gorett Komurembe CEWIGO
3-3.30pm	Plenary discussion			
3.30-4pm	Constitution of the DAP Task Force of 7 people to undergo training on how to develop a DAP	Nominations	<ul style="list-style-type: none"> A DAP Task Force of 7 people constituted 	Robinah Rubimbwa CEWIGO
4-4.30pm	Way forward			Robinah Rubimbwa CEWIGO
4.30-5pm	Closing remarks			Chairperson Dokolo District
5-5.30pm	EVENING TEA & DEPARTURE			Service provider All participants

DAY 111				
WEDNESDAY 8 TH FEBRUARY 2012				
TIME	SESSION	METHODOLOGY	OUTPUTS/OUTCOMES	RESOURCE PERSON
8.30-9am	Arrival and Registration of participants			Prudence Atukwatse CEWIGO
9-10am-10.30am	Review of the issues and strategies developed by the participants on day two & prioritize issues	Discussion	<ul style="list-style-type: none"> Issues affecting Dokolo district prioritized and strategies to address them developed 	Magara Cornelius MGLSD
10.30-11am	TEA BREAK			Service provider
11-12pm	Group work assignment per issue/s to develop strategies to address the issue/s	Group work		Gorett Komurembe CEWIGO
12-1pm	Group presentations			All participants
1-2pm	LUNCH			Service provider
2-3pm	A presentation on the format of the DAP		<ul style="list-style-type: none"> Participants gain understanding of the format of the DAP 	Robinah Rubimbwa CEWIGO
3-4pm	Review of the time frame for integration of the issues agreed upon and strategies into the next planning cycle.		Prioritized issues integrated into the district development plan	Robinah Rubimbwa CEWIGO
4-4.30	Closure and Departure			District official



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