

# United Kingdom National Action Plan on Women, Peace & Security



Foreign &  
Commonwealth  
Office

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## Section 1: Statement of Intent

The UK Government's ambition is to put women and girls at the centre of all our efforts to prevent and resolve conflict, to promote peace and stability, and to prevent and respond to violence against women and girls.

Building equality between women and men in countries affected by war and conflict is at the core of the UK's national security and that of the wider world - it is necessary to build lasting peace. Advancement and protection of women and girls' rights reflects the UK's values of respect, tolerance, rule of law and freedom, and the inherent dignity and equal rights of all individuals. It is why we make respect for human rights, particularly for women and girls, a consistent theme that runs through the UK's foreign policy.

This third UK National Action Plan reaffirms and strengthens our ambition and commits the UK Government to work as one to make a difference and pursue visible change for girls and women affected by conflict and building peace.

### What is the UK's National Action Plan?

The UK's National Action Plan is a tool to enable us to articulate our priorities on Women, Peace and Security and coordinate implementation of our work at the national level. The NAP consists of the vision and principles presented in the front of this document; the outcomes, outputs and activities detailed in the middle; and the focus countries, institutions and partners we commit to working with, described towards the end.

The UK's NAP serves as a guiding national policy document that is able to capture the diverse set of initiatives taking place within the UK Government across our security, foreign policy and development work. It outlines the results that we expect these initiatives to bring. It serves to provide direction and vision for our staff and partners to ensure that women and girls are at the centre of all our efforts to prevent, resolve and respond to conflict.

The UK commits to developing and publishing an Implementation Plan with baseline data on this National Action Plan by the end of 2014. This baseline data will be used as a benchmark to assess UK efforts on Women, Peace and Security throughout the life of this National Action Plan by each of the FCO, DFID, and MOD.

Since the last National Action Plan in 2010 there has been some limited progress. International attention to Women, Peace and Security grows steadily. More countries have their own National Action Plans, rising from 17 in 2010 to 26 in 2014. A further seven are under development. The United Nations Security Council has adopted three further Resolutions on Women, Peace and Security, two of these in the past year, which commit members of the United Nations to do more to tackle sexual violence in conflict-affected countries and

promote women's political participation. The UK Government is playing its part: the Foreign Secretary, International Development Secretary and the UK's Ministerial Champion for tackling violence against women and girls overseas lead campaigns which shine a spotlight on the impact of sexual and gender-based violence and how to tackle it.

Awareness of these issues is also reaching men and women working on the ground: steadily increasing numbers of peacekeepers, police and civilians working in or on conflict who are being trained to consider better the distinct needs of women and girls and to promote women's role in preventing and resolving conflict.

More women are in leadership positions, but there is still more to be done. The number of women leading UK overseas missions rose from 32 (17 percent) in 2010 to 39 (20 percent) in 2014, with over a third of these in countries affected by conflict or in missions leading with International Organisations such as the EU and NATO. Currently five of the UN's fifteen peacekeeping missions are led by women, in South Sudan, Liberia, Haiti, Cote d'Ivoire and Cyprus.

The scale of the challenge remains daunting. Discrimination on the grounds of gender, race, ethnicity, sexuality, disability, class and caste is endemic across the world. In times of conflict it becomes more prominent. Women and girls still suffer in distinct ways to men and boys from the effects of violent conflict. The United Nations estimates at least one out of three women around the world has been beaten, coerced into sex, or otherwise abused in her lifetime. Women and girls are excluded from the processes of preventing conflict, making peace and ensuring recovery. Few peace agreements consider or involve women. Only one in five parliamentarians is a woman, yet women and girls make up half the world's population.

In the face of such challenges, the UK effort needs to be coherent, energetic, more ambitious and joined up, both at home and with international partners. Our work on Women, Peace and Security must be seen as integral to everything we do in tackling violent conflict and building peace internationally, whether we are working with Governments, civil society or the private sector. Gender perspectives must be integrated into all our work on conflict and peacebuilding.

The UK's Strategic Framework on Women, Peace and Security, at Annex A, sets out guiding principles for this work. We will:

- **Work as one.** This National Action Plan bases UK efforts around a shared principle that women are central to our approach to tackling conflict and building peace and stability. We will strengthen coordination on our conflict prevention work to ensure that UK Government departments have a gender sensitive common approach where appropriate;
- **Work with partners.** It is no good if the UK works on these issues alone. We have privileged positions in major



multilateral organisations, including the UN, the EU and NATO. We have strong partnerships with other organisations, such as the African Union. We have allies in other nations, in civil society and in the private sector, who share our objectives. To make global change, and change attitudes above all, there needs to be coordinated global action which avoids duplicating effort. We will champion such action in partnership with others.

- **Focus our support on selected countries.** To make visible change, we will support a targeted set of countries to develop and deliver their own National Action Plans. We will also ensure that our bilateral actions support the implementation of Women, Peace and Security resolutions.
- **Be visible, transparent and accountable.** Transparency and accountability – to the UK taxpayer and to beneficiaries of UK programmes – are critical to the success of our approach. UK Government Ministers will continue to champion these values and we will do more to monitor what we do and measure and evaluate its impact. We will also seek to learn lessons; to understand what works for implementation of the Security Council’s Women, Peace and Security resolutions based on real evidence. In all our work we will look at what constitutes best value for money, delivering effective interventions, with efficient use of people and financial resources.
- **Work with men and boys.** Men and boys are a central part in promoting the Women, Peace and Security agenda, and need to be involved as well as women and girls. Men and boys, women and girls can all be perpetrators and survivors of violence, including of Sexual and Gender Based Violence. Also, in building support for women’s and girl’s participation, protection and the promotion of their rights, we recognise men and boys as crucial allies and partners.
- **Establish clear guidance on spending on this work.** The Government’s Official Development Assistance, such as the Conflict Pool (the Conflict, Stability and Security Fund from April 2015-16), the Human Rights and Democracy Fund, the Arab Partnership Fund, Programme Partnership Agreements, the Civil Society Challenge Fund, the Governance and Transparency Fund and the Global Poverty Action Fund will fund this work. Clear and focused guidance on spending will build on lessons from our and others’ evaluation of work in this area.
- **Link to broader work on women’s rights, access to justice, and the prevention of violence.** Our UK development assistance works to strengthen the voice, choice and control women and girls have in all aspects of their lives. The International Development (Gender Equality) Act 2014 makes it law for the UK Government to have regard to reducing gender inequality before providing development assistance, and to consider gender related differences before providing humanitarian assistance. The UK Government has placed girls and women at the heart of its development programmes, working to empower them and improve the health, education, skills and assets held by women and girls, to tackle gender discrimination and violence and to reform national security and justice services. In short, this work should not be confined to security issues; it has relevance everywhere.

As set out in the Strategic Framework on Women, Peace and Security, at Annex A, and this National Action Plan, the UK Government will pull together its work on this bringing together the Foreign Secretary’s Preventing Sexual Violence in Conflict Initiative, DFID’s Strategic Vision for Girls and Women, including broader work related to conflict and violence against women and girls, the Call to Action on protecting women and girls in emergencies, the 2014 London Summit to end Female Genital Mutilation and Child, Early and Forced Marriage, as well as our work at the UN Security Council and at the Commission for the Status of Women. Such work will contribute to the UK’s implementation of the Convention on the Elimination of All Forms of Discrimination against Women.

While this Plan’s focus is on advancing the Women, Peace and Security agenda in conflict-affected States, it should complement UK policy at home, as well as its work on transnational issues such as child, early and forced marriage, child exploitation, human trafficking and female genital mutilation. Pulling this all together in a coherent effort will mean the Government makes the most efficient use of resources and gets best value for money.

### Women, Peace and Security: International Frameworks

At an international level, in 1979 the UN General Assembly adopted the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) and in 1995 agreed the twelve critical areas of concern in the Beijing Platform for Action, calling for gender equality and an end to violence against women and girls. These importantly laid the foundations for future international agreement on Women, Peace and Security, calling for gender equality and action to address violence against women and girls.

The UN Security Council has adopted seven Resolutions (“UNSCRs”) on Women Peace and Security. UNSCR 1325 on Women, Peace and Security was the first landmark Resolution to be adopted in 2000, and there have been six related Resolutions since then: 1820 (2008), 1888 (2009), 1889 (2009), 1960 (2010), 2106 (2013) and 2122 (2013).

Collectively these resolutions provide member states with the framework for implementing and monitoring the Women, Peace and Security agenda. They stress the importance of women’s full and meaningful participation in all aspects of peace building, and conflict recovery and the role of the international community in working together to reduce the impact of conflict on women and girls and to promote their active participation in conflict prevention and peacebuilding.

By reflecting the provisions of these Resolutions under its own National Action Plan, the UK Government ensures its defence, diplomatic and development activity in conflict-affected states is better co-ordinated and supports the implementation of the four “pillars” of UNSCR 1325, namely: prevention, protection, participation, and relief and recovery.

## Section 2: Women, Peace and Security – why this matters:

In this National Action Plan there are three principles that underpin our approach to Women, Peace and Security:

1. Women's participation is needed to make and build peace and prevent conflict breaking out;
2. Women and girls suffer specific forms of violence in conflict and emergencies;
3. In emergencies and conflict situations, women and girls have specific needs which need to be met.

The Government needs to understand these three principles and the relationships between them and reflect them across our work, including by appointing capable senior women leaders.

### Women's participation is needed to make and build peace and prevent conflict breaking out

Peace processes in conflict-affected states have historically failed to include women or represent women's and girls' interests meaningfully. Rather, women and girls can sometimes be seen as passive victims with little regard for how they can promote peace and foster security, ignoring the fact that they are often active peacebuilders at local, national and international levels and have a right to participate in these processes. When decisions are made and agendas set, women's and girls' voices are often not heard and their skills, experience, needs and knowledge are not taken into account. Women then have little or no opportunity to influence and implement the decisions that are made about rebuilding their country and shaping their lives and those of their communities. Without their rightful participation in the negotiation and policy-making process, an unbalanced and unsustainable peace is secured, which ignores the needs of half the population.

Post-conflict, strong peace agreements and constitutional reform processes can ensure women's rights are strengthened and built into legal frameworks. Donor funding to grassroots women's and girls' organisations during and post-conflict can provide women with new resources, training and networking opportunities that enable women to participate meaningfully. Increased availability of micro-credit can expand market opportunities for female petty traders, improving the self-sufficiency and living standards of women and increasing their bargaining position within their family. We need to build on these opportunities and ensure that the voices of women and girls are heard before, during and after a peace agreement, and their contribution welcomed.

However, women's formal participation is not enough. This doesn't guarantee women's influence in decision-making, nor attach priority to gender equality. Too often, women's participation is tokenistic, included as an afterthought. So inclusion must be meaningful. Work must be done at the

grassroots to build women's and girl's leadership skills, education, networks and political know-how. Women must be involved in setting the terms of their participation and inclusion to enable them to broaden the scope of peace agreements and ensure consideration and agreement on a society's full set of priorities, laying the foundations for an equitable, just and lasting peace.

### Women Make Peace in Liberia

Liberia is a powerful example of where women seized the opportunity to challenge presumptions and become active leaders in political, economic and civil institutions, with inspiring results.

During the conflict, women played a critical role in facilitating reconciliation efforts and secured formal roles that allowed them to participate in shaping the nation's future - roles that had previously been dominated by men. As the Liberian civil war intensified, women's networks confronted and engaged rebels directly, while also arranging meetings between Charles Taylor and the leaders of peacebuilding groups. This earned women a reputation as objective mediators. The women involved in the formal negotiations used their extensive social networks to seek a permanent and peaceful solution.

The mass organisation and participation of women in seeking a resolution to the conflict played a key role in facilitating the 2003 Accra Comprehensive Peace Agreement that was signed by the warring factions, political parties, and civil society, establishing the National Transitional Government of Liberia, whose primary task was to prepare the country for presidential and parliamentary elections in October 2005.

Ellen Johnson Sirleaf won the presidential election and took office on 16 January 2006. She is the first elected female Head of State in Africa and was re-elected in 2011. She has challenged her government to act to increase the participation levels of women in national government and has implemented reforms in the security sector, an example being the introduction of a 20 per cent quota for female police officers.

Women's participation should not only be political. Social, civil and economic participation should count equally. Discrimination against women and girls can mean that it is difficult for them to move about, speak out in public or take on public roles. In times of conflict this can mean many women struggle to get jobs outside of low paid sectors. Ensuring the social and economic needs of women and girls are considered, along with those of men and boys, is therefore critical to meeting the needs of the whole population.

### Women's economic influence and stability in Rwanda

In Rwanda, reforms in the political and legislative arena have placed women's and girl's empowerment at the forefront of the government's priorities and granted women and girls core rights. In the aftermath of the genocide, women were seen as key to the country's recovery and development. Rwandan women's increased economic influence contributed to stability. Investment in women and agriculture has not only resulted in them getting products to sell, it has also given them access to land which has made it possible to obtain credit.

In October 2013, the UK led the UN Security Council in adopting Resolution 2122, which aimed to move forward women's participation, focusing on making women's leadership of peace a reality. It also moves the debate away from a clichéd image of women as merely victims of violence, only being consulted on the subset of issues considered relevant to them.

### Women in the Mindanao Peace Process

The Comprehensive Agreement on the Bangsamoro (CAB) between the Government of the Philippines and the Moro Islamic Liberation Front, which ended over 40 years of conflict in the Southern Philippines, was the first of its kind to be successfully negotiated by a lead female government negotiator.

Women from all sectors have played an important role in the peace process, from the formal negotiations to work on the ground in conflict-affected Mindanao. As well as economically supporting their families and maintaining a normality to life during the conflict, a vibrant collection of women's Civil Society Organisations (CSOs) and the UK-based NGO, Conciliation Resources have been involved in humanitarian protection, reproductive health work, human rights and direct engagement in the peace process to help inform the negotiations and ensure gender responsive provisions in the agreements.

The UK has been supportive of the peace process both on the policy level and through community empowerment. Following the signing of the Framework Agreement on the Bangsamoro in 2012, the FCO's Human Rights and Democracy Fund provided funding to support women's meaningful participation in the establishment of Bangsamoro, the new devolved government in Mindanao. The project culminated with a Summit attended by over 300 Christian, Muslim and Indigenous People's women from all over Mindanao, some travelling for three days to be there. The summit endorsed a 'Women's Contribution' to the draft legislation (Basic Law) for the new government, which was the result of 72 consultations, organised by our four local partner Women's CSOs, involving nearly 3000 women.

The 'Women's Contribution' is a powerful mechanism for building on work to date and for ensuring the inclusion of progressive provisions in the legislation of the new government on International Humanitarian Law, Intellectual Property rights, Shari'a law, women's political participation, reproductive health and education and livelihoods. The UK has supported the establishment of a Women's Coordinating Council within the new Government, and will continue to support such activity to help give the best chance to the peace agreement working.

Representative and legitimate political systems make for societies which meet people's basic needs, respect their human rights and make opportunities for social and economic development open to all. Systems that marginalise women and girls are neither representative nor legitimate. With women involved, the chances of sustainable peace are far greater. At national and local levels, ways to communicate early warning of conflict can help prevent violence. At all stages of designing and implementing early warning systems women, men, boys and girls must be involved, as certain factors may be more evident to women than men, such as gender-based violence, and risk being missed or ignored if women and girls are not included.

### Women and Peace in Nepal

Women were instrumental in pushing for peace in Nepal. Through organising peace rallies, acting as local intermediaries between the Maoists and the government, and through involvement in the People's Movement, women helped initiate the peace process in 2006.

As part of the constitution-drafting process, a Women's Caucus of the Constituent Assembly was formed to ensure that women were consulted in the drafting process and that women's rights were addressed in the constitution document.

Women's rights organisations, networks and alliances were involved in both securing the 33 percent quota for women in the national parliament and in the development of Nepal's National Action Plan on UNSCR 1325.

To make for real change, the international community needs to address the underlying root causes of the barriers that limit women's participation at all levels of peace processes, including pushing for access to education and changing attitudes towards women's participation. Only then will there be an enabling environment in which women can fully and freely participate in building peace at the local, regional and national levels.

## Women and Girls suffer specific forms of violence in conflict and emergencies

While violent conflict affects everyone, women and girls are affected differently to men and boys, with certain types of violence affecting them disproportionately. Part of the challenge of tackling this is that such violence during conflict can be seen as a fact of life: inevitable; if not permissible. If this remains the accepted position, efforts to build stability and prevent conflict will always be limited.

In war, women and girls are particularly vulnerable to sexual and gender-based violence including rape, assault, forced prostitution, trafficking and exploitation.

Sexual violence, particularly rape, is often used as a weapon of war. Along with other forms of violence it is often used to destabilise families, groups and communities; to carry out ethnic cleansing and genocide; to instil fear in populations in order to quell resistance or incite flight; as a form of punishment and torture; and to affirm aggression. Sometimes these acts are carried out under orders as a deliberate tactic to sow terror, destroy societies and displace populations. Sometimes these crimes are opportunistic. Either way, the survivors bear the consequences their whole lifetimes and can pass their own personal trauma onto successive generations.

Other forms of violence or harmful practices can also be exacerbated in conflict and post-conflict settings. Conditions can be created which heighten risks of Female Genital Mutilation (FGM) and Child & Early and Forced Marriage (CEFM). The UK government is committed to a world in which all girls' and women's rights are fully respected. In July, the UK Prime Minister and UNICEF will co-host a high-level summit to support and galvanise current efforts to end FGM and CEFM. These two harmful practices affect girls and women both at home and overseas, and are significant barriers to their right to live free from violence and discrimination.

### Global Summit to End Sexual Violence in Conflict: London 2014

The Foreign Secretary William Hague launched a Declaration of Commitment to End Sexual Violence in Conflict at the UN General Assembly in New York in September 2013. As of April 2014, 144 governments have endorsed this Declaration.

Ending conflict-related sexual violence is of fundamental importance to international peace and security. All too often a culture of impunity exists around sexual violence in war, with the stigma for such crimes usually resting not with the perpetrators but with the survivors.

The overwhelming majority of survivors of sexual violence in conflict never see justice for what they have endured. Where such injustices go unpunished they become part of the cycle of violence that perpetuates conflict. Taking action to prevent and redress sexual violence in conflict is both a necessity for conflict prevention efforts and a moral duty for governments and citizens of a civilised world.

To translate the Declaration's political commitments into a programme of practical action that delivers real progress on the ground the Foreign Secretary William Hague, and the Special Envoy of the UN High Commissioner for Refugees, Angelina Jolie will co-host the London Global Summit to End Sexual Violence in Conflict in June 2014. It will be the largest international gathering ever held on this issue and will be an opportunity to make further progress in the international community's commitment to promoting the human rights of women and girls.

The challenge goes beyond physical harm and threats. In violent conflict, women and girls can be cut off from access to basic services. Women can find themselves alone and unsupported in raising their families. And sometimes the problems combine. As generally in situations of insecurity freedom of movement is more restricted than ever and this can affect access to all basic services including schools.

It is imperative that we pay particular attention and effort to tackle violence against women and girls, before, during and after conflict. Such work is also critical to preventing conflict, as well as repairing and rebuilding damaged societies. We can do this in a number of ways. As outlined in DFID's approach to tackling violence against women and girls, set out in a 'Theory of Change on Tackling Violence against Women and Girls', a comprehensive approach that works across sectors is needed. This includes working to bring about women's empowerment, social norm change, institutional reform and provision of services to survivors. This includes working with communities to prevent violence and addressing the entrenched attitudes which allow violence to persist by ensuring women and girls have access to crucial services and support and by challenging any sense of impunity for violent crimes. We can also work with others to strengthen and reform security and judicial systems, ensuring they protect, support and respond to the needs of women and girls; and ensure their place is secured in social and economic reintegration. There are places where this has worked. In Timor-Leste, for example, progress has included passing a law against domestic violence, strengthening the capacity of the government and the police to respond to cases, and improving support services for survivors.



### Preventing Sexual Violence in Mali

In Mali following the fall of the national government and the outbreak of violence and conflict, there were alarming allegations of widespread use of sexual violence. It was being used as a tool of subjugation, intimidation, torture and punishment.

Women and girls have been disproportionately affected despite there being some uncorroborated reports of sexual violence against men and boys. Women and girls have been raped as a form of punishment for not abiding by the standards imposed by Islamist rebels, such as violating dress codes and riding motorcycles. Women and girls who have been subjected to forced marriage by Islamists have reportedly been gang raped. Reports suggest that it is Islamist rebel groups and to a lesser extent government forces who have carried out these acts.

The UK's Preventing Sexual Violence in Conflict Initiative responded by ensuring that the UK contribution to the European Union military Training Mission (EUTM) included as part of the package of support to the Malian Armed Forces some specific scenario based training to raise awareness of the obligations to protect civilians, and to comply with International Humanitarian Law and specifically to identify and respond to incidents of sexual violence. The training will be extended for a further two years and will build on training provided to 2700 troops.

A culture of impunity for past violent acts, and of justice unrealised, can undermine efforts to prevent violent conflict breaking out afresh. This is as true for acts of sexual and gender based violence as it is for other forms of violence. Part of overcoming impunity and securing justice is to empower women and girls, but also men and boys, to change social attitudes from the grass roots level up. For example, the Foreign Secretary's initiative to Preventing Sexual Violence in Conflict aims to end impunity and ensure justice is achieved for all survivors of such crimes: women, men, boys and girls. If we are to break the cycle of conflict, our conflict prevention efforts must rest on empowering women and girls and reducing gender gaps in access to healthcare, education, markets and employment, to create more equitable societies.

So securing the rights and safety of women and girls goes hand in hand with women's and girl's empowerment, leadership and ownership of solutions to their communities' problems. The UK Government is committed to this principle.

### Women's and girls' access to relief and recovery assistance

Women and girls have specific needs and face specific challenges in emergencies. Women are often the main users of public services as a result of their domestic and care responsibilities; responsibilities which can also leave them poor on time and resources. Women and girls have different sexual and reproductive health needs to those of men and boys.

When conflict-related emergencies arise, the military and humanitarian organisations are often the first on the ground to respond, providing displaced and vulnerable populations with shelter, food, health care and other crucial services.

Women and children make up the vast majority of displaced and vulnerable populations. Conversely, men represent the majority of armed actors. Forced to leave behind their homes and communities and care for families in crisis situations, displaced women and children are particularly vulnerable to hunger, disease, sexual and gender-based violence and forced prostitution.

### Peace Support Operations Training Centre – Sarajevo (PSOTC)

The Peace Support Operations Training Centre (Sarajevo) was created in 2005 with the intention to foster Bosnia and Herzegovina's contributions to international security, especially by early deployment of forces for peace support missions. It was originally co-sponsored by the UK, and although ownership has now transitioned to the government of Bosnia and Herzegovina, the UK still provides advice and support including the deployment of one Lieutenant Colonel advisor. It was through this liaison that the UK initiated the requirement for PSVI training to be incorporated into Peace Support Operations Training through the 'Gender and Prevention of Sexual Violence on Peace Operations Course'.

This course aims to increase awareness and provide a conceptual understanding of gender issues and the application of zero-tolerance for sexual exploitation and abuse in Peace Support Operations (PSO), as well as the role of security agencies. The course is divided into two sections with a combined length of 35 hours. Students first gain an understanding of gender and gender issues with the emphasis on Peace Support Operations through lectures and syndicate discussions. The second part focuses on the Prevention of Sexual Violence and will be also reinforced with syndicate discussion and a practical exercise.

In March 2014 the Foreign Secretary and the Special Envoy of the United Nations High Commissioner for Refugees, Angelina Jolie, were Key Note Speakers at the PSOTC PSVI Conference at which the Foreign Secretary stated that the new Course was a 'ground breaking initiative'. Our aim is for the course to receive UN and NATO accreditation by the end of 2015, when it will subsequently be incorporated into all of the UK's UN and NATO based Peacekeeping training.



In the rush to respond to emergencies and mobilise support, humanitarian organisations can sometimes fail to separately consider the distinct needs, contributions and capacities of both women and girls. This can result in unequal access to humanitarian support, a lack of protection against sexual and gender-based violence, and inadequate involvement of women in decision-making processes.

Addressing violence against women and girls needs to be recognised as a life-saving issue, and addressed at the start of an emergency response rather than as an afterthought. Targeted interventions are needed to prevent and respond to violence and to meet the specific needs of girls and women in emergencies. They need to be given access to all humanitarian assistance which addresses their needs, safely and equitably. Relief and recovery can present an opportunity to prevent acts of violence against women and girls, promote their rights and build their resilience. Through direct and representative dialogue with displaced populations, humanitarian agencies can involve different groups in the design and implementation of programmes, and empower them to contribute to recovery efforts. In 2013 the UK mobilised global leadership on this issue at the 'Keep Her Safe' event to ensure that the needs of girls and women are at heart of the first phase of humanitarian response.

### Addressing gender and tackling violence against women and girls in humanitarian assistance

In November 2013, DFID Secretary of State convened "Keep Her Safe", an international Call to Action on Protecting Girls and Women in Emergencies. This brought together governments, UN heads, international NGOs and civil society organisations to make concrete commitments to improve the protection of and response to violence against girls and women (VAWG) in all types of humanitarian emergency. The event was convened following growing recognition gaps in preventing and responding to gender based violence in emergency situations persisted, resulting, in some cases, in poor protection and provision for their needs. The event has already resulted in improved approaches in the Philippines and Syria.

Participants committed to prevent and respond to VAWG from the onset of emergency without waiting for evidence of VAWG to emerge. Commitments were made in five key areas:

- being prepared for emergencies;
- ensuring that the right people, with the right skills are in place when emergencies hit;
- putting in place the right programmes to mitigate risk and respond;
- developing the right tools and guidelines to facilitate the response; and,
- investing in research and innovation.

The UK pledged a further £21.6 million funding to ensure that this work delivered tangible outcomes for women and girls and also now ensures the risks to girls and women are assessed as part of every humanitarian response the UK government engages in. In compliance with the International Development (Gender Equality) Act 2014, humanitarian programming is also assessed to ensure that it is delivered in a way that takes account of any gender-related differences in the needs of those affected.

Gender concerns can be successfully integrated into all sectors of humanitarian aid interventions. For example, in Sri Lanka, humanitarian agencies supported gender sensitive demining actions where careful analysis of gender based roles influenced the choice of areas to be cleared to ensure safe access to safe sites to both women and men. In North Kivu in the Democratic Republic of Congo a food security project introduced innovative use of fuel efficient stoves for Internally Displaced Persons (IDP) families. By limiting firewood consumption, women spent less time collecting firewood: their workload was thus reduced and their security improved as they spent less time in the woods where they were often targeted for attacks.

## Section 3: Getting the UK Government's approach right

The UK Government is committed to a shared understanding across departments of how together we can tackle conflict, build stability and maintain security, working to ensure different perspectives and instruments are mutually reinforcing and supportive.

The same holds for our work on Women, Peace and Security. We need a common informed understanding and a collaborative approach.

Action on this starts at home, and particularly at the Foreign and Commonwealth Office (FCO), the Department for International Development (DFID), the Ministry of Defence (MoD) and the Stabilisation Unit (SU).

We want our officials:

- to see gender as central to their work on conflict, stability and security, and routinely integrate, assess and evaluate the gender implications of policies, legislation and programming where appropriate;
- to identify, learn and apply the lessons from the experiences of women and girls in conflict;
- to seek out civil society's help and challenge to understand the situation on the ground, and to help push best practice in protecting, including and empowering women and girls.

Education and training are central to this, based on a strong evidence base of what works best. For example, we will work to ensure the FCO's new Diplomatic Academy will draw on expertise and best practice on gender and the role of women, as we train our diplomats in negotiation, analysis and policy-making.

We need to go beyond theory and knowledge, and lead by example. We need to see more women in senior decision-making positions on our conflict, stability and security work. But we need senior male officials championing the same issues. Women, Peace and Security should never be a "silo" issue, seen as something on which only women work. If it is seen as that, it will fail.

Government action needs resources to match. We will not specify a dedicated allocation of resources to Women, Peace and Security work – this only discourages attempts to integrate gender into everything we do. The principles of the Building Stability Overseas Strategy of 2011 will remain fundamental to the new Conflict, Stability and Security Fund as it launches within the Financial Year 2015-16. The Government recognises that work on Women, Peace and Security must be at the heart of our efforts to tackle conflict and build stability overseas, that it is core to our objectives and thus will be fully integrated into the new Fund.

### Developing and delivering the National Action Plan

This National Action Plan is focused on work in conflict-affected states. As such, the FCO, DFID and the MOD jointly own the Plan. The Stabilisation Unit and other government departments were regularly consulted and advised on its development.

Civil Society also played an important role in the developmental process. Regular cross-governmental consultations with, and recommendations from Gender Action for Peace and Security (GAPS) and its members, have all helped inform this National Action Plan.

Government staff working in UK Embassies and DFID Offices in conflict-affected States have been consulted, as have women who have been or who are affected by conflict. GAPS conducted overseas consultative workshops in several of our focus countries. These independent consultations with almost 100 women from civil society and country governments ensured that women's grassroots views have been integrated into this Plan.

To illustrate this National Action Plan HMG has developed the Women, Peace and Security **Intervention Framework**, at **Annex B**. It shows the breadth and depth of HMG's work on this agenda, and draws together relevant frameworks including:

- Building Stability Overseas Strategy
- DFID's Building Peaceful States and Societies paper
- DFID Strategic Vision for Girls and Women,
- DFID Theory of Change and guidance notes on tackling Violence against Women and Girls
- Recommendations from UN Women for implementing the WPS Resolutions

In summary, this National Action Plan has been developed across Government and with partners, and conveys the UK Government's commitment to integrate fully Women, Peace and Security into all our defence, diplomatic and development activities in conflict-affected States. The UK Government will continue to lead through example on tackling the challenge to advance women and girl's participation, to prevent violence against women and girls and protect them from it, and to provide targeted relief and recovery. We welcome and indeed seek the opportunity to work with international partners to drive this agenda on. The tenets contained within UN Security Council Resolution 1325 are simple and compelling. We must make them real as part of our ambition to live without fear within a world with sustainable peace and security.

The UK commits to developing and publishing an Implementation Plan, including indicators and baseline data on this National Action Plan by the end of 2014. This baseline data will be used as a benchmark to assess UK efforts on Women, Peace and Security throughout the life of this National Action Plan and will further articulate the key actions to be undertaken together by each of the FCO, DFID, MOD and SU. This National Action Plan will be reported on annually from autumn 2015. The annual reports will be deposited in Parliament and shared with the Associate Parliamentary Group on Women, Peace and Security.

### Action at Home – Empowering Women

This National Action Plan is focused overseas. Yet the UK Government is committed to action at home, as well. At a national level the UK Government aims to increase women's participation in senior decision making roles. The UK acts as an exemplar through its commitment to make sure 50 percent of new public appointments are women by the end of this Parliament.

The UK Government asked Lord Davies, former Chair of Standard Chartered PLC and former Minister of State for Trade, Investment and Small Business, to lead a review into how obstacles can be removed to allow women to make it to the board. Lord Davies made 10 recommendations in his 2011 report. One of the key recommendations was a voluntary target of 25 percent women on boards by 2015 for FTSE 100 companies. Recommendations also focused on the role of Executive Search Firms, Investors, reporting requirements and the need to support talented women from all sectors to enable them to reach the top of their organisation. The UK Government supports the Lord Davies voluntary, business led approach to increasing the number of women on boards.

The UK supports positive action measures to ensure equality of opportunity for people to participate in all walks of life – including in employment. These voluntary measures allow an employer faced with making a choice between two or more candidates who are of equal merit (in terms of their suitability, competence, professional experience or any other formal qualification that may be relevant) to fill a particular post, to take into account whether any of the candidates has a protected characteristic that is under-represented or disadvantaged within the workforce, where this would be proportionate.



## Section 4: Outcomes and Framework

This National Action Plan brings together the Government's departmental efforts around a shared set of principles, comprehensible and compelling to all in Government. The framework below sets out the outcomes and outputs<sup>1</sup> for each of the four pillars of UNSCR1325 and building National Capacity, which we will coordinate across Government departments to achieve our objectives.

The Women, Peace and Security Intervention Framework, at **Annex B**, is a visual representation of approach, including indicators<sup>2</sup>, and the types of interventions we believe are required to bring about the UK's implementation of the UN Resolutions on Women, Peace and Security. It shows how to achieve our aims we will work across all of the four pillars and how this work is related and linked; i.e. work to protect the rights of women will help tackle violence against women and girls, and will also provide the platform on which women and girls are able to participate.

<sup>1</sup> An outcome is the change that occurs because of the project. Outputs are the specific, direct deliverables of the project that are attributable to the resources put into to it.

<sup>2</sup> These indicators are intended to give the reader a sense of ambition and direction. The exact indicators that will be used to monitor and evaluate this National Action Plan will be published within our Implementation Plan in 2014/15.

## Participation of Women in Peace Processes and decision-making

### **Women are essential partners in making and building peace, creating stable and peaceful societies following conflict.**

Ensuring women's active involvement in peace processes, negotiations and statebuilding helps lay the foundations for an environment that supports women and girls' human rights and gender equality. It helps ensure a positive peace whereby women can participate, be heard, lead, and shape the policies that affect them. Participation is not limited to political participation – but includes civil, social and economic participation too.

The UK Government will promote the potential for an inclusive and representative peace by championing women's active and meaningful participation in all peace and security matters. This will involve taking a longer term grassroots approach, addressing the underlying causes of barriers to women's formal participation, through giving them the space and opportunities to build their skills and networks and come together to influence decision-makers.

### **Participation:**

**Outcome: Active inclusion of women, and women and girl's interests in decision-making processes related to the prevention, management and resolution of conflicts**

#### *Draft Indicators:*

- a) Women's political participation in parliaments, regional parliaments, and ministerial positions
- b) Women's political participation as voters and candidates
- c) Representation of women among mediators, negotiators and technical experts in formal peace negotiations.

## PARTICIPATION

Outputs	UK Government Activities	Lead
<b>Output 1.1:</b> The UK encourages grass roots participation by women and girls	Provide financial and technical support for women and girls' coalitions working to mitigate conflict and build peace, including by providing financial and capacity-building support to civil society organisations and platforms promoting women and girls' participation in peacebuilding.	DFID FCO SU
	Build women and girls' leadership, networks, ability to organise and political know-how in conflict and post-conflict situations, including by the use of the Chevening alumni network to better understand and address the social and educational barriers to women applying to the scheme; and supporting female political actors through informal exchanges, lobbying, networking events, and visits to and from the UK to share best practice and lessons learnt.	DFID FCO
	Support the production of rigorous evidence on increasing women and girls' participation in decision-making and leadership and use this evidence to inform programme design and policy making.	DFID FCO SU
<b>Output 1.2:</b> The UK encourages meaningful political participation by women and girls.	Support women's political participation in peace and transition processes taking place in conflict-affected states, including by: supporting local governance programmes, encouraging female voter participation and promoting and strengthening women's participation in elections, constitution drafting process and national dialogues, including by working with men and boys.	DFID FCO
	Work with other donors and UN Member States to lobby for recognition of women as crucial participants in political and peace processes taking place in conflict-affected states, including by: pushing for women's full representation in ongoing peace processes; and supporting UN Special Envoys and SRSBs to involve women in peacebuilding and negotiation processes;	DFID FCO
	Ensure that women are fully and meaningfully represented at any international peacebuilding event or summit hosted by the UK, by encouraging government delegations to fully include women representatives.	FCO
<b>Output 1.3:</b> The UK encourages Governments to develop strategies for their countries and ministries that foster meaningful participation by women and girls.	Actively encourage the employment of women within foreign government roles, security services and the Armed Forces, and related Ministries, including by: encouraging the deployment of female military officers on UN Operations; actively supporting the NATO Committee on Gender Perspectives; and strengthening both women's role in the Afghan National Security Force (ANSF) and its ability to protect Afghan women through the training of future female leaders at the Afghanistan National Army Officer Academy.	MOD
	Support governments in developing, and implementing National Action Plans for Women, Peace, and Security, including by: making UK resources and technical expertise available to foreign governments; and sharing our experience of monitoring and evaluating progress against the plan.	DFID FCO MOD SU

## Prevention of conflict and violence against women and girls

**Women can help prevent conflict breaking out. Through promoting their inclusion in all conflict prevention activities they can help create stable and peaceful societies. Women and girls are more at risk of all forms of violence in conflict situations and targeted support is needed to help prevent violence.**

During conflict and instability, the incidence of physical and sexual violence against women and girls (and men and boys) can increase. Violence against women and girls reduces progress towards the Millennium Development Goals by affecting their ability to access their rights and impacting on education, health and economic outcomes.

The UK will tackle instability by understanding and responding to the underlying causes of conflict before they result in violence. We will take into account gender differences in our efforts to build peace and state institutions, whilst addressing the harmful attitudes that undermine gender equality and fuel violence against women and girls.

### Prevention

**Outcome: Prevention of conflict and all forms of structural and physical violence against women and girls, including sexual and gender-based violence**

*Draft Indicators:*

- a) Women and girls' engagement in early warning mechanisms to prevent the outbreak of conflict
- b) Extent to which measures to protect women and girls' human rights are included in directives issued by heads of military components and heads of police components of peacekeeping missions
- c) Percentage of reported cases of sexual exploitation and abuse allegedly perpetrated by uniformed, civilian peace-keepers and/or humanitarian workers that are acted upon out of the total number of referred cases.

### PREVENTION

Outputs	UK Government Activities	Lead
<p><b>Output 2.1:</b></p> <p>The UK develops new research, protocols, policy, programmes, and guidance regarding the prevention of conflict.</p>	Review the UK's conflict assessment tools, including the Joint Analysis of Conflict and Security (JACS), and the conflict sensitivity review (CSR) tools.	DFID FCO MOD SU
	Ensure women play a key role in action to control the use of illicit small arms and light weapons.	DFID FCO MOD
	Work with bilateral and multilateral partners to improve gender-sensitive conflict prevention.	FCO
	Strengthen Early Warning systems, including by improving the early warning systems associated by the Conflict, Stability, and Security Fund.	FCO DFID Cabinet Office



## PREVENTION

Outputs	UK Government Activities	Lead
<b>Output 2.2:</b> The UK develops new research, protocols, policy, programmes, and guidance regarding violence against women and girls.	Develop and disseminate protocols, policies and guidance on Women, Peace, and Security and preventing violence against women and girls, including using the specialised Violence Against Women and Girls Helpdesk to provide support and advice across Government.	DFID FCO SU MOD
	Undertake research through the VAWG Research and Innovation Fund to establish what works to prevent violence against women and girls in conflict and non-conflict settings, including addressing discriminatory social norms that allow violence to persist.	DFID
<b>Output 2.3:</b> The UK works to end impunity related to conflict-related violence against women and girls	Ensure security and justice sector reform (SJSR) programmes are gender-sensitive, have strengthened systems of accountability, and promote access to justice for women and girls in conflict and post-conflict situations by working with national police forces and developing legal frameworks, training women in basic legal skills, and training community leaders and local government staff on their role in preventing violence against women and girls in their communities.	DFID FCO
	Tackle the culture of impunity for perpetrators of sexual violence at a national and international level, including through the PSVI Global Summit where we call for an end for impunity for sexual or gender-based violence in conflict; and in-country projects to help law enforcement professionals to support and document, collect, and preserve forensic evidence of sexual and gender based violence crimes.	FCO SU
<b>Output 2.4:</b> The UK delivers a set of programmed activities that prevents violence against women and girls.	Undertake "safe spaces" programming to protect adolescent girls from violence in conflict and post-conflict settings, including projects in refugee settings.	DFID
	Undertake innovative programming to prevent violence against women and girls in conflict and non-conflict settings, to test and implement the DFID Theory of Change for Tackling Violence against Women and Girls.	DFID
	Design and deliver quality projects on preventing sexual violence in partnership with participants at the PSVI Global Summit 2014.	DFID FCO MOD
<b>Output 2.5:</b> The UK will work at home and abroad to prevent specific forms of violence against women and girls.	UK will work trans-nationally on the prevention of FGM and CEFM, ensuring a joined up approach across HMG that provides scope for supporting Southern leadership and sharing lessons and good practice with developing countries, including a flagship five year legislation, social change and research programme in 17 countries to tackle FGM.	DFID
	Take forward the UK Action Plan on Violence Against Women and Girls.	HO

## Protecting the human rights of women and girls

Protecting the human rights of women and girls in conflict and post-conflict situations is essential to building states that are responsive to all of their citizens, ensuring everyone is included in economic and social development, and to creating more equal societies.

Violence against women and girls in conflict is often used as a means of destabilising communities, creating fear or as a form of punishment. Either way, the survivors bear the consequences throughout their lifetimes. The UK will support initiatives that protect women and girls' safety, physical and mental health, education and economic security. We will provide the crucial services and support needed to meet these needs through working with civil society, national governments, media and multinational institutions.

### Protection

**Outcome: Women's and girls' safety, physical and mental health and economic security are assured and their human rights upheld in conflict and post-conflict situations**

*Draft Indicators:*

- a) Extent to which national laws to protect women's and girls' human rights are in line with international standards
- b) Percentage of benefits from temporary employment in the context of early economic recovery programmes received by women and girls
- c) Hours of training per capita of decision-making personnel in security and justice sector institutions to address cases of sexual and gender-based violence

### PROTECTION

Outputs	UK Government Activities	Lead
<p><b>Output 3.1:</b></p> <p>The UK will increase the quantity, quality, and culture of protection available to women and girls overseas.</p>	Drive forward international and national policy processes to improve the normative framework for women and girls in conflict and post-conflict states, including through our work at the UN and with national Governments; and by supporting other Governments' development of their own National Action Plans	FCO
	Provide technical expertise and support to national and multilateral organisations and governments to improve gender-sensitive programming and military engagement in conflict and post-conflict situations, including by: working with foreign armies to increase awareness, understanding and application of good practice related to women, peace, and security and continued instruction on the Law of Armed Conflict.	FCO MOD DFID SU
<p><b>Output 3.2:</b></p> <p>The UK will protect women and girls from gender-based violence.</p>	Provide multi-sector survivor-centred programming to prevent and respond to all forms of violence against women and girls in conflict-affected states, including through bilateral programming.	DFID FCO
	We will continue to prioritise protection of civilians' mandates for appropriate peacekeeping missions.	FCO
	We will work with national and international courts to bring justice for victims of sexual violence in conflict.	FCO

## PROTECTION

Outputs	UK Government Activities	Lead
<p><b>Output 3.3:</b></p> <p>The UK will protect the rights of women and girls and will empower them by increasing the employment health, education, and training services available to women and girls.</p>	<p>Provide programme and policy support to delay first pregnancy and support safe childbirth for women and girls in conflict-affected states, including by supporting reproductive, maternal and newborn health programmes in 21 countries in Africa and Asia and 13 country level programmes which have a specific focus on young women and adolescent girls' sexual and reproductive health and rights.</p>	DFID
	<p>Get economic assets directly to girls and women in conflict-affected states, including by providing programmes that support women and girls' jobs and livelihoods, training &amp; skills, property rights, financial inclusion and social protection. The UK will also work on creating an enabling infrastructure for girls and women and a favourable investment climate.</p>	DFID
	<p>Get girls through primary and secondary school in conflict and post-conflict situations, including through the UK's £355million flagship programme, the Girls' Education Challenge, which works in countries such as in Afghanistan to provide girls in hard to reach areas with a quality education and to improve learning outcomes.</p>	DFID
	<p>Implement Security &amp; Justice (S&amp;J) programming to improve 10 million women's access to justice worldwide.</p>	DFID
	<p>Mobilise new media to empower women and girls in conflict-affected states, including through the use of mobile phone technology, internet platforms, and utilizing corporate messaging to improve social norms around the girl child</p>	DFID
	<p>Lobby national governments on the implementation of their human rights commitments and obligations.</p>	FCO



## Addressing women's and girls' needs in Relief and Recovery

In emergencies, women and girls have particular needs which must be addressed in humanitarian relief and recovery. Prioritising the needs of women and girls is vital from the start of any relief and recovery response.

In the rush to respond to emergencies and mobilise support, humanitarian organisations can sometimes fail to consider the specific needs and responsibilities of women and girls. This can result in unequal access to humanitarian support, lack of protection and inadequate involvement of women in decision-making processes.

The UK is committed to ensuring women and girls are at the centre of our humanitarian response, by integrating women's experiences in the design and delivery of our relief efforts. Through our work we will also seek to drive change and foster accountability within the humanitarian system so that every relief response includes the steps necessary to mitigate risks to women and girls (and men and boys) from the earliest phases of a crisis, and the provision of safe and comprehensive services for those affected by conflict.

### Relief and Recovery

**Outcome: Women and girls' specific needs are prioritised in conflict and post-conflict relief efforts.**

*Draft Indicators:*

- Proportion of disbursed humanitarian funding used to address specific needs of girls and women
- Proportion of total disbursed humanitarian funding to civil society that is allocated to address gender equality issues
- Maternal mortality rate

### RELIEF AND RECOVERY

Outputs	UK Government Activities	Lead
<b>Output 4.1:</b>  The UK provides a rapid response to the needs of girls and women in humanitarian conflict and post-conflict situations	Implement actions necessary to uphold respect for international law, protect civilians, and to secure humanitarian access, including by ensuring the UN Security Council delivers peacekeeping mandates with protection of civilian elements; training foreign armies in the adherence to international law where appropriate; and supporting National Security Forces in protecting and promoting women and girls' rights.	FCO MOD
	Address the specific needs of women and girls in conflict and post-conflict settings, including by multilateral engagement with UN and other organisations and agencies; and the deployment of teams of experts by multilateral organisations in response to sexual and gender based violence in conflict.	FCO DFID
	Assessments of violence against women and girls are undertaken in all UK-funded humanitarian support.	DFID
	Pilot use of technology to improve the accountability in emergencies, including for women and girls in conflict-affected states, to make their voices heard quickly and effectively.	DFID

## RELIEF AND RECOVERY

Outputs	UK Government Activities	Lead
<p><b>Output 4.1 (cont):</b></p> <p>The UK provides a rapid response to the needs of girls and women in humanitarian conflict and post-conflict situations</p>	<p>Access to reproductive health is provided in emergencies and humanitarian settings, including by providing technical expertise and frontline sexual and reproductive health services for vulnerable female refugees; and by providing funding for the provision of services.</p>	<p>DFID</p>
	<p>Work with the humanitarian organisations, donors and humanitarian NGO to take forward the Call to Action so that they prioritise the protection of women and girls from the start of any emergency response.</p>	<p>DFID</p>

## Building National Capacity

Promoting a culture across government departments which regards the role of women as an integral part of the UK's response to tackling conflict and instability is essential. This will involve ensuring that all necessary resources, tools and mechanisms are in place to deliver and monitor the commitments outlined in this National Action Plan.

By building national capacity, the UK will ensure that it is able to efficiently develop, co-ordinate and manage its defence, diplomatic and development work in conflict affected states and evaluate how effectively these efforts have implemented the Security Council Resolutions on Women, Peace and Security. To do this, we will increase our investments in our staff, evidence-based research, lessons learned, and sharing best practice. The Government needs to understand all this and reflect it across our work, including by appointing senior women leaders.

### Building National Capacity:

**Outcome: The United Kingdom implements its commitments on Women, Peace & Security.**

*Draft Indicators:*

- UK reports against its implementation of the NAP according to agreed deadlines
- Hours of training per-capita received by decision-making personnel in UK government departments on women, peace and security
- The extent of cross-government sharing of information, best practice and lessons identified.

### BUILDING NATIONAL CAPACITY

Outputs	UK Government Activities	Lead
<b>Output 5.1:</b> The UK ensures that decision makers at all levels have the information, skills, and resources they need to make gender-sensitive, evidence-based decisions on Women, Peace and Security	Increase the financial and technical resources available to Women, Peace and Security, including from the new Conflict, Stability and Security Fund (by providing a gender-sensitive conflict advisor into the CSSF Secretariat and by influencing the country strategies); by the implementation of the Gender Equality Act 2014; and by making available cross-Government training to all staff working on conflict, stability, security and justice issues.	FCO MOD DFID SU
	Increase the proactive cross-Government collaboration and information sharing on women, peace and security through regular Senior and working group meetings across Government; and pooling information tri-departmentally on military, programme and policy work both centrally and in-country.	FCO MOD SU DFID
	Increase the availability and quality of information relating to Women, Peace, and Security, including by: developing a baseline of data on the UK response through an external data assessment; capturing and sharing lessons from PSVI team of expert deployments; providing expert research and advice through research groups including the Governance and Social Development Research Centre (GSDRC); and improving staff access to information and cutting edge research.	FCO DFID SU
	Actively encourage the employment of women within UK government roles, security services and the Armed Forces, and related Ministries, by: continuing to review the employment of women within Her Majesty's Armed Forces; encouraging the deployment of female military and police officers on UN Operations; and positively training high-potential female FCO staff to be well-prepared for applications for UK Heads of Mission posts in conflict affected states.	MOD FCO SU
	Increase the situational awareness of gender within the Armed Forces at home and on deployment, by ensuring inclusion in pre-deployment civilian and military briefings; increasing integration of gender issues into military exercises; continually examining military doctrine; establishing a senior Defence working group on Gender; and by increasing the availability and use of gender advisors and cultural advisors within deployable forces.	MOD SU DFID

## BUILDING NATIONAL CAPACITY

Outputs	UK Government Activities	Lead
<p><b>Output 5.2:</b></p> <p>The UK is transparent whenever possible about its decisions related to the National Action Plan</p>	<p>UK will develop a cross-Government mechanism to ensure that all training on Women, Peace, and Security is delivered, both externally and internally, to the accredited standard.</p>	<p>FCO DFID SU MOD</p>
	<p>UK will develop an Implementation Plan and publish yearly progress reports, measuring our success against baseline data collected in 2014. We will report from Autumn 2015 in response to this National Action Plan - with the intent of continually improving our delivery on the ground. These reports will be deposited in Parliament, and shared with the Associate Parliamentary Group on Women, Peace and Security.</p>	<p>FCO DFID MOD</p>
	<p>The UK will welcome an annual Shadow Report on the UK National Action Plan each year from the UK Gender Action on Peace and Security (GAPS) network.</p>	<p>FCO DFID MOD</p>
	<p>The UK will engage annually with trusted multilateral and international partners on implementation and reporting of National Action Plans. This includes the six focus countries: Afghanistan, Burma, Democratic Republic of Congo, Libya, Somalia and Syria; and, but not exclusively, the UN, NATO, EU, AU, France, Canada, Australia, and the United States. We hope and will actively encourage future relationships with others.</p>	<p>FCO DFID MOD</p>

## Section 5: UK effort in focus countries

We have identified six countries where the UK is actively supporting the Women, Peace and Security agenda; namely Afghanistan, Burma, Democratic Republic of Congo, Libya, Somalia and Syria, and these will be focus countries within this National Action Plan. In identifying these countries, we have considered (a) whether it is a priority country for the work of all three Departments and of the National Security Council and (b) that through local consultations in-country, we have determined there is local appetite for change. A snapshot of the current situation in each of these countries is below.

### Afghanistan

Afghanistan has suffered over 30 years of instability with violent coups, tribal infighting, devastating civil war and religious dictatorship. The challenge to secure a long-term, Afghan-led peace remains. Since the Taliban were overthrown in 2001, the UK and international partners have helped Afghanistan to build more accountable and democratic institutions. This includes working with the Afghan authorities to strengthen institutions for governance, rule of law and human rights. Although there has been significant progress made in security, basic services and economic growth, efforts continue to support long-term peace and stability. When the international military combat mission finishes at the end of this year, the UK will continue to make a significant contribution to helping Afghans determine their own country's future through our political and development support.

Under the Taliban, the position of women in Afghanistan was one of the worst in the world. There have been major improvements since 2001, including access to basic education and healthcare services, increased political participation, representation in the security sector and better awareness of human rights. Women are increasingly playing a more important part in Afghanistan's social, economic and political areas. But hard-won gains remain fragile and the situation for Afghan women continues to be a serious concern. Deeply-embedded conservative values and culture, particularly in rural communities, domestic violence, forced marriage, low literacy levels and lack of employment opportunities are some of the challenges that Afghan women and girls face. Women's influence in key decision-making processes, both at the community and national levels, and in peace discussions is low. According to the UN, violence against women is endemic in Afghanistan.

As a deeply conservative patriarchal society, changes in attitude and behaviour are likely to be a long-term endeavour and will require the engagement of Afghan males. The UK is working with national and international partners on a range of initiatives to ensure that women are an integral and equal part of Afghanistan's future. The presidential and provincial elections in 2014 and parliamentary elections in 2015 are important steps for Afghanistan. It is therefore encouraging to see that women turned out in large numbers to vote in the elections on 5 April. We also welcome Afghanistan's efforts to develop a UNSCR 1325 National Action Plan, which they plan to publish later this year.

### Burma

Women in Burma have suffered great hardships as a result of the decades of military rule and conflict across the country. While a nationwide ceasefire is close to being signed, this is by no means guaranteed and much support and assistance is still needed to better protect civilians and deliver sustainable peace. The conflict has caused widespread displacement, especially in Kachin State and Rakhine State, where there are a number of reports of women and girls being victims of rape and torture as well as trafficking. In addition, the restrictions on freedom of movement put on Muslim IDPs in Rakhine State means that they are particularly vulnerable.

Women in Burma remain underrepresented in public life too. The UN Gender Inequality Index places Burma 80 out of 148 countries and only six percent of parliamentarians are women. The UK is one of the largest humanitarian donors to the two main areas of conflict in Burma and we have also funded women's empowerment projects which support and encourage Burmese women to take up leadership roles, promote women's rights, and participate fully in the decisions that impact their lives.

In October 2013 the Burmese Government launched the National Strategic Plan for the Advancement of Women for 2013-2022. This comprehensive plan targets the key areas that affect women's lives, and indicates practical ways to address the issues that Burmese women are experiencing. The Plan is based on the 12 Priority Areas of the Beijing Platform for Action and the principles of the Convention on the Elimination of All Forms of Discrimination Against Women, to which Burma became a signatory in 1997. The Plan will help raise the profile of women's issues and lead to more female leaders in key decision-making roles.

Through our political and development work, including the Preventing Sexual Violence in Conflict Initiative, the UK remains committed to supporting those seeking to improve the situation of women and girls in Burma.

### Democratic Republic of Congo

The fabric of Congolese society has been seriously damaged by decades of conflict. Ending the conflict is a priority for the UK, and we will continue to work with Congolese, regional and international partners to do more to protect civilians and deliver a sustainable peace in the Great Lakes region. The violence has caused widespread death and displacement, as well as destruction of the livelihoods of hundreds of thousands of households. Human development indicators remain shockingly low and women and girls have suffered extensively during the conflict as victims of rape, torture and killing, but also because of poor access to services, disease and lack of means of subsistence.

The situation of women and girls in DRC is therefore of serious concern. In addition, gender discrimination is endemic: women and girls have low literacy levels, high adolescent fertility rates and little influence over decision-making. Levels of all types of sexual and gender-based violence are high and take



place across the DRC, perpetrated by both military and civilian actors. Violence against women and girls is strongly linked to gender inequalities and socio-cultural norms. It manifests as the disempowerment of women as social, political and economic actors. It is also linked to strong ideas about masculinity, the breakdown of traditional structures and militarization of society. Better coordination of donors, government, UN and other actors is essential to improve our response. And our response must be multi-faceted: to better understand and tackle the root causes; to build local capacity to address the problem throughout the country; and to empower women, men, boys and girls to influence decision-making and change attitudes. We therefore welcome the government of DRC's elaboration of a National Action Plan to implement UNSCR 1325, and their commitment to tackle these issues.

Through our political and development work, including the Preventing Sexual Violence in Conflict Initiative, the UK remains committed to supporting those seeking to improve the situation of women and girls in DRC.

## Libya

The role of women in Libya has been limited since the revolution in 2011, in particular in the security sector, national and local governance and peace and reconciliation efforts. However, efforts are being made to address this situation through strengthening of the legal and institutional framework surrounding women's participation. We also anticipate that a new Constitution, when drafted, will further enshrine gender equality and women's rights and further strengthen their role in society.

Women fare particularly badly in terms of their representation in the security sector. There are an estimated 600 women in the military, while only 1-3 percent of the police force, 5 percent of judicial police, 20 percent of judges and 15-20 percent of prosecutors are women. Participation in national governance is stronger with a strong and progressive quota in the General National Congress of Libya, but their influence is limited. Women are less well represented in local governance, where they hold only 14-20 percent of the seats in local councils, and in the Constitutional Committee, where only 10 percent of the seats are allocated to women.

Women's participation in civil society and peace and reconciliation is more positive. While they have not been widely included in negotiations or local conflict resolution mechanisms, women have contributed to the national dialogue and conflict resolution processes. Women have also been actively engaged in civil society since the revolution and are numerically well represented. There are no obvious societal barriers in Libya preventing women from accessing education, but female literacy (70 percent) is twenty per cent lower than it is for men.

## Somalia

Somalia has gained a reputation for being one of the worst countries in the world to be a woman. Female Genital Mutilation remains near universal. Sexual violence crimes are prevalent but underreported. Refugees and those who have been internally displaced are especially vulnerable to attack. Of children that are enrolled in school, only 24.6 percent of them are girls, with female teachers comprising only 14.4 percent. 1 in 16 women will die in childbirth and only 9 percent of births

take place in a health institution. Women comprise over 50 percent of Somalia's population but only 33 percent of waged employees.

There are, however, some positive indications. At the highest levels, Somalia's Federal Parliament includes 38 female MPs, making up 14 percent of the 275 member body. Although this is less than half of the 30 percent quota, there are also two women in the new 25 member Cabinet. President Hassan Sheikh Mohamud has committed to combating sexual violence in Somalia and improving women's rights, lives and opportunities. The New Deal Compact, endorsed by the Federal Government and international community at the Brussels Conference in September 2013, specifically recognises the vital role of women in peace-building, and commits to their participation as Somalia works to achieve stability.

Through our political and development work, including the Preventing Sexual Violence in Conflict Initiative, the UK remains committed to supporting the participation of women in political and economic processes, as well as access to justice, educational and health services, to improve the situation of women and girls in Somalia.

## Syria

In Syria, insecurity, displacement, restricted freedom of movement and lack of access to livelihoods and services leave women and girls increasingly vulnerable to domestic violence, exploitation and early or forced marriage. Sexual and gender-based violence is a significant concern both inside Syria and in neighbouring countries (also affecting men and boys). Fear of sexual violence is an important driver of displacement and is exacerbating existing social practices that limit the mobility of girls and women. Monitoring the incidence of protection cases is problematic as there are multiple disincentives for survivors to come forward.

Through our humanitarian programmes, we will continue to support and improve the coverage of specialised programmes providing, for example: clinical care, case management and counselling for survivors of sexual and gender based violence; safe spaces; improved access to services including reproductive healthcare; and cash assistance to female-headed households. We will continue to strengthen wider protection coordination and referral systems, and encourage further integration of sexual violence risk reduction into all programmes at planning, implementation and monitoring stages. We will also ensure that disaggregated data, results and lessons are captured in reporting.

We continue to advocate for the full inclusion and participation of Syrian women within the peace process negotiations. Women's inclusion is an issue of equality and justice, and will help deliver a political settlement that is sustainable and meets the needs of Syrians. In the run up to Geneva II, the UK provided a platform for Syrian women activists to articulate their demands on the international stage. We are funding international NGOs that are active in building the capacity of Syrian women's organisations, and we fully support the Syrian Women's Initiative for Peace and Democracy, which has engaged with the official parties at Geneva II. We are also strengthening grassroots civil society organisations, including those that support women's rights and protection.

## Section 6: UK effort in multilateral institutions

Through our multilateral engagement, we want to ensure that the work of the UN, NATO, EU and AU and other international, regional, and sub-regional organisations uphold the principle that women must have an equal voice in addressing challenges to peace and security. When these institutions are themselves engaged in conflict- and post-conflict situations, we will look to support and assist them to help ensure that development, humanitarian assistance, and peace and security operations integrate a strong gender perspective and effectively serve the interests of women and girls. A snapshot of the current situation in each of these multilateral institutions is provided below.

### The United Nations

The UK is the lead on Women, Peace and Security at the UN Security Council (UNSC). 2013 represented a significant year for the WPS agenda as two substantive resolutions were adopted: 2106 on sexual violence in conflict in June, and 2122 on women's participation and leadership in October. A second key aspect of work is ensuring WPS concerns are adequately reflected in the mandates of Peacekeeping Operations, Special Political Missions and Peacebuilding Missions when renewed or created.

As the Security Council lead on Protection of Civilians, we also chair the Informal Experts Group on Protection of Civilians, which receives briefings from the Office for the Coordination of Humanitarian Affairs (OCHA) ahead of UN mission mandate renewals, on protection related issues including violence against women and women's empowerment. The UK's Mission to the UN held a briefing on Woman, Peace and Security for UK country experts by UN Women in 2013 to increase understanding of issues on the ground and required action from the Council, and has suggested this takes place for all five Permanent Members of the UNSC, as well as non-Permanent Members.

Follow up to both thematic and country resolutions is also crucial and requires both close bilateral contact with the UN secretariat to monitor updates on implementation, as well as regularly raising issues within the Council to hold actors to account. In 2014/2015, the UK Mission to the UN will host the first ever Council trip with a specific focus on Women, Peace and Security, and prepare for the Ministerial level Review of resolution 1325 in October 2015.

### United Nations Secretary-General's Special Representative on Sexual Violence in Conflict

A central element of the UK's support for the United Nations, has been close co-operation and support for the work of the United Nations Secretary-General's Special Representative on Sexual Violence in Conflict, Mrs Zainab Hawa Bangura, and her Team of Experts on the Rule of Law. This includes the secondment of a UK funded PSVI expert to enhance the UN team's knowledge of the Middle East and North Africa region, including Sharia Law. We strongly support her efforts to build coherence and coordination in the UN's response to sexual violence in armed conflict through UN Action against Sexual Violence in Conflict as well as her focus on national ownership and responsibility.

On 24 September 2013, the Foreign Secretary chaired a high-level event on Ending Sexual Violence in Conflict, co-hosted with Mrs Bangura, and attended by member states, UN agencies, civil society and journalists. At the event, the Foreign Secretary William Hague launched the Declaration of Commitment to End Sexual Violence in Conflict.

### North Atlantic Treaty Organisation (NATO)

NATO is a powerful alliance consisting of 28 independent member countries. It remains committed to the implementation of UNSCR 1325 and Related Resolutions. Its Special Representative for Women, Peace and Security, Mari Skåre, continues to raise awareness of NATO's work and ensures NATO's commitment to the Women, Peace and Security agenda is mainstreamed into its work. The UNSCRs' objectives on Women, Peace and Security are incorporated in all NATO-led operations and missions. Gender perspective is now also being integrated into exercises, including Crisis Management Exercises and into NATO planning documents. For the first time Gender perspective will be included from the start of the operational planning process for the Resolute Support Mission in Afghanistan.

## NATO and Afghanistan

Along with the rest of the international community, NATO attaches the highest importance to the protection and empowerment of women and girls in Afghanistan. In 2013 the first Gender Adviser, of General Officer rank, was deployed to the International Security and Assistance Force (ISAF). Recent priorities have included: training on gender issues for the Afghan National Security Force; support for the recruitment and retention of women in the security sector; and ensuring that there are sufficient numbers of female personnel to support the ongoing election registration process and the 2014 presidential elections. ISAF and the Office of the Senior Civilian Representative regularly engage with Afghan security ministries, the international community and international non-governmental organizations to coordinate efforts aimed at safeguarding women's rights.

At the 2012 Chicago Summit, Heads of State and Government recognised the practical implications of UNSCR 1325 and mandated an independent review, led by the Nordic Centre for Gender in Military Operations in Sweden. This "Review of the Practical Implications of UNSCR 1325 for the Conduct of NATO-led Operations and Missions" recognised the significant progress NATO had made in integrating gender perspective into its operations and missions, but highlighted areas for development including training and education, the provision of adequate numbers of gender advisers in NATO military structures and the integration of gender into operational planning and assessment tools. In response, the NATO Military Authorities developed a robust implementation plan, endorsed by Defence Ministers in October 2013, to take forward the recommendations.

NATO is further encouraging Partner nations to adopt specific goals to raise gender awareness and ensure there is gender training and education within the defence sector. To date, ten Partner nations have included Women, Peace and Security goals in their individual NATO cooperation programmes, with particular development on this in the Western Balkans. In Jordan a Trust Fund to support recruitment and retention of women and for gender training is being led by Norway and the Czech Republic. A NATO Science for Peace and Security project on gender mainstreaming and the development of National Action Plans has been launched. This is being led by the Stockholm International Peace Research Institute, the United States of America and the Belgrade Centre for Security Policy, Serbia. In addition, a successful joint NATO-UN event in New York on "Integrating a Gender Perspective in Crisis Management and Peacekeeping: recent experience and future challenges" was held 3 March 2014, demonstrating that Women, Peace and Security remains firmly on the agenda for NATO-UN staff-to staff talks.

In recognition of NATO's work the NATO Secretary General, Anders Fogh Rasmussen, received the 2013 Hilary Clinton award for advancing Women Peace and Security, alongside the UK Foreign Secretary, William Hague.

The UK will be hosting the 2014 NATO Summit. This will provide the opportunity to assess the progress NATO has made to advance the Women, Peace and Security agenda and deepen its political and practical cooperation with Partner nations and international organisations through the revised NATO-Euro Atlantic Partnership Council plus Policy for the Implementation of UNSCR 1325 and Related Resolutions and Action Plan. Areas for focus will include:

- Reducing the barriers for women's participation in defence and security institutions, specifically in the armed forces, NATO-led missions and operations, through developing mechanisms for sharing best practices between nations and between international organizations;
- Reducing the risks for sexual and gender based violence through ending the culture of impunity and enabling the military to respond by developing military guidelines and the provision of training;
- In the run-up to the Fifteenth Anniversary of UNSCR 1325 collaborate with the UN on NATO and other regional organisations' contributions to the Women Peace and Security agenda.

## European Union

The EU has a greater geographical reach than the UK; operating in many countries where we do not have a physical presence. The EU's support for gender equality is funded through a range of financing instruments including the Development Cooperation Instrument and European Development Fund, which together cover over 100 developing countries - a far greater geographical reach than any single Member State acting alone. Of the EU's total development spend from 2014-2020 of over €50 billion, the UK contributes approximately 15 percent. The EU is active in increasing awareness, building capacity and providing training on human rights and gender issues through its crisis-management work under Common Security and Defence Policy (CSDP) missions. Most CSDP missions now deploy a Gender Adviser to raise the profile of Women, Peace and Security and integrate these issues into all policy. EU Policing Missions, such as those in Afghanistan and Palestine, aim to raise the number of female police officers and police units focusing on women and family issues. The UK is currently looking at ways to mainstream gender issues across all CSDP missions. Provision of increased gender awareness and training among CSDP staff is a key priority for the UK's Summit on Ending Sexual Violence in Conflict.

Through the EU's Instrument contributing to Stability and Peace (IcSP), it is supporting a joint programme with UN Women and UNDP in the post conflict countries of Liberia, Timor-Leste and Kosovo focusing on greater participation and leadership of women in peace-building and post-conflict recovery. The IcSP also supports a Capacity Building, Training and Support programme for both civil society and new public service bodies in Libya, with a particular emphasis on women. The UK is a strong supporter of the IcSP and has indicated

its support for projects of this nature in the Political and Security Committee. During negotiations for the regulation of the Instrument for 2014-2020, the UK strongly advocated maintaining its focus on gender issues, both through mainstreaming the issue and including support for Women, Peace and Security as a distinct issue for crisis response measures.

Over the decade to 2013, the European Commission has supported over 100 projects (worth around €80m) aimed at preventing violence against women and girls. Examples of EU action include the EU's Daphne programme which provided around €18m in 2013 to civil society groups, universities and local authorities to bring together NGOs from at least two Member States aimed at preventing violence against women and children, and at supporting the victims of violence; and work in the Democratic Republic of Congo, worth €25m, aimed at empowering women, helping in the fight against impunity and promoting security sector reform.

### African Union

The African Union is in a unique position to address sexual violence in conflict across the African continent. Through the AU's continental early warning system, peace enforcement missions and post conflict and reconciliation work the AU can to mainstream gender issues into peace and security objectives.

October 2013 consultations on preventing and responding to sexual violence in conflict and post-conflict countries and beyond, held at the AU, were a significant landmark in the AU's engagement on this issue. The consultations demonstrated how PSVI worked in tandem with other AU priorities, such as Agenda 2063, and could support AU Commission Chair ND Zuma's focus on development - a move away from the cycle of crisis and conflict. In January, the AU and UN signed a Framework for Cooperation on Preventing and Responding to Sexual Violence in Conflict and Post-Conflict Situations in Africa. Under this Framework, the AU Commission and SRSG Bangura undertake to facilitate the provision of multi-sectorial services for survivors, and to alleviate the stigma and trauma of survivors.

The AU has also devised a Gender Peace and Security Programme. This seeks to develop effective strategies and mechanisms for women's increased participation in peace and security and enhanced protection in conflict and post conflict situations. The programme will contribute towards policy development and debate in the field of gender, peace and security and protection with a view to contributing towards more coordinated programming in this area by the AU, the UN, the RECs, INGO, CSOs and other multi-lateral and bi-lateral partners working on these issues in Africa.

The UK has provided financial support to the Gender Peace and Security Programme since 2013. In 2014, the UK will continue to provide support to the Programme, both by financing key staff and by supporting the deployment of a sexual violence team of expert to CAR. The UK was delighted that the AU appointed a Special Envoy on Gender in January, and looks forward to working closely with her on preventing and responding to sexual violence.

## Section 7: UK wider offer of support to promote the development of Women, Peace and Security and National Action Plans

We have identified focus countries where the UK Government is engaging actively on the Women, Peace and Security agenda, but the UK is making a contribution to these goals in many other countries where the Government has a presence. We are committed to supporting other countries and regional organisations keen to develop and implement their own National Action Plans. Should a country or organisation not have such a plan, the UK Government is willing to offer support on Women, Peace and Security as part of a wider approach to conflict and security. This support could include:

- Gender and conflict specific technical and advisory help from the UK's Stabilisation Unit;
- Providing lessons on best practice of integrating gender perspectives into peacebuilding and statebuilding initiatives;
- Monitoring and Evaluation support.

In making this offer of wider support, we want to avoid being exclusive and allow ourselves flexibility to choose to respond to requests, and indeed to crises as they emerge. To ensure our offer is well targeted and adds value, we will coordinate with international partners to ensure a good division of labour and that we each work to our comparative advantage.



## Section 8: International partnerships

The UK cannot realise its goals on Women, Peace and Security alone. We have privileged positions in major multilateral organisations, including the UN, NATO and the EU. We have strong partnerships with other organisations, such as the African Union. We have allies in other nations, in civil society and in the private sector, who share our ideals. To make global change, and change attitudes above all, there needs to be coordinated global action. We will champion such action in partnership with others.

A key recommendation from the independent evaluation of the UK's last National Action Plan was the need for greater co-ordination between donor governments on consultation and development of National Action Plans to avoid duplication of initiatives, or the risk of some countries falling through the net altogether.

We accept this, fully. We will take a lead in bringing together governments and local communities in conflict-affected states, with donors, civil society and the private sector. This will help strengthen our advocacy voice, as well as coherence and coordination. We will follow established principles: host country ownership, donor coordination and accountability between the two; inclusion; resources well aligned to requirements; monitoring impact.

In the UK, we encourage our main partners to challenge and advise on our work, including the Associate Parliamentary Group on Women, Peace and Security and Gender Action on Peace and Security network (GAPS). We expect them to hold us to account on these commitments to help us learn from best practice on the ground and contribute to future revisions and reporting of the Plan.

## Section 9: Monitoring and Evaluation

There is a lack of evidence and country-level data on Women, Peace and Security issues and on 'what works' in driving forward gender equality in fragile and conflict-affected states. Through stringent monitoring and evaluation of the National Action Plan on Women, Peace and Security, the UK now has a real opportunity to help build this evidence base by innovating, testing and potentially scaling up the wide range of interventions outlined in this document. The UK has therefore allocated specific funding to the external and independent monitoring and evaluation of this new National Action Plan on Women, Peace and Security.

Ongoing monitoring and evaluation of our efforts is crucial in generating evidence and learning about what is working within our Women, Peace and Security programmes and policy engagement and what is not; it will help us identify better ways of doing things, ensure that lessons are learned during the development process; and improve our ability to respond to change. The monitoring and evaluation of our National Action Plan will therefore focus on whether planned changes have taken place, how changes have impacted, or not, on different groups of women and girls, and will investigate the theory behind our Women, Peace and Security Intervention Framework.

To assess the UK's implementation of this National Action Plan, external Monitoring and Evaluation specialists will consider the extent to which Women, Peace and Security has been mainstreamed across the UK's diplomatic, defence and development activities, where appropriate.

Additional resources will be allocated to collect country-specific data, where crucial unknown information (such as the extent of violence against women and girls, the extent to which female parliamentarians are able to influence the policy process or the situation in particular humanitarian situations) can be collected during dedicated country visits. More details of this data will be released with the baseline report by the end of 2014.

Throughout, we will assess whether our work represents good value for money.

In 2017, a final report will evaluate the UK's implementation of the NAP, corresponding outputs and outcomes and will capture and report lessons. It will be publically available and reported to Parliament through the Associate Parliamentary Group on Women, Peace and Security.

## Annex A

# UK Strategic Framework on Women, Peace and Security

With this Strategic Framework on Women, Peace and Security and the UK's new three year National Action Plan (NAP) – due to launch in the first half of 2014 – the Government's will pull together its work under one heading, bringing together the Foreign Secretary's Preventing Sexual Violence Initiative, DFID's Strategic Vision for Girls and Women, including broader work on violence against women and girls, the Call to Action on protecting women in emergencies, as well as our work at the UN Security Council and at the Commission for the Status of Women. The new Plan will contribute to the UK's implementation of the Convention on the Elimination of All Forms of Discrimination Against Women. It should complement domestic policy as well as transnational issues such as child online exploitation, human trafficking and female genital mutilation/cutting. Pulling this all together in a coherent effort will mean the Government makes the most efficient use of resources and gets best value for money.

### Why this matters

The Government is committed to preventing violent conflict overseas and helping build strong societies which can prevent violence breaking out. Conflict prevention is better than responding to conflict. It is the right thing to do: it costs us less; it makes the deployment of forces less likely; and preventing conflict minimises the risk to our own national security.

Women have a central part to play in preventing and resolving conflict and building sustainable peace. But they are prevented from doing so, by male-dominated cultures, a lack of resources and discriminatory, unequal laws. Excluding women means excluding the experiences, knowledge and needs of half the country's population. Also, women and men are affected differently by conflict, with women subjected to different forms of violence and, in war time, often finding themselves raising families alone. So in our work in fragile and conflict-affected states, the Government is committed to women's protection from violence and to shoring up their ability to participate politically and economically.

### The Challenge

There is an international consensus on women, peace and security. The UN Security Council in 2000 set this out most clearly in its Resolution 1325, where it affirmed the importance that women take part in peace processes and in resolving and preventing conflict. The Council has since backed this up with six further resolutions. The UK leads on this issue in the Security Council, and has played a major role on building international consensus both at the UN and elsewhere.

Notwithstanding this consensus, violence against women and girls in conflict and exclusion of women from decision-making and conflict prevention persists. Women account for only

21 per cent of parliamentarians globally. In 2012, of the ten peace agreements signed, only three included provisions on women, peace and security and in five peace mediations only one included women, peace and security provisions. The UN estimates at least one out of every three women around the world has been beaten, coerced into sex, or otherwise abused in her lifetime.

Central to the problem is that political exclusion and violence against women are considered by many to be a fact of life; inevitable, if not permissible. If this remains the accepted position, efforts to build stability and prevent conflict will be limited in their effectiveness.

Changing societal attitudes to violence or to women's role in peace-making and peacebuilding is a huge challenge. Much of this is about changing social and cultural norms and creating an environment that is supportive of women and girls. To succeed, the international community needs to act visibly, in concert, encouraging and supporting the lead of fragile and conflict-affected states themselves. Throughout, the UK Government must ensure its own approach is coherent and compelling, commanding the confidence, trust and support of the British people.

### The Opportunity

In 2013, the UK renewed its drive on women, peace and security, launching a number of initiatives on preventing violence against women and girls, internationally within the G8 and UN, and on a national basis<sup>3</sup>. We stressed the need to prevent and end impunity for all forms of violence against women and girls, and for social norms to change. There was a strong international response, with 137 countries so far endorsing the Declaration of Commitment to End Sexual Violence in Conflict; strong agreed conclusions at the 2013 UN Commission on the Status of Women that commit all Member States to preventing all forms of violence against women and girls; and international agreement to early action and funding to protect girls and women in emergencies.

We now need to drive this ambition forward, building women's role in conflict prevention and resolution, meeting their needs in situations of conflict and recovery and protecting women and girls from violence. Progress on preventing violence against women will not be achieved without progress on women's participation and the realisation of their economic, social and cultural rights.

This work is timely. The Global Summit, 'End Sexual Violence in Conflict: London 2014', provides a solid international

<sup>3</sup> Namely: the G8 Declaration on Preventing Sexual Violence in Conflict, the Declaration of Commitment to End Sexual Violence in Conflict and the Call to Action on Protecting Women and Girls in Emergencies

platform from which the Government can announce its wider intent. US-led work on protecting women and girls in emergencies will build on progress made at the high level Call to Action in London in November 2013. Further, the National Security Council has tasked the Government to achieve a more coherent approach around conflict, stability and security. A Conflict, Stability and Security Fund will resource this work, from Financial Year 2015-16, building on the work funded by the Conflict Pool. The opportunity and challenge here are that we ensure that work on women, peace and security is brought together to help achieve the UK's conflict, stability and security aims.

### What we will act on

As we work up the new NAP, we still commit to the four pillars set out in UN Security Council Resolution 1325. These are linked.

#### Participation

Participation focuses on women's representation and participation in peace and electoral processes, in decision-making and more generally in politics, the economy and society.

Participation is common to the whole women, peace and security agenda. It is intrinsically linked to protection from and prevention of violence and to ensuring that women and girls needs are met during and after conflict. Women and girls make up at least half of the world's population. Their priorities, needs and concerns need to be reflected.

Women's full and equal contribution strengthens longer term prospects for peace, stability and security. The UK will promote not only women's participation in peace processes overseas, but lead by example by getting women into senior decision making positions around preventing conflict and building stability, and encouraging others to do so.

#### Protection

Protection of women overlaps with and strengthens international work to protect civilians. The UK will focus on securing the rights and safety of women and girls during and after conflict, including through our humanitarian relief and work on supporting states' recovery from conflict. To succeed, our work must be gender-sensitive and involve women in the design and implementation of protection programmes.

#### Prevention

Prevention involves both conflict prevention and the prevention of sexual and gender-based violence. For lasting peace, there needs to be gender equality which helps create more equitable societies. Such societies experience less conflict than those which are more unequal. Also, women should be a part of diplomatic, defence and development efforts. Peace, security, human rights and development work need to come together to tackle the root causes of conflict. In this context, we also need to change those social norms which encourage violence and gender inequality.

### Relief and Recovery

Prevention of and response to violence against women and girls in emergencies is life-saving and should be prioritised from the outset of an emergency, alongside other life-saving interventions. The UK has made protecting women and girls a major strand of its work in the response to Typhoon Haiyan and to the crisis in Syria in 2013. In line with the 2013 Call to Action on Women and Girls in Emergencies, the UK will work with donors, partner governments and the international humanitarian system to put women and girls at the heart of humanitarian responses.

### How we will do this

As a Government, we will:

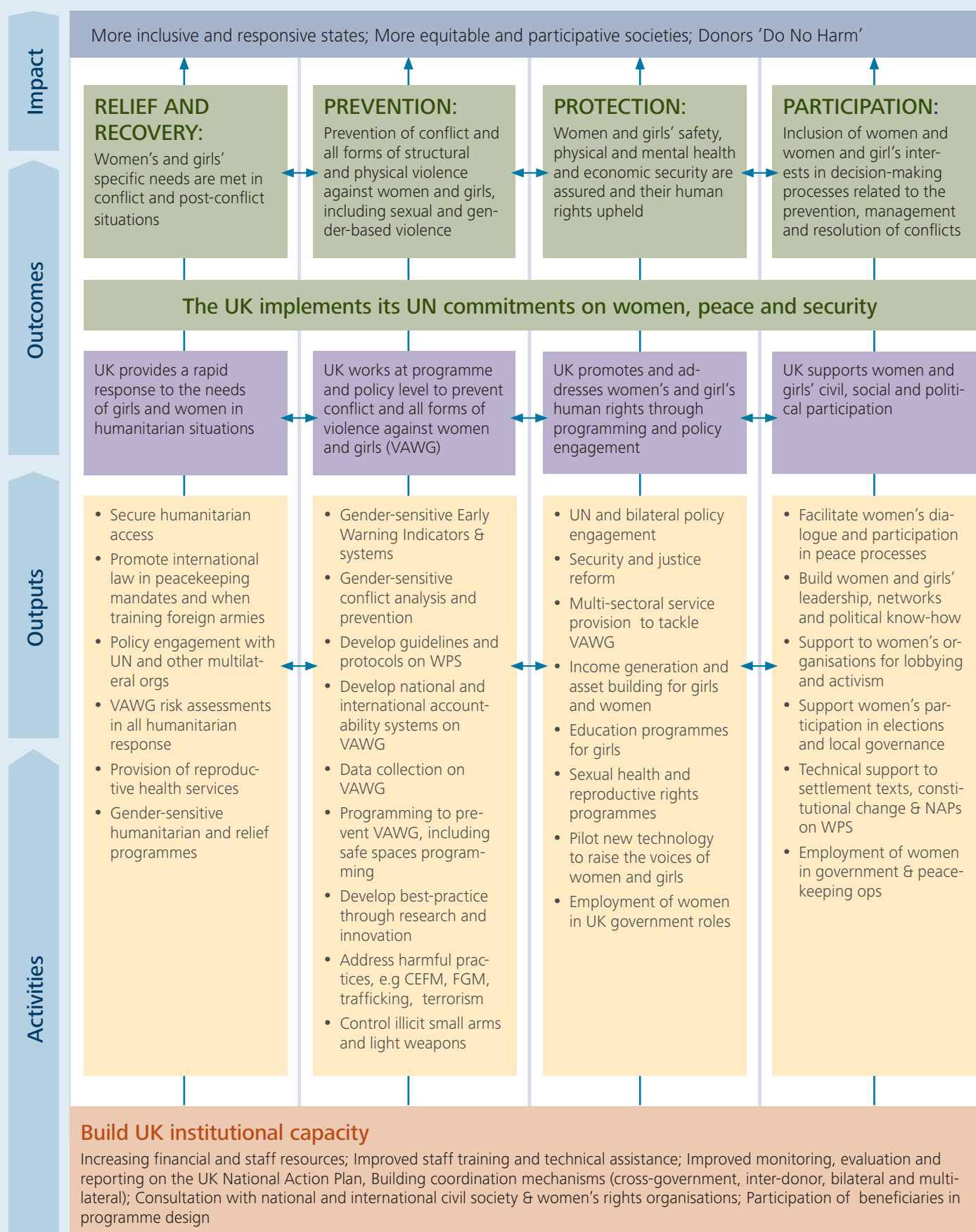
- **Work as one.** The new National Action Plan will bring together the Government's efforts around a shared set of arguments, comprehensible and compelling to all in Government. We will strengthen coordination between our international conflict prevention work, transnational challenges (such as human trafficking, child exploitation, female genital mutilation/cutting) and issues such as domestic violence (for example the Home Office-led work on Ending Violence Against Women and Girls);
- **Work with partners.** Changing norms requires global action. We will need to work with multilateral and regional partners, including the UN, NATO and the EU. We will want donors to coordinate better on women, peace and security. We will ally with those nations, civil society organisations and private sector organisations which share our ideas. In the UK, our main partners to challenge and advise on our work are the Associate Parliamentary Group on Women, Peace and Security and Gender Action on Peace and Security network (GAPS);
- **Focus direct UK support on top priority countries.** We will support a targeted set of countries on developing and – more importantly – delivering their own National Action Plans and will also ensure that our bilateral actions support the implementation of women, peace and security resolutions. These bilateral plans do not represent the limit of HMG action but seek to demonstrate what can be done. In the future the UK intends to move to a more generic approach to support the implementation of NAPs but recognises the value of continuing focused bilateral support at this point in time to demonstrate what can be achieved;
- **Be visible, transparent and accountable.** Without continued visible action, this agenda will falter. We will do more to monitor and evaluate our work and measure its impact, feeding the results back into our arguments as to why work on women, peace and security makes sense and what works best in implementing UNSCR 1325. Through-out, we will assess whether our work represents good value for money;
- **Work with men and boys.** Men and boys have a central part to play in promoting the women, peace and security agenda, and are perpetrators but also victims and survivors of Sexual and Gender Based Violence. We need to involve them, as well as women and girls;

- **Establish clear guidance on spending on this work.** The Conflict Pool (the Conflict, Stability and Security Fund from 2015-16), the Human Rights and Democracy Fund, the Arab Partnership Fund and Official Development Assistance will continue to fund this work. Clear and focused guidance on spending will build on lessons from our and others' evaluation of work on this area, and consider effectively and measure the impact of the role of women in our work to build stability;
- **Link to broader work on women's rights, access to justice, and the prevention of violence.** Through broader UK development programming, we are working to strengthen the voice, choice and control of women and girls. The Government is therefore undertaking widespread development initiatives to improve the health, education, skills and assets held by women and girls, to tackle gender discrimination and violence and to reform national security and justice services.



## Annex B

# Women, Peace and Security Intervention Framework



## Annex C

### Glossary and definitions

<p><b>Gender</b></p>	<p>Gender refers to the social attributes associated with being male and female learned through socialisation and determines a person's position and value in a given context.</p> <p>This means also the relationships between women, men, boys and girls, as well as the relations between women and those between men. These attributes, opportunities and relationships are socially constructed and are learned through socialisation processes.</p> <p>Notably, gender does not equate to woman.</p>
<p><b>Gender Mainstreaming</b></p>	<p>Gender mainstreaming is defined as a strategy to achieve gender equality by assessing the implications for women and men of any planned action, including legislation, policies and programmes in all areas and at all levels, in order to assure that the concerns and experiences of women, men boys and girls are taken into account in the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres.</p> <p>This will lead to that women and men benefit equally and inequality is not perpetuated. Gender mainstreaming in this context represents the process to recognise and incorporate the role gender plays in relation to policy, projects and operations.</p> <p>Gender mainstreaming does not focus solely on women, but the benefits of mainstreaming practices recognise their disadvantaged position in various communities.</p>
<p><b>Gender Analysis</b></p>	<p>Gender analysis is defined as the systematic gathering and examination of information on gender differences and gender relations in order to identify, understand and address inequities based on gender.</p> <p>It could also be understood as "methods used to understand the relationship between men and women in the context of the society.</p> <p>For example, policy planning activities should assess the different security concerns of women, men, boys and girls in the area of operation or take account of power relations in the community to ensure women, men, boys and girls have equal access to assistance.</p> <p>Other examples would include understanding how customary conflict-resolution mechanisms affect women, men, boys and girls differently and how their social status may change as a result of war.</p>

<p><b>Gender Perspective</b></p>	<p>Integration of gender perspective is a way of assessing gender-based differences of women, men, boys and girls reflected in their social roles and interactions, in the distribution of power and the access to resources.</p> <p>The aim of which is to take into consideration the particular situation and needs for women, men, boys and girls as well as how international activities have different effects on them.</p> <p>More fundamentally, implementing a gender perspective is done by adapting action following a "gender analysis".</p>
<p><b>Gender Champion</b></p>	<p>The role of the champion is to take an interest, raise issues and provide a voice/focal point for issues related to their subject.</p>
<p><b>Gender Advisor</b></p>	<p>The Gender Advisor can be civilian or military and is responsible for the overall implementation of a gender perspective into the planning, execution and evaluation processes of operations.</p>
<p><b>Gender sensitivity</b></p>	<p>Gender sensitivity builds on an understanding of gender differences and refers to taking an approach that is responsive to gender differences and relations between genders.</p>



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