

African Union Commission

Implementation of the **Women, Peace, and Security** Agenda in Africa



AFRICAN UNION

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African Union Commission

Implementation of the **Women, Peace, and Security** Agenda in Africa

Report by: the African Union Commission Chairperson

Prepared by: Office of the Special Envoy of the African Union Commission
Chairperson on Women, Peace and Security

July 2016

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Foreword

The African Union has been at the forefront, working with the women's movement on the continent, in pushing forward the agenda for the rights of women and girls, and for gender equality. As a continental body, we recognize the critical and dynamic nexus between gender, development, and peace and security. This is clearly articulated in Agenda 2063, which aims to achieve an integrated, peaceful and prosperous Africa for all. Agenda 2063 does not only aim to 'silence the guns', but move further to create positive peace. It is only when we secure women- who makes up more than half of the continent's population-holistically that we can start to realize this vision. We are far from there. The prevailing situation of women across the continent, including high levels of economic disenfranchisement, conflict-related and other forms of sexual and gender based violence, low levels of representation in public decision-making, poor access to justice and other remedies, continues to challenge the achievement of this vision. More needs to be done to deepen implementation of commitments and bring about on-the-ground impact and true change to the situation of women in Africa.

In October 2015, Africa and the world at large celebrated the 15th anniversary of United Nations Security Council Resolution 1325 (UNSCR 1325), a landmark global commitment on Women, Peace and Security midwifed by Africa. The anniversary highlighted that while much had been achieved in the previous 15 years, more remains to be done to bring concrete responses to the immense challenges that women and the children of Africa and the world over continue to face in times of conflict and times of peace. As a continent, we have embedded UNSCR 1325 in our continental, regional, and national legal and policy instruments and programs and have provided for an annual reporting mechanism on women's empowerment and equality through the Solemn Declaration on Gender Equality in Africa. There was need to address the specific concerns and priorities of women of Africa on issues of peace and security.

This is the purpose of this report, which takes stock of the achievements of Member States and Regional Economic Communities (RECs) that have developed Actions Plan for the implementation of UNSCR 1325. It highlights the need to recommit to the work that must continue at a national level, and reiterates the critical role of regional organizations in accelerating the implementation of the women, peace, and security agenda on the continent.

In 2014, I appointed Mme Bineta Diop as Special Envoy for Women, Peace, and Security, recognizing the importance of a high-level, dedicated advocate to push the agenda and raise the voices of women and girls that are affected by conflicts. In addition to advocacy, her office has also placed particular emphasis on bridging the gap between policy and implementation. This is vital as the African Union Commission increasingly shifts its orientation from policy formulation to support Member States and Regional Economic Communities in the transformation of commitments into facilitating and advocating for concrete, solid implementation. The Commission is also increasingly utilizing monitoring and reporting tools to drive accelerated implementation. This report and the development of a continental results framework for monitoring women, peace, and security commitments at all levels by the Office of the Special Envoy are commendable in this regard.

This report by the Office of the Special Envoy on Women, Peace, and Security on the state of implementation of women, peace and security commitments at all levels will go a long way in reinvigorating the resolve of our continent to protect and advance the rights of women and children in conflicts, contributing towards a peaceful Africa. Indeed, if we do not ensure accountability and performance for this agenda and related commitments, we fail half of our citizens. This report not only provides a basis for dialogue with Member States and Regional Economic Communities in pushing the women, peace, and security agenda forward, but helps identify concrete steps in securing the women and girls of Africa. This aligns with the aspiration of Agenda 2063 for a people-centered, united, prosperous and peaceful Africa.

Dr. Nkosazana Dlamini-Zuma,
Chairperson, African Union Commission



Preface

This year, as the Department of Peace and Security, we have rolled out the 2016-2020 African Peace and Security Architecture Roadmap. The roadmap has made gender mainstreaming a priority, and gender sensitive indicators will be utilized to monitor performance and delivery on gender, peace, and security outcomes. In June 2014, we also launched the Gender, Peace, and Security Programme (2015-2020) to serve as a continental framework for the AU, the Regional Economic Communities, member states and CSOs platforms to work collaboratively towards the effective implementation of UNSCR 1325 and subsequent resolutions on gender, women, peace and security. These form key aspects of the Peace and Security Department's efforts to contribute to the gender agenda of the Commission spearheaded by the Women, Gender and Development Directorate.

During the 25th AU Summit in June 2015, AU Heads of State and Government resolved to "develop, implement, and report on National and Regional Action Plans on United Nations Security Council Resolution 1325 (UNSCR 1325) to accelerate the Women, Peace and Security Agenda". This is echoed by the resolve expressed by the Commission, member states and partners, during the PSC Open Session held in November 2015 celebrating the 15th Anniversary of UNSCR 1325, to firmly move from resolutions to actions that will effectively promote women's rights on the continent in line with global, continental and regional frameworks for the participation and protection of women and girls in Africa.

Indeed, the women, peace, and security agenda has developed an elaborate architecture at global, continental, and regional levels. This architecture comprises of a strong normative framework built around a basket of policy and legal instruments starting from United Nations Security Council Resolution 1325 and subsequent resolutions, which has been embedded and developed further at continental and regional levels; implementation frameworks which include national and regional action plans on UNSCR 1325 as well as other WPS commitments; regional policy engagement platforms on WPS; and institutional programs, measures and flagship initiatives. The continental results framework currently under development by the Office of the Special Envoy (OSE), funded through the AU Gender, Peace and Security Programme (GPSP), complement and strengthen this architecture by providing a monitoring, reporting, and accountability tool for performance on the WPS agenda.

In the process of developing the continental results framework, the OSE convened consultative meetings of AU Member States and Regional Economic Communities (RECs) that have developed Action Plans for the implementation of UNSCR 1325. This report builds on the consultative meetings and canvasses the core global, continental, and regional commitments to the WPS agenda; tracks the development of UNSCR 1325 National Action Plans (NAPs) and Regional Action Plans (RAPs); and outlines the main areas of achievements on implementation at national, regional, and continental levels. It represents the first attempt to capture the state of implementation of women, peace, and security commitments at all levels in Africa.

Furthermore, it provides data from further research on various case studies of achievements on participation in the nineteen Member States that have adopted NAPs, including on parliamentary representation, leadership, and special measures; ministerial level representation; participation in peacekeeping police and military contingents; and in peace agreements. The bulk of the report then focuses on measures taken by Member States and RECs to implement their respective Action Plans, as well as elaborating the African Union Commission's significant work with regards to the WPS agenda. It further fleshes out the challenges, as well as the current and emerging opportunities to accelerate implementation, concluding with specific recommendations at national, regional, and continental levels. It identifies key intervention areas to accelerate implementation, performance, and impact for women across the continent.

This report is a noteworthy contribution to the agenda for women, peace, and security. As such, I would like to note that the 600th meeting of the AU PSC, welcomed the report of the Commission on the State of Implementation of Women, Peace, and Security Commitments in Africa and requested it to be submitted to the AU summit. Furthermore, I welcome the development of the continental results framework, which together with this report, will form the basis for enhanced dialogue and engagement with AU Member States and Regional Economic Communities on accelerating implementation, as well as better informing the African Union's engagement with international interlocutors and partners on the Women, Peace and Security agenda in Africa, a priority area in the delivery on the Africa Peace and Security Architecture.

Commissioner Smaïl Chergui,

Commissioner for Peace and Security, African Union Commission

I. Introduction

Background

The post-Cold War era saw the rise of protracted intra-state wars as well as other forms of violence and insecurity, with devastating consequences for civilians - and particularly women and children. In addition to being disproportionately represented among the casualties and displaced, women were also faced with the threat of sexual violence as a weapon of war. Given the ongoing and pervasive conflicts on the continent, African stakeholders played a large role in pushing for attention to the issue of women in armed conflict, and the Windhoek Declaration of May 2000, championed by Namibia, provided the impetus for the United Nations Security Council to adopt the first landmark resolution on women, peace, and security later that same year. United Nations Security Council Resolution (UNSCR) 1325 then acknowledged and grew out of concerns about the physical security of women in armed conflict as well as recognizing their agency and leadership in conflict resolution and broader peacebuilding. Over time, this agenda has been broadened to include not just women's physical security, but other forms of insecurity for women, as well as looking at the role of women in post-conflict contexts. UNSCR 1325 and its subsequent resolutions have then provided the broad normative framework for Member States and regional organizations to drive advocacy and action around the women, peace, and security agenda.

Rationale

This report is pursuant to the 476th meeting of the African Union Peace and Security Council (AU PSC) in December 2014. The meeting “urged the AU Commission, through the coordination of the Office of the Special Envoy on Women, Peace and Security to formulate a Continental Results Framework to monitor the implementation by AU Member States and other relevant stakeholders of the various instruments and other commitments on women, peace and security in Africa.” Subsequently, AU Heads of State, during the 25th AU Summit in June 2015 resolved to “develop, implement, and report on National and Regional Action Plans on UNSCR 1325 to accelerate the Women, Peace and Security Agenda”¹. Momentum on this agenda is further evidenced by the declaration by Heads of State of 2015 as the Year of Women’s Empowerment and Development Towards Africa’s Agenda 2063, followed by 2016 as the Year of Human Rights with Particular Focus on the Rights of Women.

October 2015 presented a critical milestone for the Women, Peace, and Security agenda globally. It marked the 15th year anniversary of UNSCR 1325, and the launch of the High Level Review and Global Study on Implementation of 1325. This review of 1325 implementation also coincided with a number of related review processes ongoing at the global level. These included the review of the UN peacebuilding architecture, UN peace operations, post-Hyogo, post-MDGs, to the World Humanitarian Summit, among others. These are all opportunities to bring more prominence to the Women, Peace, and Security agenda

¹ Declaration on 2015 Year of Women’s Empowerment and Development Towards Africa’s Agenda 2063 (Doc. Assembly/AU/2(XXV))

“As Africa embarks on a post-2015 agenda for UNSCR 1325 and the wider Women, Peace and Security agenda, it must be acknowledged that progress has been registered broadly. This has predominantly been in terms of process - but deeper implementation, impact, and monitoring has been weak.”

within them, as well as bring African perspectives to bear on these issues. The UN Security Council (UNSC) subsequently adopted UNSCR 2242, which among other things reaffirmed the critical role for regional organizations in driving this agenda and the further progress required at the national level².

Africa has steadily built up an extensive body of instruments and policies of relevance to the women, peace, and security agenda, at all levels. Major among these at the continental level are the Protocol to the African Union Charter on Human and Peoples' Rights on the Rights of Women in Africa (Maputo Protocol) and the Solemn Declaration on Gender Equality in Africa (SDGEA). There are several other instruments and policies at the regional and national levels, as well as subsequent ones to UNSCR 1325 at the global level. As Africa embarks on a post-2015 agenda for UNSCR 1325 and the wider Women, Peace and Security agenda, it must be acknowledged that progress has been registered broadly. This has predominantly been in terms of process - but deeper implementation, impact, and monitoring has been weak. Monitoring and reporting (both statutory and voluntary) of this basket of commitments has been, to date, limited and insufficient.

At the continental level for instance, only three (3) Member States have reported on the measures they have taken to implement the Maputo Protocol. Regular annual reporting on the SDGEA is provided for, but only thirteen (13) country reports were received for consideration in the tenth annual report (June 2015). Tools such as the Gender Scorecard have been launched recently (2015), and in its second iteration proposes to expand the political and civil rights cluster to include indicators on participation, prevention, and protection of women along the lines of UNSCR 1325. At a regional level, the SADC Gender Monitor is an important monitoring mechanism. Increased accountability -through monitoring and reporting - for these commitments is essential for greater performance and delivery.

In this light, the Commission has undertaken a number of activities to develop a continental results framework, as well as report on the current state of National and Regional Action Plans on UNSCR 1325. This has been done through the Office of the Special Envoy on Women, Peace, and Security (OSE), in collaboration with others across the Commission, as well as various partners and donors to the AU Commission Gender, Peace, and Security Programme (GPSP). Activities included:

- *Consultations with AU Member States (from both Ministries of Defense and Gender) and Regional Economic Communities (RECs) who have developed 1325 Action Plans during an OSE convened meeting in December 2015- to share experiences, challenges, and build on their experience of monitoring implementation to develop a continental results framework.*
- *High-level advocacy and mobilization to galvanize support and build a constituency for the Framework during the 25th AU Summit, 70th UN General Assembly, and October*

² “Welcomes the efforts of Member States to implement resolution 1325 (2000), including the development of national action plans, further welcomes the increase in national action plans in recent years, and calls upon Member States to further integrate the women, peace and security agenda into their strategic plans such as national actions plans and other planning frameworks... further welcomes the efforts of regional organizations to implement resolution 1325 (2000), including through the adoption of regional frameworks, and encourages them to pursue further implementation;”

2015 UNSCR 1325 commemorations.

- *Engagement with civil society, who have played a significant role in implementation and monitoring of UNSCR 1325 nationally and regionally, particularly through consultative meeting with women's groups and experts held in December 2014 and existing regional fora such as the bi-annual AU Gender Pre-Summits.*
- *Co-organization, with UN WOMEN, of an Africa Regional Consultative Meeting on the Global Study on UNSCR 1325 in January 2015, ensuring Africa's contribution to this global endeavor.*

This initial report outlines Member States' and Regional Economic Communities' implementation of UNSCR 1325 as an entry point to assessing the state of implementation of the broader Women, Peace, and Security agenda on the continent. It is based primarily, but not exclusively, on information supplied by Member States and RECs during the December 2015 Consultative Meeting as well as available reports on implementation of SDGEA. It will canvass the legislative and administrative mechanisms and machineries put in place at national and regional levels to support the advancement of the Women, Peace, and Security agenda, as well as progress made on performance where data and information exists. Subsequent reports will use the finalized continental results framework to report against, with a focus on results and performance indicators.

Table 1: Core Women, Peace, and Security commitments and instruments at global, continental, and regional levels

Global Commitments and Instruments
UNSCR 1325 (2000): First recognition of unique role, and active agency, of women in conflict, peace and security
UNSCR 1820 (2008): Recognition of sexual violence as weapon of war
UNSCR 1888 (2009): Reiteration of the threat of sexual violence and call for deployment of experts to areas where sexual violence is occurring.
UNSCR 1889 (2009): Focus on the importance of women as peacebuilders at all stages of the peace process
UNSCR 1960 (2010): Reiteration of the importance of ending sexual violence in conflict
UNSCR 2106 (2013): Addressing the operational details in combatting sexual violence
UNSCR 2122 (2013): Focus on stronger measures and monitoring mechanisms to allow women to engage in conflict resolution and recovery
UNSCR 2242 (2015): Refocus on 1325 and its obstacles, including incorporation of 1325 in the UN itself
UNSCR 2272 (2016): Provides measures to address sexual exploitation and abuse in peace operations
CEDAW General Recommendation 30: Links the women, peace and security agenda to CEDAW including measures to ensure protection of women during and after conflict.
Continental Commitments and Instruments (African Union)
Gender Parity Principle (2002)
Protocol to the African Charter on Human and People's Rights on the Rights of Women in Africa (2003)
Solemn Declaration on Gender Equality in Africa (2004)

Common African Defense and Security Policy (2004)
Framework for Post Conflict Reconstruction and Development (2006)
African Union Gender Policy (2009)
African Women's Decade 2010-2020 (2009)
African Union Convention for the Protection and Assistance of Internally Displaced Persons in Africa (2009)
Policy Framework for Security Sector Reform (2011)
African Union Aide Memoire on the Protection of Civilians (2013)
Agenda 2063; First 10 Year Implementation Plan (2015)
African Union Declaration on 2015 Year of Women's Empowerment and Development Towards Africa's Agenda 2063 (2015)
Policy on Sexual Exploitation and Abuse
Code of Conduct
Regional Instruments and Commitments
Common Market for Eastern and Southern Africa (COMESA)
COMESA Gender Policy (2002)
COMESA Gender Mainstreaming Strategic Action Plan (2008)
East African Community (EAC)
EAC Gender and Community Development Framework (2012)
EAC Protocol on Peace and Security; Regional Strategy for Peace and Security (2006)
Economic Community of Central African States (ECCAS)
ECCAS Gender Policy and Implementation Action Plan
Economic Community of West African States (ECOWAS)
ECOWAS Protocol on Democracy and Good Governance (2001)
ECOWAS Conflict Prevention Framework; Women, Peace and Security Action Plan (2008)
Plan of Action for the Implementation of the United Nations Security Council Resolution 1325 & 1820 (2010)
ECOWAS Parliament Gender Strategy 2010–2020 (2011)
Intergovernmental Authority for Development (IGAD)
IGAD Gender Strategy and Implementation Plan 2016-2020 (2015)
IGAD Strategy for Higher Representation of Women in Decision Making Positions (2013)
IGAD Regional Action plan for the Implementation of the UNSC Resolution 1325 and 1820 (2012)
IGAD Gender Policy Framework (2012)
Declaration on the Enhancement of Women's Participation and Representation in Decision Making Positions (2009)
International Conference of Great Lakes (ICGLR)
International Conference Protocol for the Prevention and the Punishment of the Crime of Genocide, War Crimes and Crimes against Humanity and All forms of Discrimination (2006)
Protocol on the Prevention and Suppression of Sexual Violence against Women and Children (2006)
The Goma Declaration on Eradicating Sexual Violence and Ending Impunity in the Great Lakes Region (2008)
Kampala Declaration on Sexual and Gender-Based Violence (2011)

Southern African Development Community (SADC)
SADC Declaration on the Prevention and the Eradication of Violence against Women and Children (1998)
SADC Gender Policy (2007)
SADC Protocol on Gender and Development (2008); Regional Strategic Implementation Framework on Gender and Development

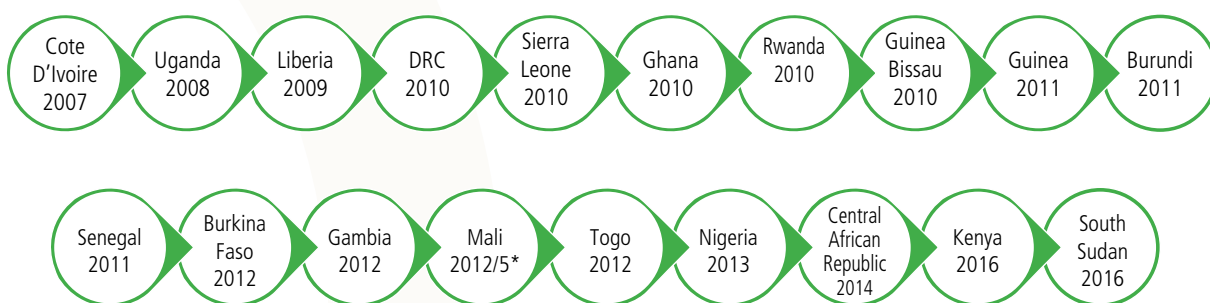
The above, while not exhaustive, highlights that Africa, at regional and continental levels has been at the forefront of normative developments around WPS. A number of legislative and policy instruments subsequent to UNSCR 1325 have integrated its principles, but moved beyond it by addressing socio-economic development as well as conventional security issues as part of the WPS agenda. There are regional particularities nonetheless, with the focus being different across regions. For instance, the Great Lakes has focused on prevention of sexual and gender based violence, whereas IGAD and SADC have emphasized participation in decision-making. Some regions have focused on policy frameworks, whereas the focus at the continental level has been on binding instruments. Africa has domesticated UNSCR 1325, and through the SDGEA provided for reporting on its implementation. This embedding of UNSCR 1325 in a regional instrument is not unique, but the decision to institute statutory reporting, is. The large implementation gap has led to political and institutional consensus at the AU level on the need to put a moratorium on policy formulation and refocus attention and energies on policy implementation and monitoring.

Africa, at regional and continental levels has been at the forefront of normative developments around WPS. A number of legislative and policy instruments subsequent to UNSCR 1325 have integrated its principles, but moved beyond it by addressing socio-economic development as well as conventional security issues as part of the WPS agenda. There are regional particularities nonetheless, with the focus being different across regions.

II. Status of the Implementation of the Women, Peace, and Security Agenda

Overview

To date, nineteen (19) AU Member States have developed and adopted 1325 National Action Plans (NAPs). These include Burkina Faso; Burundi; Central African Republic; Cote D'Ivoire; Democratic Republic of Congo; The Gambia; Ghana; Guinea; Guinea Bissau; Kenya; Liberia; Mali; Nigeria; Rwanda; Senegal; Sierra Leone; South Sudan; Togo; Uganda.



“It has been noted that while the development of 1325 NAPs has emerged as the main tool prescribed internationally, a range of other measures have been put in place for implementation of the WPS agenda in a number of countries such as in Namibia.”

Sudan has developed, but not adopted, a 1325 NAP at the parliamentary level. Namibia does not currently have a 1325 NAP, but rather takes an integrative approach, and has a National Gender Policy and Action Plan with a specific chapter on peace and security. It has been noted that while the development of 1325 NAPs has emerged as the main tool prescribed internationally, a range of other measures have been put in place for implementation of the WPS agenda in a number of countries such as in Namibia. The most common alternative strategy to stand-alone plans has

been to mainstream into wider national policies, including for instance development plans (or poverty reduction strategies), national security and defense strategies, national strategies for the advancement of women and other similar frameworks. Efforts by Member States to mainstream 1325 in existing national planning frameworks and strategies need to be acknowledged and looked into, to assess what works and what does not, as well as how outcomes under mainstreaming approaches compare with stand-alone NAPs. The current distribution of 1325 NAPs highlights low coverage in Southern, Central, and Northern Africa. NAPs exhibit great diversity in approach and priorities, a reflection of varied contexts - from countries emerging from conflict to stable countries. It is clear that the development and adoption of each NAP - in process and content - is a unique story reflecting how contextual variations shape the focus of a particular NAP. The degree and nature of civil society engagement in the development and implementation/monitoring of the NAP also varies across context; nevertheless, the role of civil society in

“ West Africa has the largest concentration of 1325 Action Plans, with thirteen (13) ECOWAS Member States - of the fifteen (15) - having NAPs. This calls for greater interrogation as to the relationship between the existence of a RAP and the adoption and implementation of NAPs in the same region, as well as outcomes and synergies between the two. ”

pushing the agenda has been invaluable. A number of NAPs have lapsed or are in their second iteration. Mali for instance, launched its second NAP in 2015, which is aligned to the 2015 peace agreement arising from the Algiers process.

Of the RECs and Regional Mechanisms (RM), two (2) have developed and adopted 1325 Regional Action Plans (RAPs). These are the Economic Community of West African States (ECOWAS; 2010) and the Intergovernmental Authority on Development (IGAD; 2012).

West Africa has the largest concentration of 1325 Action Plans, with thirteen (13) ECOWAS Member States - of the fifteen (15) - having NAPs. This calls for greater interrogation as to the relationship between the existence of a RAP and the adoption and implementation of NAPs in the same region, as well as outcomes and synergies between the two. The East African Community (EAC) has also formulated and validated a 1325 RAP, but it is still pending approval by the relevant policy organs. Like the case of Namibia at the national level, at the regional level there are a number of divergent approaches aside from a 1325 RAP and through various institutional and collaborative configurations to implement the WPS agenda. The Southern African Development Community (SADC) has developed and adopted a Regional Gender Policy Implementation Plan, based on the SADC Protocol on Gender and Development-which includes a chapter on peacebuilding and conflict resolution. All SADC Member States have developed NAPs in this regard. Aside from action through a REC or RM, in the case of the Great Lakes sub-region, Rwanda, DRC, and Burundi have come together in a multi-country consortium to initiate discussions on a regional plan for

“ The current distribution of 1325 NAPs highlights low coverage in Southern, Central, and Northern Africa. NAPs exhibit great diversity in approach and priorities, a reflection of varied contexts - from countries emerging from conflict to stable countries. ”

“ This points to the importance and complexities of the regional and sub-regional dimensions of this agenda, and the need to identify high impact interventions beyond national borders, but not limited to the more prominent regional organizations. ”

1325. This initiative has strong engagement from civil society in the respective countries, as well as regional civil society. Similarly, in the Manu River Union, discussions among Liberia, Sierra Leone, and Guinea are underway for the formulation of a regional plan. This points to the importance and complexities of the regional and sub-regional dimensions of this agenda, and the need to identify high impact interventions beyond national borders, but not limited to the more prominent regional organizations. There is therefore good progress with regards to the coverage of current

or incipient 1325 RAPs - more broadly defined - with the exception of North and Central Africa.

Within the regional context, the role of regional peacekeeping training centres and centres of excellence; regional women's networks and civil society organizations; as well as the WPS platforms established in the Sahel, Great Lakes, and in the IGAD region - constituting a tripartite composition of civil society, parliamentarians, and members of the executive of respective countries, and their various programs and initiatives should be acknowledged as important regional infrastructures for implementing and providing action, oversight, and accountability for the WPS agenda.

The African Union (AU) does not have a dedicated action plan for implementation of UNSCR 1325. It has however supported UNSCR 1325 through embedding its principles in its range of policies, conventions, and protocols. Key amongst these are the Solemn Declaration on Gender Equality in Africa (2004), which specifically refers to UNSCR 1325 in its preamble and provides for an annual reporting mechanism. It has also undertaken a number of programs and initiatives at the Commission level – to be detailed in the subsequent sections – while not taking the route of organizations such as the European Union who have formulated a document which outlines a 'Comprehensive approach to the EU implementation of the United Nations Security Council Resolutions 1325 and 1820 on women, peace and security'.

Overall, Member States have registered a number of achievements in the area of 1325 implementation. These can be clustered into five areas, the first three relating to the strategic pillars of UNSCR 1325, and the latter two being cross-cutting operational achievements.

- **Area One:** *Legal and policy reform and adoption. Member States have made strides in putting in place gender equality legal and policy provisions and gender responsive laws and policies. This is particularly so in the area of prevention of sexual and gender based violence (SGBV). There have been advances in the availability of services for victims of SGBV, but much less progress with regards to access to justice and other remedies.*
- **Area Two:** *Women's participation in various spheres, including in decision-making processes and the security sector. Member States have instituted special measures and quotas, increasing the representation of women in decision-making bodies - particularly legislatures - and within the security sector and peacekeeping forces - particularly the police. The case study below highlights that without measures - notwithstanding the differing efficacy of various measures - representation of women will remain low. Parliamentary representation is just one indicator of participation, and enhanced representation at all levels and spheres of decision-making need greater emphasis.*
- **Area Three:** *Promotion. Member States have made efforts at promotion, through sensitization, popularization, and training initiatives for both service providers and other civil servants, as well as community members. Some Member States have even localized and translated key documents into local languages.*
- **Area Four:** *Implementation institutions. Member States have on the whole put in place wide-ranging gender machinery for UNSCR 1325 implementation. New institutions have been established or mechanisms put in place within existing institutions such as*

“ *Achievements at the regional and continental level on UNSCR 1325 relate firstly to improvements around institutional performance on WPS.* ”

gender desks to facilitate implementation and mainstreaming.

- **Area Five:** Coordination and monitoring. Lastly, Member States have created coordination and monitoring mechanisms, across ministries, and of a multi-stakeholder nature, which include civil society, partners, and the private sector. Country and REC-specific achievements are detailed in the following section.

Achievements at the regional and continental level on UNSCR 1325 relate firstly to improvements

“Secondly, achievements have been realized in their institutional programming vis-à-vis their constituent Member States on the WPS agenda.”

around institutional performance on WPS. This includes ensuring greater participation of women in the institutional leadership and peace and security interventions. To date, the AU Commission remains the only continental organization to have achieved parity in its executive leadership-although representation of women among Special Representatives and Envoys, as well as Heads of Missions/Liaison Offices remains significantly low. Secondly, achievements have been realized in their institutional programming vis-à-vis their constituent Member States on the WPS agenda. Here achievements have largely been around norm setting and development of guidelines; capacity building and technical assistance to Member States and women’s groups; establishment of platforms for cross-country learning; and the instituting of reporting and monitoring tools.

Case Studies of Achievements on Participation

Table 2: Women’s Parliamentary Representation and Leadership

Country	Women’s Parliamentary Representation (Date of last elections) & Leadership	Special Provisions
Burkina Faso	9.4% National Assembly (11/2015); Secretary General post held by woman	Legislative candidate quotas (30%)
Burundi	36.4% National Assembly (6/2015) 41.9% Senate	Reserved seats (30%)
Central African Republic	8.6% National Assembly (2/2016)	N/A
Democratic Republic of Congo	8.9% National Assembly (12/2011) 4.6% Senate (1/2007)	Legislated candidate quotas (parity)
The Gambia	9.4% National Assembly (3/2012)	None
Ghana	10.9% National Assembly (12/2012)	None
Guinea	21.9% National Assembly (9/2013)	Legislated candidate quotas (30%)
Guinea Bissau	13.7% National Assembly (4/2014)	None
Kenya	19.7% National Assembly (3/2013) 26.5% Senate	Reserved seats (18 seats)

Country	Women's Parliamentary Representation (Date of last elections) & Leadership	Special Provisions
Liberia	11.0% House of Representatives (10/2011) 10.0% Senate (12/2014)	None
Mali	8.8% (12/2013)	Voluntary political party quotas
Namibia	41.3% National Assembly (11/2014) 23.8% National Council (12/2015) Secretary General of National Council woman	Voluntary political party quotas
Nigeria	5.6% House of Representatives (3/2015) 6.5% Senate	None
Rwanda	63.8% Chamber of Deputies (9/2013) 38.5% Senate (9/2011) Secretary General and President women	Legislated candidate quota and Reserved seats (30%)
Senegal	42.7% National Assembly (7/2012) Secretary General a woman	Legislated candidate quotas (parity)
Sierra Leone	12.4% Parliament (11/2012)	None
South Sudan	26.5% National Assembly (8/2011) 10.0% Council of States	Reserved seats (25%)
Togo	17.6% National Assembly (7/2013)	Legislated candidate quotas
Uganda	33.5% Parliament (2/2016)	Reserved seats (112 seats plus 5)

Information collated from the Quota Project Global Database of Quotas for Women and IPU Database of Women in National Parliaments (May 2016)

Women's participation in decision-making and public life is multi-faceted, and all spheres, at all levels, need to be tracked. Nevertheless, parliamentary representation remains one of the most documented and utilized measures of women's participation in the public sphere, as well as the focus of numerous policy interventions. The above highlights a rather mixed picture with regards to women's parliamentary representation amongst the countries with 1325 APs. Five of the nineteen (or 26%) exceed the 30 percent minimum globally recommended figure, while ten of the nineteen (or 53%) have under 15 percent participation-significantly low figures considering women make up approximately 50 percent of any political constituency. The rest (21%) have figures that fall somewhere in between the two. Collectively, 74 percent have not been able to meet the minimum recommended 'critical mass' of women in parliament.

“Five of the nineteen (or 26%) exceed the 30 percent minimum globally recommended figure, while ten of the nineteen (or 53%) have under 15 percent participation-significantly low figures considering women make up approximately 50 percent of any political constituency.”

These figures should also be mapped with the

type and existence of special measures to promote women’s political participation. There appears to be some correlation between a lack of special measures and particularly low levels of women’s representation in parliament - pointing to the importance of policy interventions in this regard. However, the case of Namibia, which only has voluntary party quotas, highlights the importance of strong political will in contributing to positive and significant outcomes with regards to women’s participation. In Rwanda, both strong constitutional measures (reserved seats) and political will, have brought about the highest levels of women’s representation globally. Highlighting the importance of peace processes and political settlements as a site for advancing the situation of women, research indicates that “establishing power-sharing with no reference to women, and no subsequent provision for electoral quotas leads to unusually and unacceptably low numbers of women in legislatures, and this situation should be avoided...attention needs to be paid to the type of electoral system and the sanctions in place for non-compliance as affecting the outcome of gender quotas in terms of numbers of women elected, as well as to the nature of the quota itself.”³

“ There appears to be some correlation between a lack of special measures and particularly low levels of women’s representation in parliament - pointing to the importance of policy interventions in this regard. ”

Table 3: Proportion of Women in Ministerial Level Positions 2005-2015 (%)

Country	2005	2010	2015
Burkina Faso	14.8	17.9	12.5
Burundi	10.7	28.6	34.8
Central African Republic	10	12	24.1
Democratic Republic of Congo	12.5	12.5	8.1
Gambia	20	31.3	21.1
Ghana	11.8	21.6	23.1
Guinea	15.4	16.1	14.7
Guinea-Bissau	37.5	23.5	31.3
Kenya	10.3	15	30
Liberia	13.6	30.4	20
Mali	18.5	21.4	16.1
Namibia	19	24	21.7
Nigeria	10	9.7	24.1
Rwanda	35.7	33.3	35.5
Senegal	20.6	12.9	20
Sierra Leone	13	8	6.9
Togo	20	14.3	20.7
Uganda	23.4	32	29.6

Table generated by World Bank Gender Statistics Database

The foregoing illustrates that there is no clear trend with regards to women in ministerial position

3 Bell, C. (2015), Unsettling Bargains? Power-sharing and the Inclusion of Women in Peace Negotiations, University of Edinburgh, Political Settlements Research Programme, Report 1, p. 7

amongst the countries with 1325 NAPs over the period of 2005-2015. Some countries have seen improvements, others have remained relatively stable, and others have seen rollbacks. By and large, ministerial appointments rest on political will, however transitional constitutions can set quotas for the executive, and in the context of political settlements, ministerial allocations - as part of the power-sharing equation, can be determined along-side quotas for women. This is illustrated in the August 2015 South Sudan peace agreement, which maintains the minimum 25% for women’s nominations to the Executive provided for in the Transitional Constitution of South Sudan.

Chart 1: Proportion of Women in Ministerial Level Positions 2005-2015 (%)

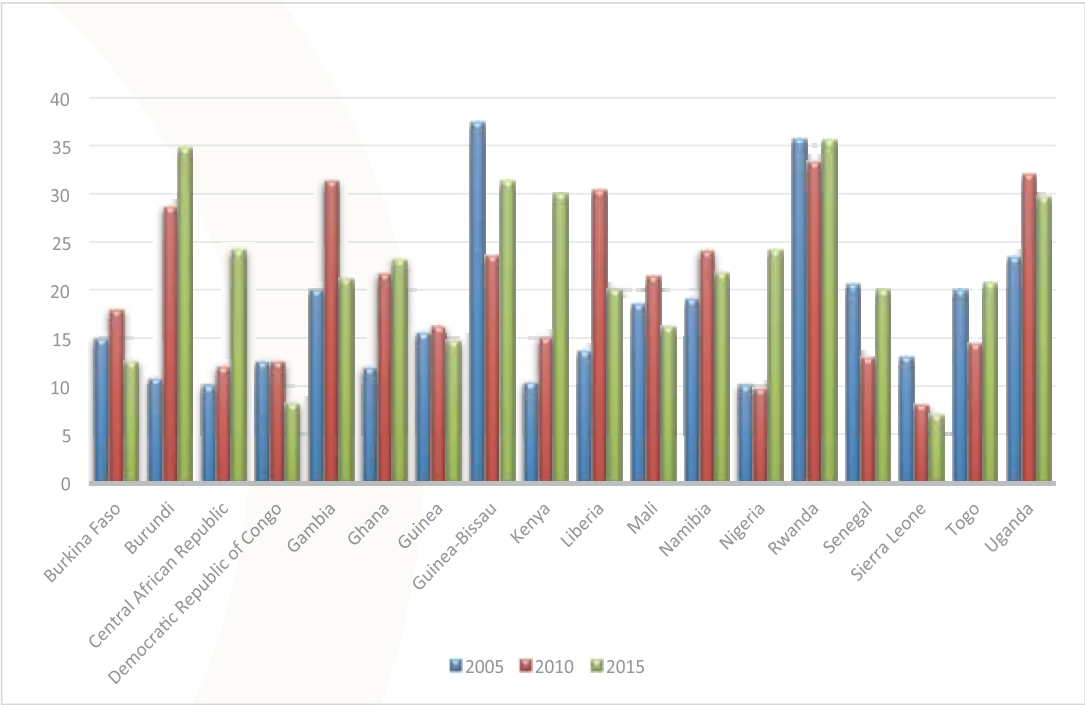
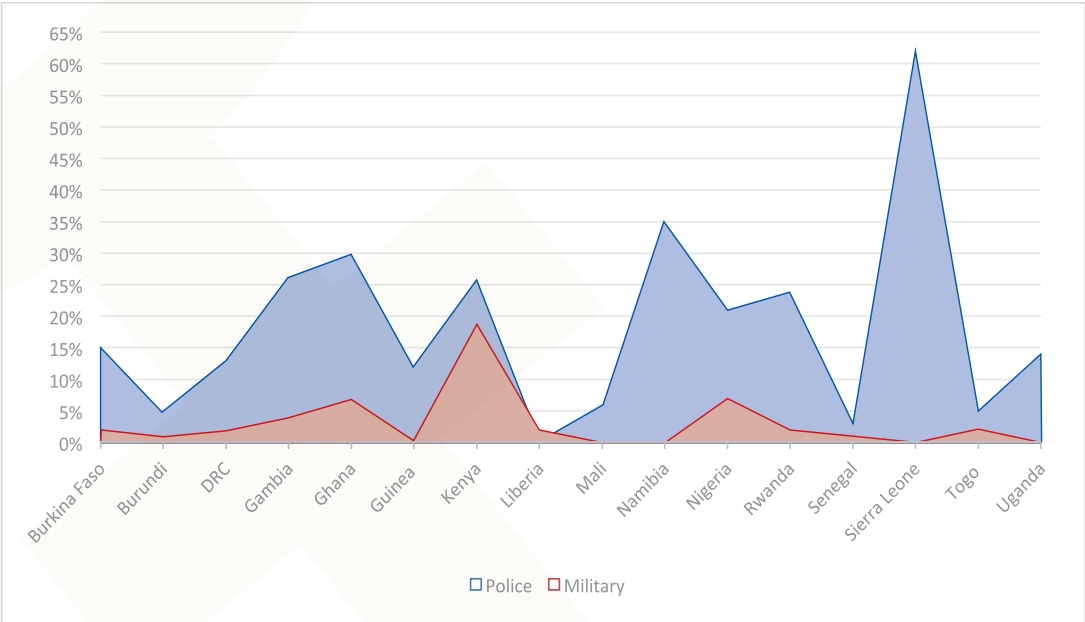


Chart 2: Women’s Representation in UN Peacekeeping Missions (Police and Military) for December 2015 (%)



Women's Representation in UN Peacekeeping Missions as a proportion of the total deployment

	Burkina Faso	Burundi	DRC	Gambia	Ghana	Guinea	Kenya	Liberia	Mali	Namibia	Nigeria	Rwanda	Senegal	Sierra Leone	Togo	Uganda
Police	39/312	19/377	18/135	20/76	95/313	5/42	10/39	0/0	6/100	18/52	83/396	225/936	39/1380	48/78	17/369	6/44
Military	45/2522	9/847	2/799	9/218	203/2814	1/858	223/1158	2/49	0/1	0/3	175/2345	113/5113	20/2083	0/9	35/1414	0/4

Data extracted from International Peace Institute, *IPI Peacekeeping Database*, [March 30, 2016], available at www.providingforpeacekeeping.org.

Graphic 1: Women's Representation in African Union Peace Support Operation (AMISOM)



Graphic from AMISOM Gender Unit (2015)

“Participation of women in peacekeeping, whether in UN or AU peace operations, indicates very low members overall with regard to the military and higher participation amongst the police.”

Table 4: Women's participation in peace processes in Africa (1992-2011)

Country	Women signatories	Women lead mediators	Women witnesses	Women in negotiating teams
Sierra Leone (1999)	0%	0%	20%	0%
Burundi (2000) - Arusha	0%	0%	-	2%
Somalia (2002) - Eldoret	0%	0%	0%	-
Cote D'Ivoire (2003)	0%	0%	0%	-
DRC (2003)	5%	0%	0%	12%
Liberia (2003) - Accra	0%	0%	17%	-
Sudan (2005) - Naivasha	0%	0%	9%	-
Darfur (2006) - Abuja	0%	0%	7%	8%
DRC (2008) - Goma - North Kivu	5%	20%	0%	-
DRC (2008) - Goma - South Kivu	0%	20%	0%	-
Uganda (2008)	0%	0%	20%	9%
Kenya (2008) – Nairobi	0%	33%	0%	25%
Central African Republic (2008)	0%	0%	0%	-
Zimbabwe (2008)	0%	0%	0%	-
Somalia (2008)	0%	0%	10%	-
Central African Republic (2011)	0%	0%	0%	-

Table extracted from UNWOMEN (2012)

The above table illustrates that, with very few exceptions, the number of women participating in peace negotiations in a variety of official roles is significantly low or non-existent. While there has been advocacy to increase the numbers of women at the table, research indicates that influence and sequencing or

“With very few exceptions, the number of women participating in peace negotiations in a variety of official roles is significantly low or non-existent. While there has been advocacy to increase the numbers of women at the table, research indicates that influence and sequencing or timing of participation, and not just presence is critical in affecting the outcomes of the peace agreements and its provisions.”

timing of participation, and not just presence is critical in affecting the outcomes of the peace agreements and its provisions. How women mobilize outside the formal space, and the opportunities and avenues for transfer have also been noted as key as a strategy for influence. Mediators have a large role to play in this regard, and guidelines for women's inclusion in peace processes have been developed at the UN level. Currently mediation processes are led by a variety of actors including the UN, AU, regional organisations and Member States increasing the complexity of pushing for inclusion in peace processes. Beyond the individual initiative of a mediator, a clear terms of reference for mediators around women's participation and inclusion is then critical. Beyond the lead up to the signing of the agreement, women's participation and inclusion in implementation and monitoring of the agreement post-agreement should also be of focus.

Case Study

A number of peace processes have been concluded since 2012, including in Mali and South Sudan. The peace process in Mali was led by Algeria, a Member State, whereas the process in South Sudan was led by a regional organization, IGAD. Since the commencement of the Mali peace process in mid-2014, the women of Mali pushed for increased representation and participation in the ongoing process, primarily through the Platform for Women Leaders. The Platform undertook a number of activities, including training for women in conflict mediation; sensitization on the preliminary peace agreement; lobbying with political and traditional decision makers. Efforts resulted in an additional eight women from civil society groups joining the original three women among the 50 government delegates in the negotiations⁴. There have nevertheless been concerns that despite these efforts, by and large, the resulting agreement ignored the demands and priorities of Malian women. In spite of this, the Platform persisted in its engagement and convened women to consult and present their priorities for national institutions post-adoption of the agreement.

With regards to the South Sudan processes, three out of the ten persons in the SPLM-IO negotiating team were women, and as a result of national and international lobbying, three women were included in the government delegation - which originally had no women⁵. The IGAD-led mediation believed that inclusion of civil

society was necessary to the process. After a number of attempts, it settled on the allocation of observer status to various ‘blocs’ – including one women’s representative. These blocs also served as witnesses to the signed agreement. The resulting agreement not only has gender-sensitive provisions, but also includes women’s participation in various intuitions for the implementation and monitoring of the agreement. South Sudanese women from across various constituencies have come together in a National Platform for Peace to collectively mobilize and strategize around the implementation and monitoring of the peace agreement.

Source: <https://europa.eu/eyd2015/en/un-women/posts/women-mali-demand-equal-role-peace-accords>
<http://www.icanpeacework.org/wp-content/uploads/2014/06/South-Sudan-FINAL.pdf>

Individual Achievements on 1325 Implementation by Member States and RECs Along the Four Pillars of Participation, Prevention, Protection, and Relief and Recovery

Member States	
Burkina Faso	Participation: - Gender sensitive constitution; - Legislative candidate quota of thirty percent (30%) in place; - Modification of law on status of National Defense Forces to allow the recruitment of women into the army; - Measures to increase women’s participation in peacekeeping forces
	Prevention: Adoption of law on the prosecution of GBV perpetrators
	Other: - A new NAP will be launched in 2016, based on the evaluation of the first NAP. It’s priorities and focus include: stronger commitment by the government to fund the NAP, improving women’s participation in the army, and the translation of all documents related to WPS in all national languages; - Establishment of a Gender Ministry and development of Gender Policy; - Creation of gender promotion units in every ministry and gender monitoring secretariat in every unit of the Army; - Budget for implementation of the NAP, which is in principle financed by the government
Burundi	Participation: - Law securing 30% of women’s representation in parliament (reserved seats); - Special measures to encourage women’s enrolment in the army (10% of women recruited compared to men recruited from all categories); issuance of a decree promoting the recruitment of women in the army. With this measure, the enlistment rate for women increased from 0.0 per cent to 10 per cent (1993-2014); - Increase in women’s representation in peacekeeping deployments

Member States	
Burundi	Prevention: • Adoption of laws on GBV; • Revision of the Penal Code for the implementation of UNSCR 1820
	Protection/Promotion: • Over 1,200 members of the army have received gender training in 2015; • Over 70 trainers of trainers received training in the army since 2009;
	Other: • Creation of an inclusive steering committee comprising all ministries and civil society; • Establishment of gender focal points in all Ministries
Central African Republic	Protection/Promotion: • Creation of a special police corps for the protection of women and girls • Creation of women's platform, Planete Femme to drive efforts at local sensitization on the outcomes of the Bangui Forum and wider communication on women's priorities and issues • Training of over 100 women in mediation, leadership, and reconciliation
Central African Republic	Participation: • Of the approximate 4,000 Central Africans who participated in the local popular consultations following the 2014 ceasefire agreement, 35-40 per cent were women • Participation of 120 women, from the more than 600 representatives, attending the Bangui Forum on National Reconciliation in May 2015; • Establishment of 25-member follow-up committee, including 7 women, to implement the recommendations of the Forum • Creation of a national database of women for potential leadership roles in decision-making bodies of the Government
Côte d'Ivoire	Relief/recovery: • Project providing economic assistance from 2008-2012 for displaced women to carry out income generating activities, benefiting 183 women's groups • Women and Development Fund set up in 2000, refocused in 2013-2014 to provide women affected by the post-election crisis with assistance to strengthen entrepreneurship • Support Fund for Women of Côte d'Ivoire set up in 2012 by the Presidency to facilitate access to financial resources for women in rural and urban areas • National Development Plan integrates gender
	Promotion/Protection: • Establishment of a platform for social cohesion and peace by the Ministry of Solidarity, Family, Women and Children in the western regions (areas particularly at risk) to enable women to play a peacebuilding and conflict resolution role; • 2014 Guidelines for the reception by courts of victims of SGBV; • Opening new courts and setting up information booths and guidance in eleven (11) pilot courts

Member States	
	Prevention: • Early warning mechanism established to monitor violence against women during elections; • Strengthening of the legal framework on GBV through the completion of the review of the legislative framework, including the Penal Code and the Criminal Procedure Code; Participation: • Establishment of “The Truth and Reconciliation Commission”, which includes 4 women out of 11 commissioners, a proportion of 36%; • Organizations of awareness campaigns to encourage the nomination of women in various elections • Dissemination of the first volume of a compendium of skilled women to decision makers Others: • National Council for Women installed and the first consultation was held in March 2015; • National Observatory of Equity and Gender created;
Democratic Republic of Congo	Participation: • Measures to increase the participation and promotion of women in the army; 3 women appointed at the rank of general and many others achieving more senior positions; Prevention: • Adoption of a plan for combating GBV, as well establishment of an implementation committee; • Formulation of a plan to combat children’s enrolment in armed groups; Other: • Creation of multi-stakeholder technical working group to facilitate collaboration; • Ministry of Defense has developed strategic plan for implementation of UNSCR 1325;
The Gambia	Protection/Promotion: • Incorporation of gender based violence into the police training curriculum; • Training and sensitization of over thirty women leaders and local authorities on UNSCR 1325 and conflict prevention to allow them to serve as community mediators in conflict prevention and peace-making, within their various communities; Prevention: • Focus on prevention, alternative dispute resolution and mediation; particularly looking at community/localized conflict, land related conflict; • Law passed banning and penalizing Female Genital Mutilation Other: • Establishment of a National steering committee for the coordination of NAP implementation;

Member States	
Ghana	Protection: • Sensitization of security sector institutions Other: • Broadening the base of actors working to implement the NAP, specifically encouraging private sector corporate social responsibility support
Guinea	Participation: • Measures to enhance representation of women in public services; increase in the number of women in public administration; • Legislated candidate quotas (30%) for parliamentary elections in place; Prevention/Protection • Training of more than 2,000 members of the police on prevention and protection against sexual violence; • Addressing GBV in the context of emerging public health emergencies such as Ebola; • Civil society initiatives such as the creation of monitoring committees during electoral periods • Mobilization of women, particularly in rural areas, annually through commemoration of UNSCR 1325; Other: • Capacity building of 1200 public officials on gender responsive budgeting; • Creation of a gender unit in the Ministry of Planning
Guinea Bissau	Protection/Promotion: • The Ministry of Interior has established a specialized department of gender within the police to enhance the coordination of gender mainstreaming in the country's security institutions; • Training of military, police and other security forces on the protection of women's rights, the incorporation of a gender perspective in the implementation of their mandates and the implementation of disarmament programs and reduction of excessive military expenditure; • Exclusion of perpetrators from the benefits of any measures of amnesty; • Provision of financial support to local women's peace initiatives, Relief/recovery: • Human Rights and Gender was mainstreamed into the second generation of poverty reduction strategy paper of the Government (DENARPII) and into the Priority Action Plan of the DENARPII and the Public Investment Programme Prevention: • A draft law on domestic violence was finalized and adopted in 2011; Other: • A National Steering Committee for the implementation of SCR 1325 has been set up;

Member States	
Liberia	Participation: • Gender Equity Bill passed; • Increase in women's representation at the Supreme Court level (40%); • Increase in women's representation across security institutions (31% in the Bureau of Immigration and Naturalization; 17.6% in National Police; and 3.4% in Armed Forces) • Skills training, business development and micro-loans programs for women and girls Prevention: • Development and implementation of a crime prevention policy; • Establishment of an SGBV unit at the Ministry of Justice; • Establishment of women and children protection section at the Liberia National Police Force; • Creation of rape observatories across communities; • Construction and operation of regional security hubs; Protection/Promotion: • Development and implementation of National Gender Policy; • Development and Institutionalization of National Security Strategy; • Implementation of policy to achieve 20% women's representation in security institutions; • Establishment of community protection committees across the country; • Deployment of county attorneys and public defenders across the country; • Establishment of Gender Offices in all counties; • Establishment of women's peace committees in local communities; • Deployment of gender focal points across line ministries and agencies; • Creation of a UNSCR 1325 Unit within the Ministry of Gender
Mali	Participation: • Establishment of International Peacebuilding Centre in Bamako to promote women in peacebuilding; • Training of 50 mediators for women's participation in the peace process; • Formulation of laws on gender promotion and quotas Prevention: • Translation of all documents related to WPS to reach women in rural areas; • Training of local community leaders and radio presenters on conflict management, peace building and participation in the peace process; • Development and broadcasting of radio messages on women's contribution to peace and participation in the implementation of the peace agreement Recovery/Economic empowerment: • Establishment of women's fund to support income generating activities and promote entrepreneurship, identification of projects

Member States	
	Other: • Creation of monitoring committee chaired by the Minister of Gender and gathering all public institutions, CSOs, as well as technical and financial partners; • Budget for the NAP elaborated; • Establishment of local networks; • Design of enhanced system for data collection;
Namibia	Participation: • Efforts to ensure a “critical mass” gender representation in security sector; • Establishment of a Gender Unit in the Ministry of Defence to lead on implementation of UNSCR 1325 in the security sector and peacekeeping forces; • Namibia has 29% of women in peacekeeping deployments, the highest figure in SADC; • Deployment of women of all ranks of military and police in AU/UN peace support operations; • Expansion of the role and contribution of women in UN field-based operations, especially among staff officers and military observers; • Improvement of sex-disaggregated data for the security sector; • Establishment of a Defence Centre of Excellence Prevention: • Institutionalization of gender-responsive budgeting (GRB) by Cabinet as part of the budgeting process; included for the first time for the 2015/6 cycle; • Development of GRB guidelines and training in gender mainstreaming for all ministries and agencies Other: • Revision of National Gender Policy to integrate UNSCR 1325, as well as National Gender Plan of Action with dedicated cluster on peace, security, and disaster management; • Roll out of a coordination mechanism for implementation and monitoring of the Action Plan
Nigeria	Participation: • Establishment of sector-specific gender policies for the Nigerian Police and the Independent National Electoral Commission; • Undertaking of research with partners on conflict in target areas, with an emphasis on women’s preventative and resolution interventions; Protection/Promotion: • Carrying out of an IDP Charter of Demands; • Capacity building for over 30 civil society representatives on UNSCR 1325; • Commissioning of research on ‘The Gender Dimension of Social Conflicts Armed Violence and Peace Building’ to lead to policy issues • Training of senior Ministry of Gender staff on peace and conflict issues

Member States	
Nigeria	Prevention: • Passing into law of Violence Against Persons (Prohibition) Act; • Training of ex-militants on violence against women; • Establishment of Gender Unit in the Army; Zero-tolerance policy to sexual exploitation and abuse; Other: • Merging of National Steering Committee and National Monitoring Committee for UNSC 1325; • Development and testing of monitoring template to facilitate monitoring and reporting on the 1325 NAP
Rwanda	Participation: • Increase in overall (military & police) women's participation in peace support operations from 0.4% to 2% over the last 4 years; • In 2014, however, women represented 1% (81 in number) of the total Rwandan soldiers in peace support missions; • Constitutional provisions for reserved seats in parliament; representation highest globally; • Increase in women's representation and participation from 2008-2013 across both houses of parliament, Cabinet, Supreme Court, Ambassadors, Mayors, Governors, and Councils; • Women's representation in correctional services at 13% Protection/Promotion: • Putting in place of holistic services for SGBV victims, including One Stop Centers (OSC) that provide comprehensive free services to victims of GBV and Maisons d'Access a la justice (MAJ) • Organic Budget Law includes Gender Responsive Budgeting (GRB) as part of the budgeting process; provides for a "Gender Budget Statement" as a mandatory annex of the Budget Framework Paper to be submitted to both chambers of Parliament. Other: • Budget allocation to gender machinery almost doubled from 2012/3 to 2013/4; constitutes approximately 0.11% and 0.24% of the national budget over the same period; • Establishment of Steering Committee mechanism which drives implementation planning, composed of both government entities and civil society; quarterly reporting by lead Ministry (Gender)
Senegal	Participation: • Adoption in 2010 of gender parity for candidates for elected positions; • Significant increase in women's participation in the National Assembly as well as tripling women's participation in local government after June 2014 local elections (from 15.9% in 2009 to 47.2% in 2015); there are also 13 women mayors and 2 presidents of the county council;

Member States	
Senegal	• Women are organized in local networks and are participating in all steps of negotiation, conflict resolution, and peace building in the Casamance region. Prevention: • Establishment of National Cell for the Fight against Trafficking in Persons, Especially Women and Children (CNLTP) under the authority of the Prime Minister and administratively attached to the Ministry of Justice; • Establishment of Ginddi Center that provides early warning of SGBV cases as well as services; • Finalization of National Action Plan for the prevention and management of GBV; adoption of standard operating procedures • National Action Plan to accelerate the elimination of Female Genital Mutilation/ Cutting (FGM/C) combined with the Strengthening Program of the Communities Capacity Strengthening Program, leading to decline in the prevalence of FGM from 28% to 25% between 2005 and 2014 • Adoption of Directive in 2013 instructing ministries to mainstream gender into sectoral interventions; systematic integration in all government institutions and their programs; • Adoption of 10-year gender strategy for the Armed Forces; • Development of National Development Vision/Plan with a strong gender focus; Operational: • Adoption of collaborative approach towards implementing the NAP, involving the Ministry of Gender and the Ministry of Defence, CSOs, academics, and regional and international organizations
Sierra Leone	Participation: • Affirmative action of the Sierra Leone Police to accelerate promotion of women in the police force; • Increased participation of women in peacekeeping operations, particularly in the police components; • Establishment of Rural Women Security Networks and advocacy for the inclusion of women in security sector architecture Prevention: • Adoption of National Action Plan on GBV 2010; National Referral Protocol on GBV 2010; • Passing of Sexual Offences Act 2012; • Ratification of the Maputo Protocol; • Establishment of 'Saturday courts' to fast-track SGBV cases; • Creation of women's Situation Room during 2012 elections • Development of Localization Guidelines on integrating women, peace and security issues into the local legislation process/development planning process in local councils; • Training on gender and security sector for women at grassroots

Member States	
Sierra Leone	Other: • Reporting and monitoring on the full implementation of NAP has been done by CSOs; partly done through the AU Heads of State Solemn Declaration report; • Transformation of the National, Regional and District Taskforces into Steering Committees for the implementation of the NAP; • Establishment of collaborative, participative and inclusive implementation mechanisms, including joint implementation with CSOs; • New NAP which will be adopted in 2016, will be integrated into the development plan and include emerging issues like health and economic emergencies like Ebola
Togo	Participation: • Appointment of four women out of eleven as commissioners in the Truth, Justice, and Reconciliation Commission; • Appointment of woman to head the Ombudsman's Office and Office for Reconciliation and National Unit; • Increase in the participation of women in the defense and security forces and peace-keeping operations; • Institution of changes to the electoral code in 2013 to integrate gender equality and introduce quotas for parliamentary candidates; Prevention: • National policy for gender equality; • Commemoration of all internationally and regionally recognized days on gender and violence against women; • Training workshops and information/sensitization initiatives on gender and women's participation on conflict resolution for ministry focal points; women leaders of civil society organizations; institutions of the Republic, trade unions, political parties, the staff of the Togolese Armed Forces and security, media, and religions/traditional authorities; • Translation of key documents in local languages; • Transmission of radio programs Other: • Establishment of multi-stakeholder committee on NAP
Uganda	Participation: • Women's presence in peace committees at various levels; • Representation of women on the Parliamentary Committee on Peace, the Amnesty Commission, the Human Rights Commission, the Disarmament Committee, among others; • Of the 52 officers serving in various UN Missions (Liberia, South Sudan, and Côte d'Ivoire), 12 or (23%) are women;

Member States	
	Prevention: • Establishment of GBV Reference Groups on thematic areas; • Establishment of a National Focal Point on small arms and light weapons; • Establishment of the Police Family Protection Units; • Decentralized medical services at the grassroots levels for GBV survivors and their families; guidelines for creation of GBV shelters • Passing into law, and dissemination of, Prohibition of Trafficking in Persons Act 2011; • Development of FGM regulations;
Uganda	• Revision of Uganda Gender Policy (2007), the National Plan of Action on Women (NAPW) (2007) ongoing; • Training for police officers and other key actors as trainers on prevention and response to GBV; • Dissemination of the FGM guidelines in practicing districts; • Dissemination of Standard Operating Guidelines(SOPs) for psychosocial support services to GBV victims/survivors; • Trainings on disarmament conducted for women leaders in Karamoja region; • Training on early warning and early response for women's groups; • Training of medical personnel and social workers in trauma management and sensitivity in handling sexual violence cases;
	• GBV shelters in Gulu, Mbarara, Masaka and Moroto, Nebbi, Lira & Kween Districts; • Development of a comprehensive Karamoja Integrated Disarmament and Development Programme (KIDDP)
	Relief and Recovery: • Gender mainstreamed in the National Peace, Recovery and Development Plan (PRDP) for Northern Uganda; • Office of the Prime Minister has a national women's task-force on gender responsive Peace, Recovery and Development Plan
	Other: • Coalition of CSOs monitors implementation of the NAP

RECs	
ECOWAS	Participation: • Capacity building initiatives for women in mediation and dialogue; • Development of guidelines for mediators on addressing SGBV in peace processes; • Development of a Gender and Elections Framework to serve as a reference guide for promoting women's participation in the electoral process; • Organization of Gender and Election BRIDGE training in Burkina Faso, Côte d'Ivoire, Guinea, Nigeria and Togo; • Pledge by ECOWAS Committee of Chiefs of Defence to allocate specific quota for the recruitment of women into the military and police; • Engagement with regional training centres to encourage and increase the registration of women in peace support training courses. • Engagement in process to develop civilian component of the ECOWAS Standby Force; Promotion: • Creation of African Network of Young Female Leaders in 2009; • Support for development of Guidelines for the Development and Implementation of National Action Plans on UNSCR 1325 and Related Resolutions in 2012; • Creation of network of ECOWAS Female Parliamentarians in 2010; • Establishment of Network on Peace and Security for Women in the ECOWAS Region (NOPSWECO) Prevention: • Mainstreaming Gender into National and Regional Early Warning System; inclusion of women and gender equality as one of the thematic indicators included in the ECOWAS Early Warning and Response Network (ECOWARN); • Promote mainstreaming of gender into peacekeeping; • Joint deployment by ECOWAS Commission and African Union of experts to monitor and report on human rights violations in Mali in 2013; • Collaboration with Training Centres of Excellence and other Regional Training Institutions to develop courses and conduct trainings to enhance protection of women against Sexual Exploitation and Abuse (SEA), Sexual and Gender Based Violence (SGBV) and other forms of violations; Relief and Recovery: • Support for mainstreaming gender into Draft ECOWAS Emergency Management System; • Communique by ECOWAS Ministers of Women Affairs in March 2015 on the mainstreaming of gender into the Ebola prevention and response in West Africa
IGAD	• Establishment of IGAD Women and Peace Forum (IWPF) to oversee and/or monitor the adoption and implementation of the RAP at different levels; • Development of a 10 year IGAD Gender Policy Framework (2012-2020); • Gender-responsive IGAD Peace and Security Strategy

Civil society contributions to UNSCR 1325 Implementation

The previous section on Member States' and RECs' implementation of UNSCR 1325 highlights that in many contexts, civil society has partnered and engaged substantially with governments and regional institutions in the implementation and monitoring of NAPs. In addition to being part of multi-stakeholder/inclusive steering committees and other 'formalized' roles within government-led spaces, civil society have played a significant and proactive role in 1325 implementation. While governments are the ultimate duty bearers as signatories to global and regional commitments, and need to demonstrate greater responsibility and accountability for performance on this agenda, it is critical to document civil society initiatives and good practice in the area of 1325 implementation. In addition to advocacy and support for the development and formulation of 1325 NAPs by governments, civil society have themselves initiated activities in support of 1325 implementation. The below, while not exhaustive, outlines some of the kinds of initiatives that women and women's groups have undertaken in support of 1325 implementation.

Prevention

Women's Situation Rooms (WSR): WSR is a women's groups initiated and led process that mobilizes women and youth to address the particularly gendered nature of electoral violence for women as both candidates and voters. Electoral violence constitutes a major obstacle to women's participation in electoral processes specifically and political participation in general, as well as a broader risk to peace and security within a country and locality. WSRs-with slight variations and contextual adaptations-have been established in a number of countries during elections, including in Liberia, Senegal, Sierra Leone, Kenya, Zimbabwe, Mali, Guinea Bissau, and Nigeria. This process, which has been noted as best practice, involves a wide range of activities that result in women's direct and full participation in ensuring peace and stability in advance of, during, and following elections. It may involve a range of peacebuilding activities, including consultations, trainings, monitoring and advocacy; bringing together women, youth, media, electoral stakeholders, professionals, religious and traditional leaders and institutions to ensure a transparent and peaceful electoral process. These actions lead to the Women's Situation Room where women are involved in peace advocacy, intervention, coordination, political analysis, observation and documentation.

Participation

National and Regional Networks and Peace Platforms: Civil society and women's groups in Africa have demonstrated that they can convene, mobilize, and organize to ensure their active participation in a wide range of conflict prevention, resolution, and peacebuilding activities. This recognition of the importance of strategic and collective agency has resulted in the formation of more permanent and formal platforms for promoting women's participation in the process of preventing and managing conflicts, at various levels. For example, in 2000, the Mano River Women's Peace Network was launched to complement nationally-driven activities to consolidate peace in the sub-region. COCAFEM, also established in 2000, is a regional coalition of women's groups and associations in the Great Lakes that was borne out of the acknowledgement of the regional cause and consequences of conflict in the

region, and the desire of women in the sub-region to play a visible role in conflict management and advocate with national and sub-regional policy makers to address the impact of insecurity on women. These regional networks and platforms are then uniquely positioned to engage with regional institutions who are leading conflict resolution and management processes in the region, as well as engage in cross-border solidarity and action. At a national level, platforms such as Planete Femme in Central African Republic, the South Sudan National Platform for Peace, and the Platform for Women Leaders in Mali, are examples of how women have organized to build consensus on key issues, priorities, and asks and push for their greater participation during the process of peace negotiations, as well as strategize and engage in monitoring and implementation post-agreement.

Rosters of Qualified Women: To complement a number of capacity building measures for women in leadership, mediation, negotiation, and election observation, rosters are being developed at national, regional, and continental level to ensure that Member States, RECs, and the AU have access to qualified women that they can deploy as part of their conflict prevention, management, and resolution efforts.

Promotion/Protection

Centres of Excellence and Research Institutes: A number of centres of excellence, training centres, and research institutes have been established, or added WPS initiatives to their programming. These entities, and both national and regional level, have been involved in WPS research, capacity building, documentation. The Pan Africa Centre for Gender and Development in Senegal, the Kofi Annan International Peacekeeping Training Centre's Women, Peace, and Security Institute in Ghana are examples. These institutions may or may not have a formalized or systematic partnership with government and RECs, but nevertheless have a critical contribution to make in the promotion of the agenda.

Relief and Recovery

Local service providers: Organizations such as SOFEPADI in the Democratic Republic of Congo not only provide (medical) services for victims of SGBV, but also provide economic recovery and income generation support for women. Other local organizations are also involved in providing referral services, including legal aid, micro-credit, and other forms of support to women affected by conflict.

The African Union: Profiling WPS Achievements

Participation

Information on the number of women in senior leadership positions			
Senior leadership position	Total number	Number of women	Number of men
Special Representatives or Envoys	9 SRs	0 SR	9 SRs
	11 SEs	1 SE* *Along with NATO, the AU is the only regional organization to appoint a Special Envoy on WPS (2014)	10 SE
Head(s) of country office(s) / Head(s) of mission(s), outside of organizational headquarters	11	4*	7
Mediators (Panel of the Wise)	5	3	2

*These include AU offices in Chad, Côte d'Ivoire, Madagascar, and South Sudan

- In June 2015, the African Standby Capacity (ASC) Roster was launched to facilitate the identification, recruitment, and regular training of civilian experts in peace support operations, mediation processes and post-conflict reconstruction and development. The mediation pool has three sub-categories: high-level special envoys; process mediators and thematic mediation experts. There are efforts to have a gender consideration of 50% women's representation in the roster selection guidelines whenever possible. This is complemented by various capacity building measures for women in mediation and negotiation.
- Delivery of high level training to over 35 women leaders in electoral observation and dispute mediation over the course of 2015, through the collaboration of the Office of the Special Envoy with two centres of excellence, the Kofi Annan International Peacekeeping Training Centre and the Pan-Africa Centre on Gender and Development.
- Pledge to increase the number of women leading election observer missions during International Women's Day 2016
- Holding of seven Annual Open Sessions of the Peace and Security Council on Women in Armed Conflict/ UNSCR 1325 since 2010

Prevention

- Testing and roll out of Code of Conduct for peacekeepers in AMISOM; Sexual Abuse and Exploitation Policy put in place
- Development of a gender training manual for peacekeepers
- Continental Early Warning System
 - Identification of CSOs from the five regions of Africa, including those working with women's groups,

that can engage in the sharing, exchange and dissemination of information and analysis on potential, on-going and post-conflict situations in Africa. Ongoing efforts to develop a common platform for these CSOs to share information with CEWS and discuss thematic issues such as gender and conflict prevention.

- Utilization of gender-specific structural indicators when collecting structural data for the purpose of assessing the vulnerability of countries to conflict escalation.
- Inclusion of a separate gender indicator as part of weekly reporting from Field Missions and Liaison offices. Responses are used for long term trend analysis that are included in CEWS Early Warning Reports
- Inclusion of questions that are disaggregated by gender and include questions on the extent and numbers of sexual violence cases as part of incident reporting

Protection

- In line with its “zero tolerance policy” and its commitment to addressing Sexual Exploitation and Abuse (SEA), the Commission established an Independent Investigation Team to look into allegations of SEA by personnel of the AU Mission in Somalia (AMISOM) in late 2014. The team conducted investigations into the 21 allegations contained in a Human Rights Watch report between November 2014 and February 2015, and the report with the key findings and recommendations was released in April 2015 by the AU Commission Chairperson
- The AU Commission of Inquiry report for South Sudan investigated specific gender based violations and abuses and took into consideration gendered aspects of truth, healing, reconciliation and reparations in its recommendations
- Development of mission-specific protection mandates for peace support operations
- Formulation of guidelines on gender mainstreaming in DDR and SSR for Field Missions and relevant AUC departments

Other

- The Special Envoy has been on solidarity missions to a number of conflict affected and post-conflict countries, including South Sudan, Nigeria, Central African Republic to meet with women’s groups and organizations and provide visibility and advocacy for their concerns. She has also supported the launch of women, peace, and security fora in the Sahel and IGAD regions.
- The African Commission on Human and People’s Rights also has also established a Special Rapporteur on the Rights of Women since 1998 whose mandate includes serving as the focal point for the promotion and protection of the rights of women in Africa as well as undertaking promotional and fact-finding missions to disseminate the human rights instruments of the African Union and to investigate the situation of women’s rights in the countries visited. Since 2000, the various mandate holders have undertaken over 10 country missions.

The AU Commission has launched a five-year Gender, Peace, and Security Program (2015-2020). This program oversees and supports gender mainstreaming across the African Peace and Security Architecture through a network of Gender Focal Points at the Commission as well as within Liaison Offices and Missions, and within RECs. With regards to the AU’s post-conflict reconstruction work, it supports the development of gender-sensitive economic recovery strategies for post-conflict countries. It supports financially and technically, the engagement of women in a number of dialogue processes,

as well as generally providing support to women's networks, including a recently established regional network - with ICGLR - for peacebuilding and mediation bringing together women from Burundi, DRC, CAR, and South Sudan.

Challenges to Implementation

While there are country and region-specific challenges to greater implementation of the women, peace and security agenda, Member States and RECs share a number of cross-cutting issues and challenges. The most referred to challenge is the issue of sustainable and adequate funding for implementation and monitoring. Others include a lack of strong systems for capturing lessons learnt and statistical capacity for enhanced reporting and accountability; coordination and leadership at the national level including the imperative of bringing the Ministries of Gender and Defense closer together; and addressing emerging issues such as violent extremism, climate change, and irregular migration and displacement as part of a broader women, peace, and security agenda.

Adverse impact of conflict: A number of Member States are faced with a fragile peace, ongoing conflict or threat of relapse. This may be widespread or localized - such as specific land or territorial disputes. This not only threatens the security of women, broadly defined, but also provides poor conditions to continue programs and initiatives to advance the agenda. Indeed, it can result in the roll back of gains made previously. Operationally, it may mean the unavailability of government funding for initiatives and/or suspension of funding by partners for programming; poor conditions for women's public participation; weak institutional leadership or prioritization to drive the agenda, among others. In some instances, this is compounded by the emergence of new security challenges such as violent extremism, public health emergencies, electoral violence and constitutional crisis, and climate change, among others. The rise of violent extremism, and its impact on the enjoyment of women's rights, movement, and security is of particular concern. These new security challenges were not envisaged at the time most of the NAPs were formulated, and not only affect women's security adversely, but also necessitate new thinking and action by all actors.

Poor 'decentralization' and localization: With a few exceptions, Member States have been challenged in terms of grassroots impact and sensitization. This is to some extent due to the limited coverage and reach of services, programs, and initiatives- either due to financial constraints, inaccessibility or vastness of territory, or some combination of the three. Moreover, while the machinery and infrastructure for implementation is relatively strong at the national level, it remains poorly decentralized, with a lack of local-level institutional machinery and planning for implementation. Sierra Leone, and Burundi are exceptions, with national government developing localization guidelines to assist local administrations in implementing 1325 NAPs within their planning and budgeting processes. In Uganda, local action plans on WPS have been formulated by local government in some regions⁶. This, and inadequate efforts to translate WPS documents into local languages, has led to limited awareness of the NAP and UNSCR 1325, as well a lack of synergy and

“While there are country and region-specific challenges to greater implementation of the women, peace and security agenda, Member States and RECs share a number of cross-cutting issues and challenges.”

coherence of actions on the ground with wider initiatives at national levels.

Lasting harmful stereotypes and attitudes around gender roles: Despite the normative and institutional measures put in place by Member States, impact, practice change, and broader societal transformation is hampered by persistent attitudes and cultural beliefs and structural conditions which are not conducive to the agenda and maintain women's insecurity. While there is increasing recognition of the need to engage men, there is still very little in the way of broadening the agenda to tackle and discuss issues of masculinities as well as inadequate attention to the need to address institutional cultures and deeply embedded patriarchal attitudes.

Weak integration with wider national policies: Member States have put in place multi-stakeholder coordination mechanisms with leadership at a national level through Ministries of Gender. Progress has been made - in particular - in bringing the Ministries of Gender and Defence together in a more collaborative manner. This has also been evidenced with Ministries of Planning/Development. Nevertheless, beyond this, there has not been deeper integration and streamlining of NAPs into state institutions, so that they own its implementation. The challenge of stand-alone gender policies vis-à-vis other national policies (in particular security and development policy) has hindered greater effectiveness. The WPS agenda has largely remained one that focuses on women's physical security, and to some extent political participation, but a broader conceptualization is necessary for women to fully enjoy a holistic conceptualization of what it means to be 'secure'.

Weak data collection, monitoring systems, and research: Some Member States have not elaborated a formal monitoring mechanism for their NAPs, while others lack statistical capacity and systems for data collection. There is also a dearth of (gender disaggregated) baseline data from which to assess the impact of interventions and actions, and provide empirical evidence for successful initiatives and actions. Aside from statistical capacity, broader documentation and capturing of lessons learnt and good practices has not been strong. Locally-led research to assist and inform policy-makers has also been limited.

Inadequate and unsustainable resourcing for implementation: Despite considerable efforts to develop NAPs, lack of dedicated funds for the implementation of programs, plans, and policies and poor resourcing of implementation entities remains a major constraint. Specific and attributable funding or budgetary allocation for implementation from the national budget has largely been non-existent, with strong reliance on partner or external funding. Community projects are also challenged with regards to replication or scale up because of sustainable financing. The level of support for women's organizations remains limited, despite the fact that women at the grassroots constitute real agents of change, and strengthening local women's organizations and structures in conflict and post-conflict settings is critical for peacebuilding.

Limited linkage between RAPs and NAPs. RAPs remain limited in their scope, and coordination and synergy with NAPs is weak.

Opportunities for Enhanced Implementation

Global Review Processes, with particular emphasis on the Global Study on UNSCR 1325: Over the course of 2015 and the beginning of 2016, a number of review processes were undertaken globally of importance to the WPS agenda, including on peace support operations, peacebuilding,

disaster risk reduction, and humanitarian action. Of most immediate relevance is the Global Study, which set out a number of recommendations with implications for funding, programming, and partnerships on the WPS agenda globally and national. The Global Study in particular emphasizes the importance of addressing the financing challenge facing the WPS agenda, and pushes for the adherence to the 15 percent funding allocation to gender equality programming, as part of peacebuilding funds as well as establishing the Global Acceleration Instrument to provide more direct and adequate funding to women's organizations at the forefront of conflict prevention locally. UNSCR 2242 emphasized the need to ensure the participation and leadership of women's organizations in devising strategies to counter terrorism and violent extremism as part of the UN strategy and response to violence extremism as outlined in the Plan of Action to Prevent Violent Extremism, as well as calling for adequate funding to this end.

Peace and security partnership between the United Nations and African Union: The enhanced partnership, both strategic and operational, in the area of peace and security between the United Nations and the African Union provides an opportunity for greater synergy in the area of institutional WPS policy and practice and support to Member States.

Agenda 2063 and Silencing the Guns by 2020: The flagship project of Agenda 2063 presents the impetus for enhanced political will to end conflict across the continent, while complemented by efforts to strengthen preventative capacity through enhanced early warning and structural vulnerability assessment tools and engagement in resolving conflict - including electoral conflict-before escalation through a variety of measures. Regional institutions have also demonstrated greater willingness to push for greater accountability, and end impunity, for SGBV and SEA- the Hissène Habré trial, AU Commission of Inquiry on South Sudan investigations and its related recommendations, and Inquiry into Sexual Exploitation and Abuse (SEA) in AMISOM being precedents.

Global and regional development agendas and national statistical capacity: A large part of the emphasis on Agenda 2063/2030 implementation has been on strong national statistical systems to monitor progress nationally. As such, the development community is devoting substantial energies and resources to strengthening national statistical capacity and systems. This affords the WPS agenda greater opportunity to incorporate WPS into existing national surveys or data collection mechanisms, providing wider national-level data for monitoring and reporting purposes. This would allow countries to streamline and harmonize data for various national reporting requirements as well as assessing impact of interventions. In addition to statistical capacity, Agenda 2063/2030, and the alignment of WPS with broader development planning potentially opens up opportunities to innovative development financing mechanisms.

Growth of programs, centres of excellence, and research institutes at regional and national level engaged in WPS research and capacity building. This has the potential of generating more locally driven, and action/solution-oriented research; consistent engagement with policy makers; enhanced documentation and evaluation of policy interventions; and establishment of partnerships and support to government and regional institutional efforts.

Establishment of multi-stakeholder regional WPS fora: While incipient, these fora, which bring together national actors from across sectors in a given region have the potential to bring greater coherence and synergies between national and regional priorities and actions.

III. Conclusions and Recommendations

Conclusion

Africa has made progressive and significant normative strides with regards to the WPS agenda, at continental and regional levels. UNSCR 1325 has not only been domesticated on the continent, but elaborated and further developed. This being the case, currently only a third plus one of AU Member States have put in place NAPs to drive implementation nationally of these commitments. Implementation has been slow, ad-hoc/uneven, and largely limited to process outcomes. At a regional level, despite many ongoing discussions, only two (2) RECs have adopted RAPs. This report

recognizes that some regions, such as SADC, have used regional instruments to guide their Member States development of NAPs. There have also been other regional efforts through various country consortia within a sub-region or efforts through regional civil society and centres of excellence. This institutional

This institutional experimentation and diversity of approaches to driving the WPS agenda needs to be acknowledged. The need for a robust, results-based monitoring and accountability tool at the continental level has been clearly recognized however.

To a large extent, gains in Member States have been around instituting legal and institutional measures, with some progress around changes in practice and impact for women.

experimentation and diversity of approaches to driving the WPS agenda needs to be acknowledged. The need for a robust, results-based monitoring and accountability tool at the continental level has been clearly recognized however. It is envisaged that once rolled out, the continental results framework and this initial and subsequent reports will form the basis of dialogue with

and between Member States and RECs and other regional groupings and mechanisms that can facilitate greater implementation and enhanced advancement of the WPS agenda in Africa.

This report has made an initial attempt to capture the level of implementation of UNSCR 1325 across Member States and RECs with APs. To a large extent, gains in Member States have been around instituting legal and institutional measures, with some progress around changes in practice and impact for women. More broadly, there has also been a large push to ensure gender-sensitive constitutions and gender

There still exists consistently high rates of violence against women and girls in conflict situations, as well as post-conflict settings and poor access to justice; extremely low levels of participation of women in formal peace processes and political settlements; and weak support to women's economic recovery and empowerment in post-conflict settings.

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Member States have on the whole put in place enabling macro level conditions in the form of laws, policies, programs, and institutional measures for driving implementation of NAPs. Nevertheless, monitoring and financing has been weak. Leadership and coordination have been significant factors in strong implementation, and greater synergies and coherence between line ministries, in particular ministries of defense and ministries of finance/planning with ministries in charge of gender have been found to be critical for deeper impact.”

equality provisions within national laws and policies. There still exists consistently high rates of violence against women and girls in conflict situations, as well as post-conflict settings and poor access to justice; extremely low levels of participation of women in formal peace processes and political settlements; and weak support to women's economic recovery and empowerment in post-conflict settings.

- **Prevention:** Member States have either amended or passed legislation around the prevention of SGBV. Policies and action plans, many multi-sectoral, have been developed to combat SGBV, and these have established services and guidelines for service providers and front line officials including police. Challenges around prevention include the coverage of, and resourcing of, comprehensive services across the country, as well as continued attitudes and behaviors within law enforcement and communities which hamper the combating of SGBV.
- **Participation:** Gains have been registered in the area of political participation, particularly in parliamentary representation. The highest gains in this area have been in Member States that have put in measures to reserve seats, less so in Member States that have instituted candidate quotas, and with very little impact in the case of Member States with voluntary party quotas. This points to the ongoing negative attitudes and prohibitive environment for women's political participation, not just within political parties, but within society as well. While parliamentary participation is key, attention needs to be refocused on participation at all levels and spheres of decision-making and public life - including the judiciary, executive and foreign service, private sector, and at local levels - as well as the impact of increased participation on socially equitable policy formulation and institutional practice. With regards to the security sector and peace-keeping, progress has been notable with regards to the police force, with recruitment and deployment of women in the military remaining very low. Beyond institutional participation, deeper reforms which look at shifting security thinking and practice are key. Participation in peace processes and political settlements remains significantly poor.
- Protection and relief and recovery have seen the least progress. Access to justice and remedies for women remains difficult, and progress on addressing broader structural inequalities facing women is still poor. With an increasing focus on peacebuilding approaches and sustaining peace, however, greater emphasis is being placed on efforts to economically empower women.
- Member States have on the whole put in place enabling macro level conditions in the form of laws, policies, programs, and institutional measures for driving implementation of NAPs. Nevertheless, monitoring and financing has been weak. Leadership and coordination have been significant factors in strong implementation, and greater synergies and coherence between line ministries, in particular

ministries of defense and ministries of finance/planning with ministries in charge of gender have been found to be critical for deeper impact.

- With regards to the two RECs, ECOWAS has managed to implement a number of wide ranging initiatives across the various pillars of UNSCR 1325. IGAD has elaborated its program and initiatives vis-à-vis its RAP, but has been challenged with resourcing for implementation - particularly with regards to supporting its Member States to develop NAPs.

Recommendations

At the national level:

- Support the development and adoption of more NAPs - whether integrated or stand-alone - as well as facilitating resource mobilization for existing plans and programs. Encourage greater investment in and resourcing of implementation institutions in order to strengthen and move commitments into actionable result; increasing the proportion of domestic resourcing for WPS vis-à-vis external funding.
- Integrate 1325 NAPs with broader development planning - including on Agenda 2063/2030 to access funding and ensure coherence and synergy
- Bring the Ministries of Gender and Defense closer together
- Develop predictable, accessible, and flexible funding mechanisms and instruments for local women's organizations and networks
- Support national statistical bodies in incorporating WPS into existing national surveys or data collection mechanisms, providing wider national-level data for monitoring and reporting purposes. This would allow countries to streamline and harmonize data for various national reporting requirements as well as assessing impact of interventions
- Increase documentation of good practice on WPS nationally
- Interrogate and incorporate responses to emerging challenges such as irregular migration and displacement, pandemics and public health emergencies, climate change, constitutional crises in WPS action
- Focus on early warning and conflict prevention. This also necessitates addressing of root causes, such as marginalization, lack of opportunity, and the concentration and centralization of power. Women at the local level are already engaged in efforts to identify and resolve potential conflict, set up peace and dialogue committees, monitor and analyze situations and mediate as necessary. Better integrate local early warning initiatives in national level early warning/situation rooms. This moreover calls for a holistic approach to conflict prevention, including a focus on inclusive socio-economic development and governance reforms and the creation of opportunities and elimination of marginalization and disenfranchisement.
- Encourage Member States to take up the AU developed structural vulnerability assessment tool, ensuring that the assessment process is inclusive and gender sensitive
- Ensure greater localization and grass-roots sensitization of the WPS agenda, through a range of measures including dissemination of key WPS documents in local languages, engagement with traditional and religious leaders, and support to local administrations and planning processes

At the regional level:

- Ensure the full functioning and resourcing of regional WPS fora and platforms to enable them to play a greater role in advocacy, oversight, and implementation of the agenda regionally, as well as generate collective thinking about dealing with country level challenges. Such alternative structures and processes can be more responsive than merely pushing for participation in existing structures and processes
- Support the development of regional plans which not only mainstream gender internally within the regional organization's peace and security architecture, but also emphasize coherence and synergy with NAPs, and implement regional level programming through identification of high-impact flagship projects
- Build and network a critical mass of centres of excellence and research/academic institutions engaging in WPS research and capacity building

At the continental level:

- Support inter-regional learning and exchange by establishing a continental platform for regional WPS forums and institutions
- Institute enhanced data collection and results-based reporting of the state of gender mainstreaming within the African Peace and Security Architecture and African Governance Architecture;
- Establish a one-stop information and knowledge hub on the state of WPS in Africa; develop a research and empirical agenda for WPS in Africa which engages women horizontally across practitioner, research, and activist/civil society sectors
- Develop and roll out an accountability/monitoring mechanism on WPS performance at all levels; streamline and harmonize reporting procedures for Member States
- Ensure greater integration and complementarity between various continental level reporting mechanisms and monitoring tools on gender; support the further development of peace and security indicators into tools such as the Gender Scorecard
- Ensure gender analysis and disaggregated data are integrated in PSC country-specific and thematic briefings as well as to the report to the AU Summit; PSC field missions and other preventative missions and field visits meet systematically with women's groups and constituencies.
- Increase the deployment of women and election observers and Mission Heads for Election Observation Missions. Provide in-depth gender analysis of candidates and voters, as well as relevant policies and legislation and environment for women's political participation in elections. Reports should also note acts of violence against women who engage in politics, as well as responses and steps to address such incidents. Engage more strategically with Women's Situation Rooms. Electoral assistance efforts should also engage electoral bodies in discussions around women's participation and representation.
- Ensure and enhance demand and utilisation of women mediators rosters.
- Fast-track the operationalization of the African Forum of Women Mediators, undertake advocacy within the Commission, with RECs, and with Member States, to ensure trained women are increasingly deployed in a range of conflict prevention and resolution capacities.
- Provide the necessary political leadership to 'Silence the Guns' across the continent; ensure post-conflict reconstruction and peacebuilding efforts include well-resourced gender programming which focuses on women's economic empowerment and agency
- Ensure mediation and good offices processes led by the AU have well-defined Terms of Reference

which include ensuring women's participation and inclusion of gender-sensitive concerns and have access to gender expertise. Build capacity of mediators and teams on the importance and how to of inclusive processes. Advocate and collaborate with RECs on the same.

- Make accountability and addressing impunity for sexual and gender based violence and exploitation a priority - using all the tools at the Peace and Security Council's disposal. Moreover, the Council should adopt the zero tolerance policy and the protection of civilians guidelines, engage more deeply with TCCs, including to encourage more pre-deployment training for troops and the deployment of more women in contingents, and follow up on the 2015 Investigation Report on Sexual Exploitation and Abuse in AMISOM, as well as other forms of accountability. The Council should also advocate for greater take-up of the Kigali Principles on the Protection of Civilians

At the international level:

- Engage donors and partners to generate increased funding for the WPS agenda, with a focus on meeting the UN 15 percent target
- Incorporate WPS as part of the agenda for joint AU PSC-UNSC meetings and engagements, as well as broader desk-to-desk exchanges
- Incorporate and advocate for uptake of good practice from various country experiences-such as Somalia's community based neighborhood watch pilot initiative-in women's participation and leadership in countering violent extremism
- Provide support for Women's Situation Rooms as part of conflict prevention initiatives, their replication and sustainability, as well as incorporation of lessons learnt on existing models
- Recognize and support women's observer and advisory role in peace processes, while pushing for greater direct participation. Ensure observer and advisory groups complement and do not substitute efforts towards direct participation.



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Endnote and Acknowledgements

Soon after my appointment as Special Envoy on Women, Peace and Security of the Chairperson of the African Union Commission, H.E. Dr. Nkosazana Dlamini-Zuma, I had the opportunity to serve for six months on the AU Commission of Inquiry on South Sudan. While I have observed over many years the displacement and suffering of women in various conflict situations across the continent, the case of South Sudan brought to the forefront the immense deficits in the prevention of violence against women and girls and their protection in times of conflict. Solidarity missions to women in other parts of the continent, such as in the Central African Republic, Somalia, Northern Nigeria, Sahel, Great Lakes Region, all come with the same outcry for action and delivery on commitments.

This report stems from the desire to heed this call and galvanize all stakeholders towards the establishment of a mechanism that enables regular examination of the status of the women, peace and security agenda on the continent and a conduit for ensuring delivery and accountability on the commitments to transform the conditions of women and girls on the continent.

This report is the result of a process of consultations by my Office with AU Member States, women's groups, AUC departments, partners and experts strengthened by further research and internal exchanges. Special mention is extended to the first consultation with women's groups and experts that led to the submission to the PSC session of December 2014 that paved the way for the endeavor to develop and monitoring framework. In this process, the Peace and Security Council provided valuable guidance for subsequent work. My appreciation goes to the Office of the Chairperson, the Department of Peace and Security and other AUC departments that have continued to provide support to my office since its inception.

I would also like to recognize the support of UNWOMEN, in particular the Executive Director, Dr. Phumzile Mlambo-Ngcuka and the UNWOMEN Peace and Security Section that has provided technical and financial support that has enabled my office to embark on this endeavor. Appreciation also to the UNDP Regional Service Centre for Africa that supported the consultative meeting with Member States and RECs and provided the drafting team and rapporteur of the meeting and to the Office of the UN Special Adviser on Africa (OSAA) that has co-organized a number of high-Level sessions as part of the roadmap to develop the continental results framework.

Thanks go to the team in my office, in particular Ms. Semiha Abdulmelik, Gender Policy Officer, who has developed the initial report from the consultative meeting with Member States and RECs with further research, and Dr. Butera Jean-Bosco, Special Adviser and Chief of Staff who coordinates the activities of the Office.

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It is my hope that this initial report serves as an important step in understanding the current state of implementation of WPS commitments at all levels in Africa; identifying key achievements and outcomes as well as major challenges; and providing impetus for greater implementation and accountability on WPS agenda, including through the UN Secretary General Annual Report on UNSCR 1325. This is only a first step. There is need to capture results and impact, and engage on the ground and with all stakeholders in the process of measuring true delivery. My Office hopes to validate and finalize the continental results framework over the third quarter of 2016. It will be subsequently rolled out, and capture results and impact and engage more deeply with Member States, RECs, and women's groups in the process of monitoring performance and pushing for enhanced implementation on the WPS agenda. We count on continued collaboration, partnership and support in this endeavor.

Mme Bineta Diop

Special Envoy of the AUC Chairperson on Women, Peace and Security



Annex

Press Statement of 476th PSC meeting with the theme: "Sources of Instability in Africa: Root Causes and Responses: Focusing on the issue of Women, Peace and Security"

The Peace and Security Council of the African Union (AU), at its 476th meeting held on 16 December 2014, devoted an Open Session to the theme: "Sources of Instability in Africa: Root Causes and Responses: Focusing on the issue of Women, Peace and Security". Statements were made during the session by AU Member States, bilateral and multilateral partners and international organizations/institutions, as well as by civil society organisations (CSOs) and women's organizations.

Council took note of the presentations made by Ms. Bineta Diop, the Special Envoy of the Chairperson of the Commission on Women, Peace and Security, the AU Department of Political Affairs and statements made by AU Member States, bilateral and multilateral partners and international organization/institutions, as well as by CSOs and women's organizations.

Council recalled its earlier communiqués and press statements relating to the issue of women and children in conflict situations and the UN Security Council resolution 1325.

Council and Participants welcomed the presentations made by the representatives of the CSOs and women's organizations and emphasized the important role these organizations and other non-state actors play in advancing the agenda on women, peace and security in Africa.

Council and Participants reiterated the fact that a focus on women in peace and security processes brings into sharp focus the wider human security dimensions of the AU Peace and Security Agenda, as articulated in the Solemn Declaration on a Common African Defense and Security Policy (CADSP), adopted by the 2nd Extraordinary Session of the Assembly of the Union, held on 28 February 2004, to the extent that conflict in Africa cannot be delinked from the challenges of reducing poverty and promoting health, development and education, especially as the AU celebrated, in May 2013, its OAU/AU 50th Anniversary of tackling these very challenges.

Council and Participants recognized the growing evidence that increasing the participation of women in peace processes and other critical sectors greatly enhance conflict prevention and resolution, post-conflict rehabilitation processes and responses to the needs of women and the population at large. In this regard, Council and Participants stressed the need to seize every opportunity to mainstream gender into the African peace and security agenda, increase the representation of women in decision-making processes and promote women's empowerment in the economic sector.

Council and Participants took note of the ongoing efforts of the Commission and the Special Envoy of the Chairperson of the Commission on Women, Peace and Security, in bringing the issue of women and children at the center of its work with a view to developing strategies at the continental, regional and national levels, to facilitate monitoring of the situation of women and children in conflict situations. Council further commended the Special Envoy of the Chairperson on Women, Peace and Security for the efforts she is deploying, including her recent visits to the Central African Republic, Nigeria, Somalia and South Sudan, with a view to improving the participation of women in mediation and promotion of peace, political processes, conflict prevention and encouraged her to regularly brief Council on her activities,

including through open sessions.

Council and Participants acknowledged the resilience and the leadership of women in the Saharawi Arab Republic in the context of the Saharawi people's struggle for self-determination.

Council urged the AU Commission, through the coordination of the Office of the Special Envoy on Women, Peace and Security to formulate a Continental Results Framework to monitor the implementation by AU Member States and other relevant stakeholders of the various instruments and other commitments on women, peace and security in Africa.

Council and Participants recalled paragraph 17 of Assembly Decision Assembly/AU/Dec.501 (XXII), which declared 2014-2024 as the Madiba Nelson Mandela Decade of Reconciliation in Africa and, in this regard, stressed the importance of bringing and engaging women in the national reconciliation process in nation-building, conflict resolution, as well as the promotion of national healing and justice as a pre-requisite for realising a Conflict-Free Africa by the Year 2020.

Council and Participants recognized the responsibility of AU Member States for ensuring the protection of women and children in situations where they are threatened or affected by violence, in line with relevant AU and international instruments. Council and Participants further recognized the fact that, whilst the necessary instruments for the protection of women and children in armed conflict and for the promotion of their rights exist, the pace of their implementation is deplorably slow. Council accordingly, called all stakeholders concerned to fully implement them in the promotion of the rights of women and children in conflict situations.

Council and Participants strongly condemned the use of sexual violence as a weapon of war and emphasized the need to fight impunity in cases of sexual violence, rape, abduction, forced marriages and other forms of gender-based violence in situations of conflict and stressed the need to hold perpetrators of these acts accountable. Council further urged all stakeholders to provide necessary assistance and support to all victims of these violations across Africa.

Council noted the progress made by the AU Member States on the ratification and implementation of the AU instruments related to the protection of the rights of women and children in conflict situations and urged all AU Member States that have not yet done so to sign and ratify, without any further delay, the relevant AU instruments, notably the Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa, the African Charter on the Rights and Welfare of the Child (1999) and the Convention for the Protection and Assistance of Internally Displaced Persons in Africa (2009), as well as other relevant international instruments.

Press Statement of the 600th PSC meeting on the role played by the AU and its Member States in the implementation of the United Nations Security Council Resolution 1325 (2000) on Women, Peace and Security

The Peace and Security Council of the African Union (AU), at its 600th meeting held on 18 May 2016, received a briefing from the AU Special Envoy on Women, Peace and Security, on her activities and the role played by the AU and its Member States in the implementation of the United Nations Security Council Resolution 1325 (2000) on Women, Peace and Security.

Council recalled its earlier pronouncements on the issue of women in conflict and crisis situations in Africa and acknowledged the progress made by AU Member States in the implementation of the United Nations Security Council Resolution 1325 on Women, Peace and Security. Council congratulated those Member States which have developed their National Action Plans in conformity with UN Resolution 1325, and called on those which have not yet done so, to urgently develop their National Action Plans.

Council noted with concern the continuing violence against women and girls in conflict and crisis situations, as well as in post-conflict settings and inadequate access to justice. Council further noted the low levels of participation of women in a variety of official roles in formal peace processes and political settlements, weak support to women's economic recovery and empowerment in post-conflict settings, and called on AU Member States to redouble their efforts to ensure that their national laws match the provisions of UNSC Resolution 1325, AU and other international instruments that protect the rights of women and children.

Council encouraged the development of more national and regional women, peace, and security Action Plans, as a tool for conflict prevention and addressing structural barriers and appealed to AU Member States to enhance cooperation with the AU Special Envoy on Women, Peace and Security, in executing her mandate, particularly in providing national data and reporting on issues related to women, peace and security from their respective countries. Council further encouraged Member States to focus on early warning and responses by integrating local early warning initiatives into national and regional early warning and response mechanisms.

Council acknowledged the work already undertaken by the AU Commission in developing the Continental Results Framework and welcomed the draft report of the Commission on the State of Implementation of Women, Peace, and Security Commitments in Africa, to be submitted to the AU summit in July 2016.

Council requested the AU Commission, through the Office of the AU Special Envoy on Women, Peace and Security, to ensure provision of training on mediation and negotiations to enhance women's participation in mediation of conflicts and peace negotiations. In this regard, Council further requested the AU Commission to elaborate defined Mediation Terms of Reference which provide for inclusion of gender-provisions and access to gender expertise.

Council emphasized the responsibility of Member States for ensuring the protection of women and children in situations where they are threatened or affected by violence, in line with relevant AU and international instruments. In this regard, Council called on AU Member States to further strengthen their mechanisms for accountability and addressing impunity for sexual and gender based violence and exploitation as a priority, using all the tools at their disposal and to implement the Zero Tolerance Policy.

Council stressed the need for close collaboration between the Commission and the Troop/Police Contributing Countries and emphasized the importance of both pre-deployment and in-mission trainings on the prevention and combating of sexual exploitation and abuses (SEA) for personnel deployed in AU-led peace support operations, to effectively counter sexual exploitation and gender-based violence and achieve more effective protection of women and girls affected by conflicts. Council also called for necessary steps to be taken by peacekeeping missions to increase the number of female personnel.

Council stressed the need to provide funding and capacity building to women on peace and security issues at the national, regional and continental levels, in order to acquaint them with peace and security knowledge, which will enable them to fully participate in conflict prevention, management, mediation,

reconciliation, and peacebuilding, as well as in post-conflict reconstruction and development.

Council stressed the need to ensure that post-conflict reconstruction and peace-building efforts include well-resourced gender programming which focuses on psycho-social recovery, as well as women’s economic empowerment. Council called for the implementation of the international commitment to ensure that 15 percent of peace-building funds go to projects that promote gender equality.

Council urged all Member States, that have not yet done so, to sign and ratify, without any further delay, the relevant AU instruments, notably the Protocol to the African Charter on Human and Peoples’ Rights on the Rights of Women in Africa (2003), the African Charter on the Rights and Welfare of the Child (1999) and the Convention for the Protection and Assistance of Internally Displaced Persons in Africa (2009), as well as other relevant international instruments. Council stressed the need for renewed efforts towards the implementation of these instruments, as well as of the Solemn Declaration on Gender Equality in Africa (2004) and the UN Resolution 1325 (2000) on women, peace and security.

Council agreed to include the status of Women, Peace and Security in Africa in its Report on its Activities and the State of Peace and Security in Africa to be submitted to the 27th Ordinary Session of the Assembly of the Union to be held in Kigali, Rwanda in July 2016.

Proposed Indictors Extracted from the Draft Continental Results Framework

National Level Indicators

Participation and Representation	Protection	Prevention and Disaster Preparedness	Crisis Management, Early Recovery, and Post-conflict Reconstruction	Cross-cutting Issues
Availability of functional policy documents and guidelines on women’s representation and engagement in peace and security Number of gender and women focused peace and security strategies and plans Level of performance on the implementation of existing policies and plans Number and seniority of women participating in formal and informal peace processes	Number and type of laws and policies enacted for the promotion and protection of women Percentage of referred cases of sexual and gender-based violence against women and girls that are reported, investigated and sentenced	Number and types of laws and policies enacted Existence of regular mechanisms for engaging women and women’s groups in national and local level early warning systems	Availability of appropriate and comprehensive gender sensitive policies Level to which policy formulation processes systematically consult with women’s groups and reflect women specific provisions	Women, peace, and security agenda part of national budget Amount, source and timelines of funding for implementation of WPS initiatives Extent of clear coordination mandate, monitoring and reporting process and requirements (lead entity, timelines, oversight and follow-up mechanisms) Extent of civil society and women’s involvement in review of NAPs (how, when)

Participation and Representation	Protection	Prevention and Disaster Preparedness	Crisis Management, Early Recovery, and Post-conflict Reconstruction	Cross-cutting Issues
Gender-specific provisions in peace agreement and other political settlements	Number and type of training for security sector and justice sector personnel on addressing SGBV cases	Number and type of systematic prevention and mediation activities undertaken by women and women's groups	Degree to which relief delivery is participatory and gender-sensitive	Presence of effective systems for collection and dissemination of gender-disaggregated data and lessons learnt
Number / proportion of women as part of mediation and negotiation initiatives including at decision making levels and as observers	Number/ proportion of women in the judiciary	Extent to which violations of women's and girls' human rights are reported, referred and investigated by human rights and other oversight bodies (number and types of cases, actions taken/ recommendations to address violations)	Availability, relevance and adequacy of early economic recovery programs and livelihoods support for women and girls	Existence of budget allocation for coordination, monitoring and reporting
Level of inclusion of women's concerns in peace agreements and documents	Level of women's participation in the security sectors (number, rank, proportion)	Existence of accountability mechanisms	Availability and appropriateness of gender-sensitive programs including psycho-social support and medical services for survivors of SGBV and other vulnerable groups	Number and level of personnel trained on gender sensitive peace and security processes
Number/proportion of women occupying seats in political and public life	Existence of national mechanisms for control of illicit small arms and light weapons	Extent to which measures to protect women's and girls' human rights are included in national security policy framework	Extent to which transitional justice measures include provisions to address the rights and participation of women and girls	Number of centres undertaking quality gender sensitive capacity building initiatives
Proportion of women holding decision making positions in political parties at all levels (national and local level)	Extent to which national security policy is gender responsive and considers the specific security needs of women	Percentage of reported cases of violations by security actors investigated	Number/proportion of senior officials mandated to address violations and reparation measures, from a gender perspective	Number of women's networks and platforms engaging in peace and security initiatives
Existence of special measures and affirmative action to increase the political participation of women	Existence of specialized centres for the protection of women and girls			Number and type of citizen and civil society outreach, sensitization, and education programs implemented
Number/proportion and rank of female military and police in national security services	Existence of specialized centres for the protection of women and girls		Percentage of benefits from DDR programmes received by women and girls	Number and type of formal and informal partnerships for implementation of WPS agenda
Number/proportion and rank of female military and police deployed PSOs	Extent to which regional and international legal instruments on women's rights are domesticated			Number and type of gender sensitive capacity building initiatives organized for actors and personnel involved in peace and security processes

Participation and Representation	Protection	Prevention and Disaster Preparedness	Crisis Management, Early Recovery, and Post-conflict Reconstruction	Cross-cutting Issues
Existence of adequate military/police recruitment policies and processes, including on increasing women's deployment Existence of policies, special measures and affirmative action to accelerate women's increased representation in security institutions and related services at decision making levels Availability of policies and measures that protect women security officials both public and private from exploitation, harassment and discrimination			Number, type, and level of ongoing peace building initiatives which target and involve women	Nature and effectiveness of coordination mechanisms Timely enactment and review of policies and legislation in line with regional and international standards on women's rights

Regional/Continental Level Indicators

Participation	Prevention	Protection	Relief & Recovery (PCRD)	Cross-cutting Issues
Proportion of senior positions held by women (Mission Heads, Commissioners, etc.) Number and position of gender experts Gender accountability mechanism established Proportion of women among mediators, negotiators and technical experts in peace processes	Existence of policies, instruments and mechanisms on conflict prevention which include women and have gender sensitive indicators Existence of responsive policies, legal instruments, mechanisms to systematically monitor, report on and prevent human rights violations against women and girls in conflict and peacetime	Existence of standing and ad-hoc mechanisms for investigating and addressing violations of women's rights (actions) Number of cases reported and addressed	Number and type of gender-equality PCRD programming Rosters for standby capacity for conflict and post-conflict situations include specialized gender experts	Amount, type and source of funding for implementation Extent of clear monitoring and reporting process and requirements (lead entity, timelines, oversight and follow-up mechanisms)

Participation	Prevention	Protection	Relief & Recovery (PCRD)	Cross-cutting Issues
Percentage of mediation support activities with gender expertise Number of supported peace processes which have specific provisions to improve the security and status of women and girls Number and frequency of consultations with women's representatives by mediation teams Extent to which electoral and public sector reforms have enhanced the presentation of women Extent to which technical assistance to electoral bodies include comprehensive options for increasing women's participation Extent to which EOM reports identify instances of electoral violence, impact on women, and make recommendations on response and prevention strategies Extent to which long term observation reports and other fact finding missions undertake gender analysis to identify structural and other obstacles to women's participation, including legislation	Extent to which AU PSOs and Missions/Liaison Offices systematically monitor and report on violations of women and girls' human rights in their periodic reporting Extent to which Early Warning System (CEWS) utilizes gender specific indicators and gender aggregated data to generate reliable information on security risks faced by women PSO Force Commander Directives and multi-dimensional Mission Concepts of Operations incorporate human rights and sexual and gender-based violence prevention Percentage of PSOs in contexts where sexual and gender based violence in conflict is prevalent with protection of civilian mandates with Women Protection Advisers Proportion of AU Chairperson's Reports which make recommendations on addressing women's and girls' rights in country and thematic considerations on the Peace and Security Council agenda Support to Member States SSR and security review processes includes technical assistance and expertise on gender responsive processes and provisions	Number and types of special measures to protect and enhance the participation of displaced women and girls Percentage of PSOs with protection of civilian mandates which have operational guidance reflecting women's and girl's rights Technical support and funding for Security Sector Reform and Arms Control programmes in Member States respond to threats faced by women and girls and promote women's meaningful participation in reform processes Number of measures to promote Member States ratification and domestication of regional and international instruments on women's and girls' rights	Percentage of PRCD funding for early economic recovery programmes/livelihood support services targeting women and girls Extent to which support to transitional justice processes in Member States is gender-responsive and ensures minimum standards on participation and provisions to address rights Extent to which technical assistance and programming for Member States on DDR and SSR are gender responsive	Presence of systems for collecting gender-disaggregated data and lessons learn, and analysis Existence of capacity building program and activities Number and type of personnel trained Number of women's groups and organizations capacitated Existence of partnerships with centres of excellence in Africa Functional and up to date rosters of qualified gender experts and trained women Existence of functional inter-departmental and inter-organ coordination mechanisms Existence of coordination mechanisms between the AU and RECs/RMs in implementing WPS agenda

Participation	Prevention	Protection	Relief & Recovery (PCRD)	Cross-cutting Issues
Adequate recruitment, retention, / deployment and promotion policies and processes, on increasing women's recruitment Proportion of female civilian staff in Peace Support Operations Proportion of female police, military in Peace Support Missions (level, type)	Percentage of reported cases of sexual exploitation and abuse allegedly perpetrated by AU military or police contingents or civilian staff that are investigated and acted upon out of the total number of referred cases Percentage of preventive missions by the Peace Security Council, Panel of the Wise, or others which systematically meet with women and women's groups on the ground Extent to which early warning systems establishes and operationalizes partnerships with CSOs and women's groups Number of initiatives to strengthen women's formal and informal conflict prevention capacities Structural Vulnerability Analysis includes gender analysis			Existence of adequate policies and instruments supporting the women, peace, and security agenda



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with particular
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