



**Report of Experts Consultative Meeting to:**

## **Develop Guidance for the Implementation of a West African Perspective of UNSCR 1325**



**Date: May 10 to 11, 2012**  
**Venue: Elomaz Hotel Lagos, Nigeria**

## **1. Executive Summary**

The UN Security Council Resolution 1325 and other related resolutions are important tools for furthering the women peace and security agenda. The resolution provides the first international legal and political framework recognizing the disproportionate impact of armed conflict on women thus defining the pivotal role women can play in peacebuilding. The UN Security Council presidential declarations urged member states to implement the resolution including developing national action plans for its implementation. However, only 42 countries have developed NAP 11 years after out of which nine are in Africa and only five in West Africa.

The West African Network for Peacebuilding (WANEP) engagement with local, national and regional groups in West Africa reveals that till date, no framework exists to offer practical guidance to national governments, civil society and other stakeholders for developing the National Action Plans for the implementation of the resolution. In order to bridge this gap, WANEP with support from SIDA held a two-day consultative meeting with experts and practitioners across West Africa to develop Guidance for the Implementation of UNSCR 1325.

The meeting which held on May 10 to 11, 2012 at the Elomaz Hotel, Lagos state, Nigeria had participants drawn from Nigeria, Ghana, Sierra Leone, Liberia and Cote d'Ivoire in attendance. It was an opportunity for experience sharing on the strategies used to develop existing NAPs and specifically provide the guiding principles/framework for the development of a National Action Plan from a West African perspective.

The Expert Meeting is the first stage of the four-part strategy towards the actualization of providing a generic template that will guide the development of the NAP. It will be followed by the development of the Guidance by a Consultant, validation meeting, review, production and launch of the Guidance. Beneficiaries of this guidance will include: civil society actors, gender ministries, international nongovernmental organizations and non-governmental organizations in the area of Women, Peace and security and women throughout West Africa and beyond.

Utilizing a participatory approach, participants shared experiences and lessons learned from existing NAPs and deliberated on the structure of the framework. At the end of the meeting, a draft outline for the guidance was developed to be finalized by the consultant. For next steps, participants agreed on June 12 for the submission of the draft document, while the validation workshop was slated tentatively for the week of July 9<sup>th</sup> and the launch was set for either August or September.

### **1.1. Introduction/Background**

In October 2000, the UN Security Council through SCR 1325 formally recognized the relationship between women, peace and security and the critical importance of women's participation in the peace process in areas of leadership, empowerment and decision-making. UNSCR 1325 gives political legitimacy to women's struggle for seats at the

negotiating and decision-making table and recognizes the disparate impact of conflict on women and men thus providing women with a tool to increase their involvement in conflict prevention and peacebuilding. The resolution is complimented and supported by other existing international women's rights tools such as the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) and the Beijing Declaration and Platform for Action (BDPFA).

The UN Security Council requires all states to develop a National Action Plan (NAP) for Implementation of the resolution. The NAP is to integrate the provisions of UNSCR 1325 in the domestic and foreign policies of the country. WANEP, in its review of the various national efforts in the implementation of UNSCR 1325 in West Africa in 2010 found out that some progress has been made in the national implementation of UNSCR 1325 with **3 countries** (Sierra Leone, Liberia and Cote d'Ivoire) adopting national action plans (NAPs) and, Ghana the Gambia and Nigeria in the process of developing NAPs.

The slow progress in the implementation of UNSCR 1325 especially in West Africa after 11 years of its enactment is a clear indication that there is a need for guidance on how to develop National Action Plans through which the Resolution will be implemented. For the past 10 years, WANEP has been working and monitoring the role of women in peace and security in West Africa through the setting up of its Women in Peacebuilding Programme (WIPNET). Throughout this period, WANEP has realized the need for a comprehensive guide informed by practice to direct the thorough formulation and implementation of National Action Plans hence this meeting.

Resolution 1325 opens up new windows of opportunities for women's involvement in peacebuilding and further legitimizes their activism. WANEP believes that this guideline will not only contribute to the discourse on Women, Peace and Security in West Africa but also fast track the implementation of UNSCR 1325 and related resolutions in the sub-region.

## **1.2. Workshop Process Report**

### **1.2.1. Opening Session**

The meeting was declared open by the Program Manager WIPNET Ms Bridget Osakwe who welcomed participants to the meeting which she described as a family gathering as all participants present are members of the WIPNET/WANEP family. She said the meeting is 'the first of its kind,' and WANEP again is taking the lead in setting a guideline for developing a NAP on UNSCR 1325.

In his welcome remarks, the Program Director, WANEP, Mr. Chukwuemeka Eze reiterated the plight of women in conflict situations where women are specific targets of gender based violence. He stated that although West Africa has made positive strides in

the areas of democratization, post-conflict recovery, peace building and governance, and women play positive roles during violent conflicts, yet they are under-represented or totally excluded from the negotiating table.

Mr Eze welcomed the emergence of international and regional instruments for engendering peacebuilding such as the Beijing Declaration and Platform for Action, UNSCR 1325, and the African Union's (AU) Protocol on Women's Rights among others. However, he said that the implementation of the UNSCR 1325 which is binding on all member states, is weak due to lack of political will and awareness of the resolution by women who are the primary beneficiaries. Mr Eze described the gathering as an opportunity to set practical guidelines for developing a national plan of action, and called for the institutionalization of women's role in peace and security and strong accountability mechanisms for the implementation of the resolution.

### **1.2.2. Meeting Objectives (Bijoue)**

Sharing the meeting objectives, Ms Bijoue Birch stated that hitherto there has been no clear guidance on how to develop NAP. The process she says is new and evolving and current efforts has no clarity on who is responsible for what and fraught with issues of budgetary concerns. The specific objectives of this meeting are;

- To provide the guiding principles/framework for the development of a West African National Action Plan (NAP).
- To share experiences of various strategies used to develop existing National Action on 1325 in West Africa.

### **1.2.3. Expected Output**

It is expected that at the end of the meeting, an easy-to-read, practical and informative handbook that sets forth principles, strategies for developing NAPs and the implementation of UNSCR 1325 in WA will be developed.

The tone of the meeting was set when Dr Lydia Umar introduced the facilitator Prof. Patricia Donli whom she described as a thorough professional, stern but resourceful and dependable. The first assignment of the facilitator was to review the meeting agenda with all participants so that everyone will be on the same page.

## **Session 2: PAPER PRESENTATIONS**

### **2.1. Background and Content of UNSCR 1325 and related resolutions (Prof. Donli)**

The paper contextualized the situation of women in conflict, gave highlights of UNSCR 1325 including the key components, limitations of the resolution (especially, the language which is mild and appealing instead of forceful), and commitments made. It also threw more light on related resolutions like the UNSCR 1820 (2008) which sought to address gaps not identified in 1325. It said that the **National Action Plan** is an important tool for furthering women peace and security agenda however, only 42 countries have developed NAP 11 years after out of which nine are in Africa and only five in West Africa. The expert meeting therefore provides an opportunity to share experiences and lessons learned which will guide the development of a wholistic framework to serve as a generic template for NAP development and implementation in West Africa.

**Highlights:** The UNSCR 1325 is about peace and security but rooted on the premise that women's inclusion (presence and participation) in the peace process will improve the chances of attaining viable and sustainable peace. The resolution has 18 articles and this provides opportunity for women to bring qualitative improvement in peace structure and post conflict architectures. Most importantly, the resolution provided the first international legal and political framework that recognizes the disproportionate impact of armed conflicts on women.

**Key Components:** UNSCR 1325 is based on the Namibia Plan of Action on "Mainstreaming a Gender Perspective in Multi-dimensional Peace Support Operations," adopted in Windhoek in May 2000. As a key component, the resolution calls for inclusion of a gender perspective at all levels of decision making, peacekeeping, peace agreements, in reports and missions and in post-conflict processes.

### **2.2. Sierra Leone National Action Plan (SiLNAP 2010 to 2013) – Mr. Charles Vandj**

The presentation gave an overview of Sierra Leone, a post conflict country where civil strife devastated the economic, social, political and cultural fabrics of the society with greater impact on the women. It noted that women suffered all manners of violence including rape, torture, are dehumanized and degraded in times of conflict. The presentation further traced the development of SiLNAP which was done through inclusive and active participatory process involving government-civil society and UN agencies collaboration over a period of 12 months commencing in February 2008. The

SiLNAP was unanimously adopted in September 2009 at a national consultative conference.

**Content of SiLNAP:** The document has five pillars namely; Prevention, Protection and Empowerment, Prosecution, Participation and Promotion.

**Implementation:** SiLNAP is being implemented by a Steering Committee which transformed from the government-civil society task force. Although the SiLNAP implementation has been adhoc but the committee has clear roles and responsibilities and is working on a consolidated implementation plan.

**Monitoring and Evaluation:** SiLNAP has 35 indicators (11 outcome and 24 output indicators) which will be used to monitor and evaluate the implementation. The M&E strategy is incorporated in the plan and is carried out at different tiers.

### **2.3. UNSCR 1325 Liberia National Action Plan (LNAP 2009–2013) – (Lenat Cummings)**

This paper was presented by Lenat Cummings. She gave a situation analysis of Liberia tracing the civil strife that has taken place and the devastating impact of war on the country as a whole and specifically on the women. The process of developing the LNAP, she said, began in 2007 and culminated in the launch of the document on women's day, March 8, 2009. The framework for the LNAP was overseen by a local consultant with support by the United Nations Mission in Liberia-Office of the Gender Advisor (UNMIL-OGA). The objective of LNAP is to address impact of war and women's contribution to conflict resolution. It is based on four pillars; Protection, Prevention, Participation and Empowerment and Promotion.

**Opportunities:** A number of opportunities exist in Liberia to aid the swift implementation of the LNAP. This include the existence of gender-friendly structures such as having a female president, a ministry of gender, availability of donor funds, ratification of human rights instruments by the government and the post war recovery and reconstruction efforts.

**Monitoring/Evaluation:** In order to ensure effective implementation, the government established an observatory of civil society organizations to monitor the process. In addition, an independent group known as the global network of women peacebuilders is also monitoring the process.

**Challenges:** The paper concluded by enumerating some of the challenges hindering the swift implementation of LNAP. It stated that the illiteracy rate in Liberia stands at 85% thus the country lacks the human resources and the capacity to sustain programmes. Other challenges include the Liberian political system, lack of political will to translate policy to action, weak judicial system among others.

#### **2.4. UNSCR National Plan of Action; the Ivorian experience (Yacouba Doumbia)**

Cote d' Ivoire is one of the first African countries to develop a National Action Plan. Mr. Doumbia Yacouba gave a situation analysis of Cote d'Ivoire, tracing the history of the several conflicts in the country especially the ten year conflict from 2000 to 2011. He said the country has adopted and ratified seven international instruments including CEDAW. In terms of gender considerations, the constitution affirms the equality of women however; there is a gap between what is written and the social realities on ground stating that the 10 years of civil war has further exacerbated the situation of women and deepened gender based violence. The post conflict Ivory Coast provides a unique opportunity to implement the UNSCR 1325. Further, he opined that the long military and political crisis has negatively impacted the concept of equality between men and women in Cote d'Ivoire.

Giving the background to the development of the Ivorian NAP, Mr. Yacouba enumerated the activities carried out towards the development of the NAP. The process, he said commenced in 2006 with a national workshop to generate awareness on the resolution. The workshop had participants drawn from private, public, government as well as NGOs/CBOs. Other activities included advocacy initiatives geared towards resource mobilization especially to support women groups and enhance their participation, and technical training sessions and strategic meetings with key stakeholders including media, and the military. Thereafter, a taskforce of national experts on UNSCR 1325 was set up. This task force comprised of a jurist and gender experts. The draft NAP report was presented to stakeholders at a validation workshop.

**Content:** The document is written in French and translated into English. The French version has 56 pages while the English version has 54 pages. It is a five year plan covering 2008 – 2012 and is composed of two parts with an M&E plan integrated into the document. The priority areas as contained in the document are Protection, Inclusion, Participation and Strengthening. It has been implemented since 2007 through two national projects.

**M&E mechanism/Accountability:** The NAP is being implemented under supervision of the ministry of women and the National Gender Theme Group which has a consultative

role. A national committee has been set up to monitor the process. In terms of M&E, the plan was evaluated by two independent consultants in early 2012.

**Achievements:** Major achievements recorded so far in the implementation of the NAP in Cote d'Ivoire were that it increased participation of women at all levels of decision-making, ensured access to justice, protection and security and led directly to economic recovery and support to vulnerable persons.

## **2.5. State of the Nigerian Action Plan by Mr. Chukwuemeka Eze**

The WANEP Program Director, Mr. Chukwuemeka Eze gave an overview on the state of the Nigerian Action Plan. According to him, a concept note was developed and four experts (consultants) were recruited after a strenuous exercise to commence the consultation process. The four consultants will visit one geopolitical zone each with two of them covering up for the remaining two zones to complete six geo-political zones. Activities to be embarked on include; conducting a desk review, conflict mapping, and identifying what roles women should play in the NAP process.

The presentation of the NAP will follow a validation process after which feedback will be incorporated and final report submitted to the Ministry of Women Affairs. Mr. Eze intimated that although the recruitment exercise has been finalized, but no concrete plans yet to move the process forward. He said there has been no commitment from MOWA to implement the process of developing NAP and even the inter-ministerial committee that was formed is no longer functional. He said a suggestion was made for a review or restructure of the concept note with the involvement of the experts, however, no progress has been recorded so far.

## **2.6. Comments and Observations**

The presentations elicited vibrant discussions, questions, comments and observations as stated below;

- Most docs deal with how to implement the resolution but nothing on the guide of how to develop the guide
- We need to begin to highlight and emphasise additions made by other instruments, the value added, people shd not only be thinking abt 1325 leaving out other resolutions
- Need to reflect the total number of UN resolutions
- The UN agency is an appealing agency which accounts for the mild language of the resolution



- All the women are facing similar problems and are encouraged to participate actively
- The existing NAPs cannot be said to have made much impact as there is still gross under-representation of women in the peace process
- Every country is expected to develop a NAP based on the context of their country and also within existing legal instruments in the country.
- FGM is a community violence that is perpetrated by most members of the community. It is culturally ingrained. What should be done is to collaborate and find an entry point. In Cote d' Ivoire, NAP led to the development of two national projects dealing with recovery of women in vulnerable situations. The project provided income generating activities to those women.

### **Session 3: GUIDELINE STRUCTURE AND FORMAT**

The lead consultant, Prof. Patricia Donli made a presentation on the structure of the guideline for the development of a National Action Plan on UNSCR 1325 from a West African perspective. The structure includes; the name for the guideline, time frame, stakeholders and the contents among others. Roles and responsibilities of the different stakeholders are detailed below;

#### **3.1. Stakeholders Analysis: Identification and Mapping**

##### **3.1.1. Government (Ministries, Departments and Agencies, MDAs)**

**Ministry of Defence:** Their role will include implementation of the NAPs and sensitization on the NAP.

**Ministry of Information/National Orientation Agency (NOA):** Generate awareness and disseminate the document

**Finance:** Ensure budgetary provision for the implementation of the plan

**Women Affairs:** Provide overall coordination

**Ministry of Health:** Monitor and provide indicators on conflict related health issues including gender based violence

**DPKO:** Ensure implementation of gender sensitive peace keeping operations, and ensure the deployment of women at all levels.

##### **Parliamentarians**

- Charge with providing oversight to the relevant line ministries
  - Ensure swift passage of the bills
  - Make laws for the promotion of the provisions of UNSCR 1325
  - Ensure the integration of 1325 into existing and new laws and legislations at all levels
- Judiciary: Develop, interpret and implement NAP

**Ministry of Justice:** implementation- prosecution, prevention, legal drafting

**Ministry of Internal Affairs:** provides internal oversight

**NEMA, NADMO, National human rights commission:** Track abuses, monitor human rights abuses and submit report on a yearly basis

**Ministry of Local Government and Chieftaincy Affairs:** Awareness creation and enlightenment campaigns

**National Commission for Refugees:** Monitor situation in the refugee camps, implementation

**Ministries of Environment, Agriculture and Water resources:** Implement the Plan

**Peacekeeping training centres:** Involve in pre-deployment gender training, develop curriculum for gender training

**National peace architectures e.g. IPCR:** Develop architectures that allow the implementation of NAP and ensure that government policy reflects the essence of UNSCR 1325

**National Security Agency (NSA):** Coordination

**State Security Service:** Investigation, coordination with the office of the NSA to ensure gender sensitive security, making inputs into the development of the document from their intelligence gathering perspective

### **3.1.2. Civil Society Organizations, (CSOs)**

The CSOs will create awareness, mobilize resource, monitoring and evaluation, putting in place accountability mechanisms and serving as independent monitoring groups

**Media:** Sensitization and enlightenment, media advocacy, monitor indicators

**Religious, traditional and community leaders:** Disseminate NAP and generate enlightenment on the document. Traditional and community leaders are gateway to culture and customs and are therefore key to the successful implementation of NAP. Formation of community peace councils where it does not exist and tracking implementation of NAP at the community level

**Women organizations** and other organizations working on peace and security

**Bar Associations:** Advocacy and drafting of bills

**Private Sector:** Funding through their corporate social responsibility

**Development Partners:** Funding and technical support

### **3.1.3. Monitoring and Evaluation Strategies**

- Yearly review of NAP and public presentation of reports: government and civil society
- Develop content specific indicators
- Develop a logframe stating milestones and indicators of progress as well as the timeframe
- Develop a framework for monitoring and evaluation of NAP implementation
- Establish a monitoring committee on NAP development and implementation

### 3.1.4. Finance

- Provide for NAP implementation in the annual budget
- Solicit funding and technical support from Donor Agencies
- Solicit funding from the Private Sector

## 3.2. Draft outline for guiding the development of NAP

Participants brainstormed on the outline to be adopted for the guideline and unanimously agreed on the title of the guideline, the contents, users, applications, strategies for usability and thereafter set the timeline for submission of the draft, validation and launch. After due deliberations, it was resolved as follows;

**Name of document:** *Development and Implementation of National Action Plan on UNSCR 1325 and Related Resolutions – A Guideline*

Foreword to be written by Dr Sintiki Ugbe, Director, ECOWAS

**Content:** This will include the process for development of NAPs.

**Users:** The framework is expected to be used by national governments, CSOs, regional organs, the UN among others.

**Application:** Advocacy and lobbying strategies will be employed in disseminating the document.

**Strategies for ensuring usability and impact:** The document must be simple and user friendly and ensure greater involvement of key stakeholders for ownership and sustainability.

### **Time frame**

- June 12 – submission of first draft report
- July (week of 9<sup>th</sup>) – validation meeting (tentative) if funds are available will be in Accra
- Aug – Sept for launch

## 3.3. Challenges of Implementation

- Lack of political will and commitment
- Vibrancy of CSOs
- Lack of technical expertise
- Lack of funds: Resources may be available but the will and commitment is not there to push the process forward.
- Lack of awareness and understanding of NAPs
- NAP is not government priority
- Frequent change of government and government officials and portfolio

- Continuous perception of women issues, hitherto male dominated sector (patriarchy)
- Inadequate representation of gender sensitive women
- Ineffective coordination and implementation

### **3.4. Lessons Learned**

- Focus on getting things right from beginning; strengthen capacity
- The context is very crucial in developing the NAP
- Disseminating the project provides an opportunity to have a more coherent document
- Training sessions creates ownership for the document
- Coordination process and collaboration efforts make it credible

### **3.5. Closing remarks**

The highly participatory meeting came to an end on a note of appreciation for a job well done. In his closing remarks, the Programme Manager, WANEP, Mr. Chukwuemeka Eze expressed appreciation on the success of the meeting stating that what has been achieved will outlive everyone. He said, the guideline will provide a platform to 'blackmail' national governments because they will no longer have any excuse not to develop a NAP. He commended all participants for being part of the journey from inception and especially the consultant Prof. Donli for accepting the offer of putting the framework together. In a vote of thanks, WIPNET Programme Manager, Ms Bridget Osakwe wished all participants a safe trip back to their various destinations and once again specially commended Prof Donli for always being there for WANEP.

**Appendix 1****Experts Meeting on UNSCR 1325: A West African Perspective****PARTICIPANTS LIST**

<b>S/N</b>	<b>Name</b>	<b>Location</b>	<b>Email and Phone no</b>
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