



**AFRICAN UNION COMMISSION**  
**REPORT ON THE IMPLEMENTATION OF THE WOMEN PEACE AND SECURITY**  
**AGENDA IN AFRICA**

**October 2019**

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## 1.0 Introduction

The adoption of United Nations Security Council Resolution 1325 on Women, Peace and Security in October 2000, marked a pivotal moment in peace and security undertakings. It placed for the first time, the prevention of violence against women, the protection of their rights and their participation in decision-making at the center of strategies for addressing global peace and stability. Following its adoption, instruments, policies and strategies for its implementation have been adopted at global, regional and national level.

The UN for instance, through the UN Security Council has adopted eight additional resolutions on Women Peace and Security. These resolutions are: 1820 (2009); 1888 (2009); 1889 (2010); 1960 (2011); 2106 (2013); 2122 (2013), 2242 (2015) and 2467 (2019). Collectively the eight resolutions make up the Women, Peace and Security Agenda (WPSA) at the global level. The WPSA, is a gender mainstreaming approach that focuses on women and their issues within the peace and security arena. It aims at strengthening approaches to peace building by introducing the inclusion of women as peace actors, their protection and integrate gender analysis into conflict prevention, management and resolution. The aspects have been neglected in peace processes and UNSCR 1325 was the first instrument to bring the matter to the International forefront as an important part of the comprehensive approach to conflict prevention and peacebuilding.

Within the African continent, great progress has been made with regards to the development of protocols, policies, strategies and action plans for its implementation. By 31 October 2018, 24 African countries had adopted NAPs, constituting 30% of all NAPs globally, placing Africa as the lead continent with the highest number of developed NAPs. Several Regional Actions Plans (RAPs) have also been developed including by the Economic Commission of West Africa, Economic Community of Central African States, Southern African Development Community, The International Conference on the Great Lakes Region, the Inter-Governmental Authority on Development and the Mano River Region. Moreover, the African Union Commission has policies that are integral to the Women, Peace and Security Agenda at the continental level. These include the Protocol to the African Charter on Human and People's Rights (2003), commonly referred to as "The Maputo Protocol, the Solemn Declaration of Gender Equality in Africa (2004) and the AU Constitutive Act (2002) that anchored the principle of gender equality in Africa.

Apart from the specific Action plans, the AU, RECS and REMS have put in place instruments and structures that address the agenda of women peace and security. According to the AUC report on the implementation of WPS of 2016<sup>1</sup>, the African Union Commission for instance has put in place about fourteen instruments, while collectively, RECs and REMs have more than fourteen instruments.

However, despite this progress, there is limited knowledge about the women peace and security situation in Africa. The impact of the agenda and the policies it has spurred on the lives of women is unclear for several reasons. These include, lack of monitoring of the progress, achievements and weaknesses in the implementation of UNSCR1325

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<sup>1</sup> African Union report on the status of women peace and security in Africa 2016

National Action Plans and related resolutions due to limited institutionalization by African Member States of monitoring and evaluation of gender dimensions in the different sectors of peace and security; and limited statistical capacity to collect and report in conflict affected countries. At the continental level, there has been an absence of a consistent, regular and systematic monitoring and reporting mechanism, leading to the paucity of comparable data adjusted to African context<sup>2</sup>.

To bridge this gap, in May 2018, the African Union Commission, through its Peace and Security Council adopted the Continental Results Framework (CRF) for Monitoring and Reporting on Women Peace and Security Agenda in Africa. The CRF aims to institutionalize regular and systematic monitoring and reporting on the progress made in the implementation of WPS Agenda, generate data, enhance transparency, accountability, promote synergy and collaboration among WPS actors at all levels and inform the formulation of peace and security policies and programmes. The CRF, has enabled the Chairperson of the African Union Commission, through the Office of the Special Envoy on Women Peace and Security to provide annual progress reports on the implementation of the Agenda in Africa. The reporting will contribute to the African Union's efforts for gender-transformative peace building through monitoring and reporting on efforts for enhancing women's participation in peace processes, the protection of their rights and the integration of a gender perspective in conflict prevention, management, resolution and peace building.

This report, which is the first to be produced using the CRF indicators, presents the status of the implementation of the Women, Peace and Security agenda in the twenty-three African countries out of 24 that had adopted a National Action Plan by October 2018 measured against the 28 indicators of the CRF. The report discusses progress made in five focus areas of the WPSA namely; prevention, protection, participation, relief and recovery and the integration of WPS in the emerging security threats. It captures emerging best practices, challenges encountered by African member states in their endeavor to implement the WPS and provide recommendations for strengthening and accelerating implementation in Africa.

## **1.1 Overview of the CRF**

The CRF was developed by the Office of The Special Envoy on Women Peace and Security in consultations with AU member states, RECs and civil society. It was adopted by the African Union Peace and Security Council in May 2018 as an African tool for tracking and reporting on the progress made by the African states in implementing commitments made on women, peace and security. The CRF builds on existing national and regional women peace and security monitoring tools and responds to specific continental WPS monitoring and reporting needs. The CRF enables the AU member states to strengthen their WPS policy planning, monitoring, data collection and reporting.

At the continental level, the CRF provides a mechanism for streamlining the WPS planning, monitoring and reporting.

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<sup>2</sup> African Union continental results framework for monitoring and reporting on women peace and security in Africa.

Consequently, the CRF seeks to;

- Encourage African Union Member States to monitor and report on progress made in implementing the WPSA;
- Enable collection of data on WPS in Africa and provide evidence to support the formulation of gender transformative peace and security policies and programmes;
- Contribute to the strengthening of African Union member states capacity to effectively monitor the progress made in implementing the WPS agenda;
- Provide data and information on the status of WPS in Africa;
- Contribute to closing the gap between the development of WPS policies and their implementation.

The CRF consists of 41 indicators that enable both qualitative and quantitative evaluation of governments and African Union Commission performances in the implementation of their WPS policies and action plans. The indicators are organized in five categories: the first four categories follow the traditional categorization by UNSCR 1325 of; Prevention, Participation, Protection, Relief and Recovery, while the last one is the integration of WPS in the strategies for preventing and responding to emerging security threats. The indicators are tools for data collection by AU and for reporting by member states.

A comprehensive reporting guidance note is provided to guide on how to report against the CRF indicators. It explains in detail the CRF indicators and the required data is provided. This ensures that Member States have a clear understanding on the required data.

## **1.2 The process of reporting using the CRF**

The process of reporting using the CRF involved collecting data using the CRF indicators from twenty-three African Union Member States out of 24 that had adopted National Action Plans on UNSCR1325 by October 2018. These are Cote d'Ivoire, Uganda, Liberia, Democratic Republic of Congo, Sierra Leone, Ghana, Rwanda, Guinea Bissau, Guinea, Burundi, Senegal, Burkina Faso, The Gambia, Mali, Togo, Nigeria, The Central African Republic, Kenya, South Sudan, Niger, Angola, Cameroon and Mozambique. The 23 Member states were requested to submit reports generated using the CRF indicators on the progress made in the implementation of the WPSA. Only Member States with a NAP and related resolutions were targeted because the document provided a clear and specific WPS policy framework to justify evaluation.

Upon receipt of the request for reports, Member States conducted consultative and participatory meetings with national actors in different sectors to assess progress in the implementation, generate data and compile the country report for submission to the Office of the Special Envoy on Women Peace and Security. These country level meetings acted as forums for building consensus among the different actors on the national implementation status.

Nine countries (9) submitted reports by 31 October 2018. These are The Central African Republic, The Democratic Republic of Congo, The Gambia, Kenya, Nigeria, Senegal, Rwanda, Mali and Uganda. Data from the remaining fifteen countries (15) was obtained through desk research. In some instances, the desktop research includes data that covers the first semester of 2019 when this report was being prepared. Information from country reports and the desk research was then compiled, analyzed and presented in five themes of the CRF. Data triangulation was achieved through literature review and field data gathered by OSE during country visits to DRC, Senegal and Uganda in October 2018 and OSE Workshop with member states of EAC and ICGLR in November 2018.

## **2.0 The Women Peace and Security Landscape in Africa**

### **2.1 Context**

The context under which the WPS Agenda is being operationalized in Africa is complex and dynamic. On the political front, some states are experiencing political instability, protracted civil wars or are hosting pockets of chronic conflict. Terrorism, intercommunity conflicts and protest over electoral process remain high drivers of violence in Africa. The situation is worsened by, inter alia, illegal migration, human displacement, and proliferation of arms and impacts of climate change. These insecurities tend to reduce the gains made in the implementation of WPS and its prioritization within the agenda of African governments and compromise the human security and the enjoyment of human rights by the people, especially women and girls due to their social status in the society.

The policy context in which WPS agenda is being implemented in Africa is very rich, with the existence of legal and policy instruments that promote/ complement the WPSA at the continental body and its constitutive Member States. The African Union Constitutive Act of 2002 and the Maputo protocol of 2003 are among the legally binding frameworks that promote the WPSA. Several other policies, programmes and institutional mechanisms have been instituted. The 2004 Solemn Declaration on Gender Equality in Africa, the Framework for Post Conflict Reconstruction and Development (2006), the AU Gender Policy (2009), the AU Convention for the Protection and Assistance of Internally Displaced Persons in Africa (2009) and the AU Policy Framework for Security Sector Reform (2011) are among the policies that promote WPSA in different operational sectors of AUC. In 2013, the African Union adopted Agenda 2063, a fifty-year long-term plan for development, peace and security that emphasizes the centrality of gender equality and women's participation in achieving the 'Africa we want'.

This is buttressed by Institutional mechanisms to implement the WPSA at AU namely; the AU Directorate of Women, Gender and Development, the Office of the Special Envoy of the Chairperson of the African Union Commission on Women, Peace and Security and the Gender Peace and Security Programme (GPSP).

At the state level, fifty-one (51) African states have either signed or ratified CEDAW<sup>3</sup> while 40<sup>4</sup> states have ratified the Maputo Protocol (2003) as of January 2018. CEDAW and Maputo Protocol are core binding instruments that obligate member states to promote the WPS in Africa.

## **2.2 Women Peace and Security Action Plans in Africa**

Despite the challenges, African governments and regional organizations have made great strides with development of legal, policy and institutional mechanisms for the implementation of the agenda.

At continental level, the African Union has several instruments that reference the WPS mandate including the Maputo Protocol (2003), the Solemn Declaration on Gender Equality in Africa (2004), the African Union Gender Policy (2009), the 'African Women's Decade 2010- 2020, the AU Gender Strategy for the period 2018-2020, the AU Master Roadmap of Practical Steps to Silencing the Guns by 2020, the APSA Roadmap for the period 2016-2020 and the Africa Governance Architecture (AGA). The breadth of these instruments is enough to mainstream the work of WPS within the African Union considering the numerous policies, strategies and action plans developed at the regional and national level. It is not the lack of instruments that is derailing the progress on WPSA in Africa but the absence of accountability mechanisms at all levels. Therefore, the African Union, through the coordination of the Office of the Special Envoy of the Chairperson of the African Union Commission on WPS developed the Continental Results Framework for Monitoring and Reporting on WPS as an accountability tool to commitments made on WPS in Africa. The framework was adopted in May 2018 and Member States, RECs and the AUC are to utilize it for their annual reporting on the implementation of WPS.

At regional level, five regional bodies have adopted specific Women Peace and Security action plans in addition to their gender mainstreaming instruments. These are ECOWAS (2010), IGAD (2013), SADC (2017), ECCAS (2018) and ICGLR (2018). The EAC has finalized a draft plan that is awaiting approval by the community's organs, while ECOWAS is revising its first action plan. Regional Action Plans have played an important role in raising awareness of UNSCR1325, facilitating cross national cooperation and spurred development of WPS national actions plans.

Within regions, the uptake of NAPs varies widely, with 13 NAPs in ECOWAS, 5 in EAC, 3 in Central Africa, 3 in Southern Africa and 1 in North Africa. The West Africa region is leading with thirteen out of its fifteen Member States having adopted a NAP. The region is among the early supporters of the WPS agenda as six states, almost half of the members, had adopted a NAP by the year 2010. The regional body ECOWAS was the first to adopt a regional action plan in Africa. The East Africa region follows with five out of the six Member States of EAC (including South Sudan) having adopted a NAP. Uganda is taking lead in the region; it was the first state to adopt a NAP within EAC and second

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<sup>3</sup> [https://treaties.un.org/Pages/ViewDetails.aspx?src=TREATY&mtdsg\\_no=IV-8&chapter=4&lang=en](https://treaties.un.org/Pages/ViewDetails.aspx?src=TREATY&mtdsg_no=IV-8&chapter=4&lang=en)

<sup>4</sup> <https://au.int/en/newsevents/20180129/high-level-consultation-ratification-maputo-protocol>



in Africa. It has kept its NAP up to date and at the time of writing the report, it was developing its third-generation plan. EAC has committed to engage Tanzania (the only state without a NAP in the region) to adopt a NAP as well<sup>5</sup>.

In Southern Africa region, Members of the Southern African Development Community (SADC), have warmed up to the WPS agenda in the recent years. Indeed, three countries in the region adopted their National Action Plans between 2017 and 2019; these are Angola (2017), Mozambique (2018) and Namibia (2019). The uptake could be attributed to the influence from the SADC's regional plan of 2017, which calls on its Member States to adopt NAPs on UNSCR1325.

In 2018, Tunisia became the first and the only Northern Africa country to adopt a NAP on UNSCR1325. Research on WPS indicates a lack of awareness on the agenda among national actors in the region, often viewing the agenda as irrelevant<sup>6</sup>. In January 2019, the UN Security Council, concerned with the status of the agenda in Middle East and North Africa, organized an Aria formula meeting of the Security Council themed "*What's next for women and peace and security in the Middle East and North Africa: the potential of national action plans*"<sup>7</sup> which aimed at providing visibility of the agenda in the region. It was hoped that the meeting would entice member states to develop WPS strategies and programmes to integrate the agenda in their security and development plans.

At national level, though this report is based on 24 countries that had National Plans in 2018, there are presently<sup>8</sup> 25 AU Member States with NAPs as Namibia adopted its NAP in 2019. These are per order of adoption, Côte d'Ivoire (2007), Uganda (2008), Guinea (2009), (Liberia (2009), Rwanda (2009, revised in 2018), The Democratic Republic of the Congo (2010, revised in 2018), Guinea Bissau (2010), Sierra Leone (2010), Senegal (2011), Ghana (2012), Burundi (2012, revised in 2017), Burkina Faso (2012), The Gambia (2012), Mali (2012, revised in 2017), Togo (2012), Nigeria (2012, revised 2018), The Central African Republic (2014), South Sudan (2015), Kenya (2016), Niger (2017), Angola (2017), Cameroon(2017),Mozambique (2018), Tunisia(2018) and Namibia (2019).

**25** *NAPS in Africa*

**16** *first generation*

**6** *second generation*

**3** *third generation*

Between 2017 and August 2019 five African governments adopted their first action plans these being Cameroon (2017), Angola (2017), Niger (2017), Tunisia (2018), Mozambique

<sup>5</sup> EAC Speech during the closing session of the OSE consultation with member states of ICGLR and EAC in Nov.2018

<sup>6</sup><https://www.usip.org/sites/default/files/SR388-UNSCR-1325-in-the-Middle-East-and-North-Africa-Women-and-Security.pdf>

<sup>7</sup>S/2019/39 Letter dated 10 January 2019 from the Permanent Representatives of Germany, Peru and the United Kingdom of Great Britain and Northern Ireland to the United Nations addressed to the President of the Security Council

<sup>8</sup> As of June 2019

(2018) and Namibia (2019). Eleven (11) African governments have not updated their NAP despite the expiry of its operational time frame.

Six governments have revised their first-generation NAP. These are Burundi, Nigeria, Uganda, Rwanda, the Democratic Republic of Congo and Mali. The second-generation NAPs have evolved in structure and content. In terms of structure, emerging NAPs are deviating from the traditional structure of the four pillars of UNSCR1325 while retaining its spirit. This may be attributed to a number of factors such as;

- i) the lessons learned during the implementation of the first-generation NAP;
- ii) a deeper analysis of the national and local context;
- iii) wide participation and consultation with a variety of actors and;
- iv) an attempt to address the subsequent WPS resolutions.

Kenya, The Gambia and Liberia are in the process of revising their first NAPs while Uganda<sup>9</sup> and Mali<sup>10</sup> are developing third generation NAPs. More governments have committed to finalize the development of their first NAPs including; South Africa, Egypt, Madagascar and Zambia.

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<sup>9</sup> OSE field visit report to Uganda, October 2018.

<sup>10</sup> Mali-SSR-Background-Note, 2019 accessed at <https://issat.dcaf.ch/Learn/Resource-Library/Country-Profiles/Mali-SSR-Background-Note>

## 1st Generation NAPs

Cote D'Ivoire

Ghana

Sierra Leone

Guinea Bissau

Burkina Faso

Central African  
Republic

Togo

Senegal

South Sudan

Mozambique

Angola

Niger

Tunisia

Cameroon

Guinea

Namibia

## 2nd Generation NAPs

Burundi (2017-  
2021) -completed

Democratic Republic  
of Congo (2018)-  
completed

Rwanda (2018 -  
2022)- Completed

The Gambia -  
drafting stage

Kenya - drafting  
stage

Liberia (2019-  
2023)- drafting  
stage

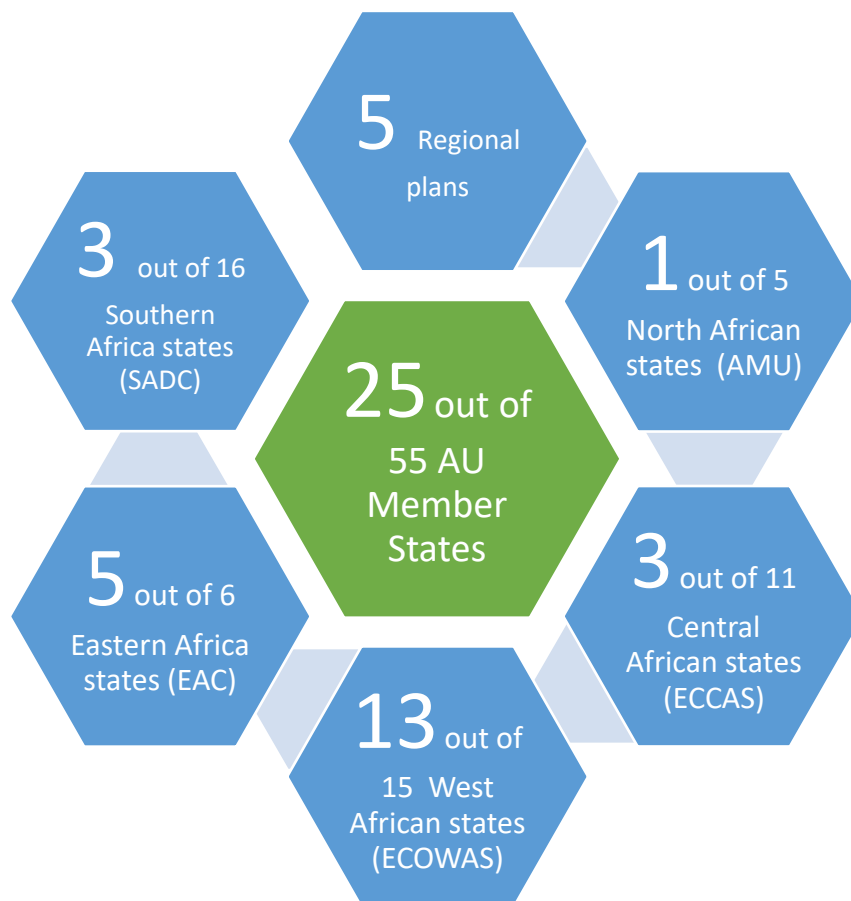
## 3rd Generation NAPs

Uganda- Drafting  
stage

Mali - Drafting stage

Nigeria (2017)-  
completed

*Figure 2: WPS ACTION PLANS IN AFRICA (2019)*



In the 18 years that UNSCR1325 has existed, lessons and best practices on its implementation have emerged. A notable best practice of implementing WPS in Africa is the localization of UNSCR1325 NAPs, which is a bottom up approach that allows the alignment of NAP priorities with community needs and strategies.

Eight countries are undertaking NAP localization in Africa. These are Sierra Leone, Uganda, Liberia, Democratic Republic of Congo, Burundi, South Sudan, Nigeria and Kenya. The approach has aided local ownership, participation, cross-sectoral cooperation and coordination. Important results have been achieved, including raising local awareness of UNSCR1325, promoting participatory planning, implementation, monitoring and evaluation. In addition, local actors have been able to interpret and apply the resolution using a local needs lens. This has resulted in the conduct of sustainable transformative initiatives with tangible benefits to the community and women in particular.

### **Case study from Uganda on NAP localization**

In 2008, Uganda adopted a National Action Plan on the implementation of the WPS agenda in Uganda. The NAP incorporated resolutions 1325, 1820 and the Goma Declaration on Eradication of sexual violence and ending impunity in the great lake's region. Through this NAP, Uganda committed to combat sexual violence against women in armed conflict. In 2011, the NAP was revised to align it with the Ugandan national development plan, strengthen its indicators and specify implementation responsibilities of the different actors.

Following the revision and to enhance NAP implementation, Uganda embarked on a NAP localization process in 2012, and became the second African state after Sierra Leone to assume this approach. By 2018, the UNAP had been localized in 7 districts of Dokolo, Lira, Gulu, Bushenyi, Kasese, Kitgum and Amuria through which local action plans have been produced and translated into local languages.

The Uganda NAP localization process was a result of a strong partnership between the authorities of Uganda local government and civil society organizations. A government regulatory framework that requires civil society organizations to closely work with local governments have strengthened the localization process by ensuring that local priorities are addressed and duplication is avoided, through transparent, participatory and consultative processes in planning, implementation, monitoring and reporting.

One of the greatest tangible benefit of NAP localization in Uganda is a reduction of SGBV incidences. Others include; allocation of government resources within district plans to address gender-based violence as a standard practice; enactment of by-laws to address local level drivers of sexual violence such as alcoholism and drug abuse; increased community awareness on national laws, policies and procedures on SGBV prevention and response, which has enabled survivors of SGBV to follow the right procedure when seeking redress. Finally, localization has enhanced coordination of SGBV response actors (security, medical, justice and psychosocial actors)

*Source: OSE interview with Uganda NAP actors during OSE visit in November 2018*

## 2.3 Most recent NAPs in Africa

By October 2018, the four (4) most recent NAPs in Africa were (Angola, Cameroon, Tunisia and Mozambique). Namibia adopted its report in 2019. The new NAPs vary considerably from previous African NAPs. They demonstrate incorporation of lessons learned in implementation of WPS by countries before them, a willingness by the security sector ministries to take a lead role in implementation of the WPS and a recognition of sector wide responsibility in financing the agenda. These variances differ within the five countries as well.

The Niger NAP, adopted in 2017 deviates from the usual utilization of the UNSCR1325 pillar names- of prevention, protection, participation and relief and recovery- in naming its pillars of focus, while retaining the spirit of the resolution. The NAP has four areas of focus namely; Prevention of conflict and gender-based violence; Protection, Assistance and Rehabilitation of Victims; Participation and Representation; Coordination, monitoring and evaluation. Its pillar naming is very clear on results expected. This demonstrates possible adoption of lessons made in implementation of WPS globally. For instance, by describing pillar one as prevention of conflict and gender-based violence, Niger, reveals its deliberate intentions of expanding the pillar beyond the common narrow interpretation that limits the pillar activities to the prevention of gender-based violence. This is commendable.

Unlike many NAPs in Africa which are developed and implemented by ministries of gender, the Angola NAP of 2017 and the Namibia NAP of 2019 were developed through the coordination of ministries of gender, defence and interior<sup>11</sup>, demonstrating a strong collaboration between the gender and security sector which has not been the case in many countries in Africa. Through this collaboration, the NAPs have a potential to bring synergy between security and WPS policies. On budget allocation, the Angola NAP is resourced through financial allocations from each line Ministry, this is likely to cure the underfunding problem experienced by many African NAPs.

The Cameroon NAP of 2018 incorporates the principles of the eight Security Council Resolutions on WPS (1325, 1820, 1888, 1889, 1960, 2106, 2122 and 2242) and establishes three organs to lead its implementation namely: the Piloting and Orientation Committee; the National Technical Coordination of 1325; and The Regional, Divisional and Sub-Divisional Units<sup>12</sup>. Through these organs, the NAP implementation oversight structures are cascaded to the divisional level, which has potential of enhancing implementation and monitoring and reporting if the structures will be fully operationalized. In Tunisia, the NAP focuses on five components and introduces media as an area of focus. By bringing in media as an area of focus, Tunisia to recognizes the influential role that media has in shaping social discourses including on gender, peace and security. The five components are; protection, control, participation, relief and the media<sup>13</sup>.

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<sup>11</sup> <https://www.peacewomen.org/action-plan/national-action-plan-Angola>

<sup>12</sup> <https://www.peacewomen.org/action-plan/national-action-plan-Cameroon>

<sup>13</sup> <https://www.peacewomen.org/action-plan/national-action-plan-Tunisia>

It's important that a close monitoring be maintained on the NAPs that are being developed and revised for lesson learning. This will be useful in developing an African narrative of what works and what doesn't, taking into account the unique African context. This will be useful not only for the WPS agenda but for other gender focused policies.

## **2.4 Report limitation**

Data unavailability was the largest limitation for this report. Current quantitative data for most indicators was scarce. This is not unique to the CRF. The UN Secretary General's report has not covered all indicators in the UN strategic results framework on women, peace and security (2011-2020), nine years since its launch. This calls for concerted efforts to strengthen national level data collection and reporting on various areas of the WPS.

The scope of the report is limited to countries with a NAP. There are countries that have measures on WPS despite the absence of an action plan. Subsequently, the report does not document fully achievements made on WPS in Africa.

In 2018, the Office of the Special Envoy started field visits to countries that have National Action Plans on WPS. Consultations were conducted in DR Congo, Senegal and Uganda. Limitation of staff and resources has hindered wider consultations and research with the view to providing broader baseline data.

## **3.0 The Status of the Women Peace and Security Agenda in Africa Member States**

The status of the Women Peace and Security Agenda in Africa is an evaluation report of the progress made by African governments and the African Union Commission in the implementation of the women, peace and security agenda using the AUC CRF indicators. It captures advancement in the four core areas of the UNSCR1325; prevention, participation, protection, relief and recovery and on the integration of *WPS in emerging security threats*, a fifth area introduced by the AUC CRF.

Each area is divided into indicators, through which evaluation data was collected, analyzed and presented. In total, 28 indicators, covering Member states and 13 indicators looking at AUC were used. These are further divided into sub indicators to enable specificity, clarity and an in-depth analysis. Section 3 provides report on Member States, while section 4 covers AUC undertakings.

Because of the interconnectivity of the UNSCR1325 pillars and the crosscutting nature of the participation pillar, data on women representation from all pillars was reported under the pillar of participation, in the section on Member States. Similarly, data on the prevention of SGBV/VAW under prevention pillar was reported under the protection pillar. Also progress on integration of WPS agenda in emerging security threats was reported under prevention pillar to allow report coherence and flow.

Due to lack of data for some indicators, all indicators are not reported on. It's expected that the CRF will point out this data gap and create the impetus within member states to collect and report on those indicators in future.

As the first report generated using the CRF indicators, the report provides part of baseline data required for CRF indicators.

The report begins with a comprehensive overview of the WPS agenda in Africa, followed by a section on legal and policy framework that provides for/ references/ enables the effective implementation of the WPS agenda. After which pillar by pillar reporting is made. The report concludes with a section on broad challenges facing implementation of WPS agenda in Africa and recommendations on how they can be addressed.

### **3.1 Legal and policy framework for the promotion of WPS at the national level**

Broadly, the legal and policy framework for the promotion of the WPS within African states is rich. Ranging from national constitutions to specific policies and legislations. Although the extent to which they provide for WPS differ largely across the states and within sectors, the enabling legal and policy framework is by and large in place. However, a lot of focus has been concentrated to the pillars of participation and protection from gender-based violence. Even within these two pillars, the focus is still narrow. For instance, on participation, the focus is too much on elective positions, leaving out participation in key processes of conflict prevention and resolution. Similarly, under the protection pillar, much emphasis is on Gender Based Violence.

#### **3.1.1 Legal frameworks**

The evaluation notes that there is wide presence of legal frameworks that speak to the mandate of the WPS in AU member states. They range from national constitutions to sector specific legislations. Although they are delivering results, more needs to be done to accelerate their implementation. The low implementation rate, coupled with deep-rooted gender disparities and injustices in social, economic, political, and civic rights, has hindered their effectiveness.

#### **3.1.2 National constitutions**

Constitutional researchers point that African states have been undergoing constitutional reforms since the 1990s. Through the reforms, African states have tried to address, inter alia, issues of inequality, historical injustices, public participation and democratic governance<sup>14</sup>. Civil and political rights have been recognized and protected, including rights that have a relevance to the WPS agenda. Most notable is the introduction of clauses providing that the general rules of international law as well as any, treaty or convention ratified by a state becomes part of that states law. Which means that international law becomes directly applicable regardless of whether a specific implementing legislation to incorporate the international law in question has been enacted.

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<sup>14</sup>. Constitution making and democratization trends in Africa: the Kenyan case



This is very useful for the WPS Agenda and gender equality because it means that gender equality provisions in the international conventions and treaties such as the Convention on the Elimination of All forms of Discrimination against Women, the Optional Protocol on Violence against Women and the Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa can be applied to challenge discriminatory practices.

Overall, the 24 African governments which had a NAP by 2018 have enacted or revised their national constitutions to guarantee equality and nondiscrimination of males and females, right to physical integrity, security and right to participate in national developments agenda. The wide-ranging provisions provide a blanket framework for integration of the WPS in all sectors.

Explicit to the WPS mandate, 13 out of the 24 African constitutions had specific clauses providing for participation of women in decision making organs. Covering mainly participation in governance, economic, social and political spheres of life. This is important because it means women can no longer be constrained in the private sphere, they have a constitutionally guaranteed right to participate in peace and security processes for instance.

However, these clauses were effectively applied in elective and governance positions with minimal application in decisions making roles related to peace and security.

The protection agenda of the WPS also received great constitutional attention with 10 out of 24 constitutions having specific provisions for the protection against gender-based violence and/ or violence against women. These constitutional provisions have been used with success to challenge state inaction in protecting the rights of women in Kenya and Uganda for instance, as shown in the cases below.

### **Best practices in utilization of constitutions in protecting the rights of Women- The case of Uganda and Kenya**

In Uganda, an NGO filed a petition asking the constitutional court to declare the custom and practice of FGM, as practiced by several tribes in Uganda, as inconsistent with the Constitution. By relying on the constitutional provisions and other factors, the court ruled that FGM was inconsistent with the Ugandan Constitution and void as a custom<sup>15</sup>. In making the ruling the judge cited a number of constitutional provisions among them; the right to practice one's culture must not conflict with the following rights:

- Article 24: No person shall be subjected to any form of torture or cruel, inhuman or degrading treatment;

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<sup>15</sup> Cases extracted from the GENDER EQUALITY AND WOMEN'S EMPOWERMENT: CONSTITUTIONAL JURISPRUDENCE (2017) accessed at <https://www.idea.int/sites/default/files/publications/gender-equality-and-womens-empowerment-constitutional-jurisprudence.pdf>

- Article 32 (2): Laws, cultures, customs and traditions which are against the dignity, welfare or interest of women or any other marginalized group...are prohibited.
- Articles 33 (1): Women shall be accorded full and equal dignity of the person with men [and] (3) The state shall protect women and their rights taking into account their unique status and natural maternal functions in society;
- Article 44: Notwithstanding anything in this Constitution, there shall be no derogation from the enjoyment of the following rights and freedoms:
- Freedom from torture and cruel, inhuman or degrading treatment or punishment.

In Kenya an NGO acting on behalf of 10 girls who had been raped, sued the Inspector General of the Kenya National Police Service for police's failure to investigate crimes of sexual violence against the girls which infringed their fundamental rights and freedoms under the Kenyan Constitution. The High Court ruled that 'the neglect, omission, refusal and/or failure of the police to conduct prompt, effective, proper and professional investigations into the petitioners' complaints of defilement violates the petitioner's fundamental rights and freedoms' as provided by the Kenyan constitution and cited that not only had the petitioners' rights under the Constitution of Kenya been violated, but their rights under 'the general rules of international law, including any treaty or convention ratified by Kenya, which form part of the law of Kenya as per article 2(5) and 2(6)' were also violated<sup>16</sup>.

This evaluation observes that the area of relief and recovery and prevention of conflict received least express constitutional attention, although, provisions under the social protection/security can generally apply.

While progress has been made on constitutional reform, 3 out of 24 countries still operate a multiple legal system consisting of legislative, customary and Islamic Sharia law. The three bodies of law create contradictions and inconsistencies which undermines the effective implementation of WPS<sup>17</sup>. Also, unawareness of the constitutional rights and freedoms among women and some judicial officers; bureaucracy within the judicial system and high costs in accessing justice are some of the factors that impede the effective utilization of the constitutional provisions to the full enjoyment of rights by women.

<sup>16</sup> Case extracted from the GENDER EQUALITY AND WOMEN'S EMPOWERMENT: CONSTITUTIONAL JURISPRUDENCE (2017) accessed at <https://www.idea.int/sites/default/files/publications/gender-equality-and-womens-empowerment-constitutional-jurisprudence.pdf>

<sup>17</sup> [https://www.usaid.gov/sites/default/files/documents/1860/Summary\\_of\\_RISE\\_Gender\\_Analysis.pdf](https://www.usaid.gov/sites/default/files/documents/1860/Summary_of_RISE_Gender_Analysis.pdf)

#### **SOME EXCERPS OF CLAUSES FROM AFRICAN CONSTITUTION RELEVANT TO WOMEN, PEACE AND SECURITY.**

**Burundi:** Article 168 of the 2005 Constitution states, the National Assembly is composed of 60% Hutu and 40% Tutsi, including at least 30% women, as well as three deputies from the Twa ethnic group.

**The Central African Republic Constitution of 2004,** states “the protection of women and children against violence and insecurity..... is a state and community responsibility” while the Niger constitution of 2010 Article 22 commits the state to combat the violence against women and children in public and private life.

**DRC:** Article 14 Women have the right to an equitable representation within the national, provincial and local institutions.

**Mozambique:** the revised Constitution established in 2004, Article 35 stresses on universality without discrimination (including sex), and Article 36 promises gender equality, while Article 122 stipulates promotion and support for women’s participation, role, and empowerment in all spheres of the country’s political, economic, social and cultural life

**Nigeria:** Constitutional amendments of 1979, 1992, and 1999, prohibit any form of discrimination against women. The constitutional amendments guaranteed the right of women to participate in politics at all levels.

**Kenya:** Article 27(3) of the 2010 Constitution states that, Women and men have the right to equal treatment, including the right to equal opportunities in political, economic, cultural and social spheres. Article 27 (8) states that the ‘State shall take legislative and other measures to implement the principle that not more than two-thirds of the members of elective or appointive bodies shall be of the same gender.’

**Uganda:** the 1995 constitution Article 32(2) states, Laws, cultures, customs and traditions which are against the dignity, welfare or interest of women or any other marginalised group ... or which undermine their status, are prohibited by this Constitution. Articles 33 (1) Women shall be accorded full and equal dignity of the person with men and (3) The state shall protect women and their rights taking into account their unique status and natural maternal functions in society

**Senegal:** Article 7 of the constitution states, all human beings are equal before the law.

**South Sudan:** Part 2, Article 16(3) and (4a) (3) Women shall have the right to participate equally with men in public life. (4) All levels of government shall: (a) promote women’s participation in public life and their representation in the legislative and executive organs by at least twenty-five per cent.

**Rwanda:** Article 9 (4) The State of Rwanda commits itself that women are granted at least 30 per cent of posts in decision making organs’.

**Tunisia:** Article 34 of the 2014 constitution states, the rights to election, voting, and candidacy are guaranteed, in accordance with the law. The state seeks to guarantee women’s representation in elected bodies. Article 46; The State guarantees the equality of opportunities between women and men to have access to all levels of responsibility in all domains.

### 3.1.3 National legislations

The assessment observed that, besides the constitutional provisions, several laws relevant to the WPS Agenda have been enacted. With most of them focusing on the protection from gender-based violence and participation of women in politics. This is consistent with the constitutional provisions, the sustained activism on increasing women's participation in decision making organs and on the protection against gender-based violence.

Women's participation in politics received high attention including through enacting specific legislations that guarantee women's participation through quarters and affirmative actions. 75% of governments evaluated (18 governments) have enacted specific laws to guarantee women participation in elective positions. Senegal for instance, enacted a law on parity which requires a 50:50 gender representation in parliament. Kenya through the Political Parties Act requires that not more than two thirds of the members of its governing body be of the same gender while in 2015, Mali passed a law on promotion of gender in nominative and elective positions that requires at least 30 percent of elected or appointed officials be women. In 2018, the Parliament of Guinea-Bissau approved a law providing for a minimum quota of 36% of women's representation in elections or appointments to the National Assembly and Local Governments<sup>18</sup>. In 2016 the Central African Republic adopted a gender equality law mandating that women hold at least 35% of nominative and elective positions in both the public and private sectors<sup>19</sup>. Overall, there is progress with regards to women's representation in parliaments as a result of these laws coupled with other initiatives as it shall be observed later in the report.

The prevention of violence against women and girls (VAW) and or sexual and gender-based violence (SGBV) is another area of the WPS that has received high legislative, policy and programmatic attention. All the 24 countries have enacted laws for specific forms of VAW/ GBV such as on female genital mutilation, sexual violence, domestic violence, human trafficking among others. Countries like Angola have adopted comprehensive laws that provide for protection, justice and support measures to the victims of VAW/GBV. The Angolan National Law on Domestic Violence of July 2011<sup>20</sup>, for instance guarantees support to victims, through safe houses, medical treatment, financial and legal help. In addition, the law defines violence as a "public crime", which means anyone can report it to the police, not just the victim. In Burkina Faso, The Penal Code explicitly prohibits sexual harassment and punishes forced marriage, bigamy and payment of marriage dowry<sup>21</sup>.

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<sup>18</sup> UNIOGBIS (2018) accessed at <https://uniogbis.unmissions.org/en/guinea-bissau-parliament-passes-law-ensure-gender-balanced-political-representation>

<sup>19</sup> <https://www.state.gov/wp-content/uploads/2019/03/Central-African-Republic-2018.pdf>

<sup>20</sup> <http://evaw-global-database.unwomen.org/en/countries>

<sup>21</sup> <http://evaw-global-database.unwomen.org/en/countries>

In addition to specific laws on VAW and or SGBV, clauses prohibiting VAW and SGBV were integrated in other national legislations on education, child protection, employment and health. However, despite the strong legal framework, incidences of VAW/GBV still remain high with poor access to services by the victims.

### 3.2.1 Policies

The evaluation reveals that, national gender policies, action plans on UNSCR1325 and long-term national development plans were the main policy frameworks at the national level that provided for integration of WPS in Africa.

### 3.2.2 National Gender policies and national action plans on UNSCR1325 & related resolutions

National gender policies and UNSCR1325 action plans were present in all 24 countries evaluated. They were the main policy tools guiding the implementation of the WPS within African countries. The two sets of policies were domiciled in the ministries responsible for gender and women empowerment with an exception of the Angolan NAP that is coordinated by three ministries of Defence, Interior and Family and women's promotion<sup>22</sup>.

NATIONAL GENDER POLICIES ARE KEY IN INTEGRATING  
WPS IN THE PEACE AND SECURITY SECTOR

In Burkina Faso, "the implementation of the gender policy operational plan 2016-2018 is the responsibility of all national development actors: sectoral ministries, public and private institutions, local authorities with the help of Technical and Financial Partners"

Implementation of the two policies was consequently led by the ministries responsible for gender issues and were developed in cooperation with other key sectoral ministries.

Gender Policies of 18 out of 24 countries, required all ministries and public institutions to undertake gender mainstreaming in their operations including by developing specific ministerial gender policies and action plans. By doing this, ministries were able to

advance the relevant mandates of the WPS.

In the case of UNSCR1325 action plans, line ministries were supposed to implement activities marked in their area of responsibility. This was a requirement in all 24 NAPs. Evidence of whether this was happening is weak. OSE field visits to Senegal, Uganda and DRC shown that due to coordination challenges, implementation by line ministries did not always take place. A 2017 study by Ryan and Basin in Sierra Leone and Liberia show cooperation from line ministries in development stage of the NAP as being strong

<sup>22</sup> <https://www.peacewomen.org/action-plan/national-action-plan-angola>

but weakens during implementation<sup>23</sup>. Several factors contribute to this scenario; de-prioritization of the agenda by sector ministries, mandate protection by ministry of gender, narrow interpretation of the agenda, funding, skills etc. This begs the question, to what extent then are National action plans on UNSCR1325 being implemented?

With regard to the Gender policies, the extent to which implementation cascaded to sectoral ministries is questionable. In the peace and security sector for instance, a scan of key actors (defence, interior, police, justice and peace commission) show varied domestication of the national gender policies across the 24 countries.

Within the ministries of defense, available data revealed that ministerial gender policies existed only in 3 countries out of 24 (despite a requirement for development of ministerial gender policies), namely; Kenya, Rwanda<sup>24</sup> and Senegal. Within the police force, gender policies were present in Kenya, Mali, Uganda and Sierra Leone<sup>25</sup>. As it will be seen later in the report, development of ministerial gender policies has had a positive impact in advancing women's rights and gender equality in the ministries.

Although commissions relating to conflict prevention and peace building and correctional services were present in several countries and are important actors in the peace and security, evidence on how WPS elements were integrated in their mandating instruments and their operations was not available. This might be a challenge of documentation rather than the absence of action, especially because this report relies heavily on literature review.

The varied implementation of UNSCR1325 action plans and gender policies by sectoral ministries, demonstrates weakness in coordinating the whole of government implementation of the two crucial policies. In general, there is a weak synergy between frameworks promoting gender equality and those on peace and security. As a result, the gender policies and UNSCR1325 plans have a limited impact on the security sector policies and practices.

### **3.2.3 Policies on Gender based violence**

Commensurate to GBV laws, a plethora of policies addressing Violence Against Women (VAW) and/or Sexual and Gender-Based Violence (GBV) existed in all 24 countries. The policies focused on FGM, human trafficking, sexual offences, domestic violence and violence against women.

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<sup>23</sup> Caitlin Ryan & Helen Basini (2017) UNSC Resolution 1325 national action plans in Liberia and Sierra Leone: An analysis of gendered power relations in hybrid peacebuilding, *Journal of Intervention and Statebuilding*, 11:2, 186-206, DOI: 10.1080/17502977.2017.1337337

<sup>24</sup> IPSTC Gender assessment in PSO (2018)

<sup>25</sup> Dr. Aisha Fofana Ibrahim, *The Integration of a gender perspective in the Sierra Leone Police* (Geneva: DCAF, 2012) accessed at [https://www.files.ethz.ch/isn/157511/SLP\\_Case\\_Study\\_web.pdf](https://www.files.ethz.ch/isn/157511/SLP_Case_Study_web.pdf)

Provisions for protection against VAW/GBV were also integrated in other national policies including the long-term development plans by for instance Burundi, Guinea-Bissau, Kenya, Uganda, and Rwanda, The Uganda National Development Plan II (2015/16-2019/20) for instance, prioritized Gender Based Violence as an area for intervention for achieving Uganda's economic growth and transformation<sup>26</sup>.

To conclude this section of legal and policy frameworks, it is worth noting that progressive laws and policies have been adopted that reference the agenda, there is need for more effective coordination to ensure coherence between the gender related policies with other key national policies on economic, peace and security.

### **3.2.4 National mechanisms for implementing the WPS agenda in Africa.**

Work on WPS relates in various ways with work of other several sectors, including the law enforcement sector, the justice sector, the gender and human rights sector, the peace building sector, the security sector, and the economic and governance sector. Due to this multiplicity of sectors, the successful implementation of the WPS Agenda, requires a well-coordinated and collaborative approach that fosters national ownership and inclusion<sup>27</sup> at all stages of NAP (design, implementation, monitoring and reporting)

In 23 out of the 24 countries, ministries in charge of gender and women's affairs bore the responsibility of coordinating the national implementation of the agenda on top of other responsibilities. While in one country (Angola,) implementation was jointly led by ministries responsible for women's empowerment, interior and defence<sup>28</sup>, deviating from the usual way of implementing the NAP through the ministry of gender. This new trend represents an appreciation that WPS policies cuts across gender, peace and security and the need for active involvement of ministries in charge of peace and security.

To enable effective coordination and collaboration, taskforces and steering committees comprising of relevant ministries and civil society were established to better coordinate the implementation, monitoring and reporting of WPS. Such task forces were present in ten countries being Central Africa Republic, Democratic Republic of Congo, Kenya, Liberia, Mali, Nigeria, Rwanda, Sierra Leone and Uganda. In Liberia, Nigeria, Sierra Leone and Uganda, local taskforces were established, attributable to NAP localization and the need to coordinate efforts at this level. These local level coordination mechanisms were mainly led by the civil society.

Within the sectoral ministries, departments/units responsible for gender work were responsible for the day to day coordination and implementation of the WPS mandate.

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<sup>26</sup>[evaw-global-database.unwomen.org/fr/countries/africa/uganda/2015/the-national-development-plan](http://evaw-global-database.unwomen.org/fr/countries/africa/uganda/2015/the-national-development-plan))

<sup>27</sup> OSCE (2014)

<sup>28</sup> <https://www.peacewomen.org/action-plan/national-action-plan-angola>

Despite the presence of elaborate mechanisms for implementing WPS, several factors hindered their effective functioning. In some countries, the mechanism had very limited number of technical staff devoted to the implementation of the agenda. Often one focal officer was appointed to coordinate the national wide implementation of the agenda. Obviously, due to inadequacies in staffing capacity, active and regular engagement with sectoral ministries was limited. Other challenges include; lack of clear methodologies of engaging different national actors (including with the civil society);

- budget constraints;
- resistance from other relevant ministries and;
- lack of political will.

### **3.2.5 Monitoring of the WPS Action Plans**

Monitoring and reporting of the WPS is perhaps one of the weakest parts in the WPS cycle in Africa. Of the 24 participating countries, evidence was not made on how governments were monitoring the agenda. This is despite a well-built monitoring matrix in all the 24 NAPs and in a context where national oversight bodies for monitoring gender related programmes including WPS exist. The lack of monitoring could be associated with a number of factors including, weaknesses in the NAP monitoring indicators, the non-implementation of the NAP hence lack of monitoring entry points, budget related factors and challenges related to coordination, especially because of the existence of a range of actors with many CSOs, partners and local communities with an interest in the WPS, yet resources for coordination are limited. In a number of countries, local organizations were implementing the agenda and were not aware of existence of a UNSCR1325 NAP<sup>29</sup>.

Despite this, there are commendable practices where Member States are conducting impact assessments of the NAP upon its expiry and in preparation of a subsequent NAP. Such practices are present in DRC, Gambia, Mali, Kenya, Rwanda and Uganda.

Notable also, is the regular monitoring of the Ugandan NAP by the civil society. Since 2010 the civil society group of Uganda have annually monitored the NAP and shared the report with the government actors<sup>30</sup>.

### **3.2.6 Financing of the WPS Action Plans**

Globally, commitments to finance the agenda of women peace and security has been made mainly through the UN seven-point action plan for gender responsive peacebuilding that calls for at least 15% of all UN-managed funds in support of peacebuilding to be dedicated towards promoting gender equality and women's empowerment<sup>31</sup>, the Aid Effectiveness agenda including Aid for Fragile States that

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<sup>29</sup> Caitlin Ryan & Helen Basini (2017) UNSC Resolution 1325 national action plans in Liberia and Sierra Leone: An analysis of gendered power relations in hybrid peacebuilding, *Journal of Intervention and State building*, 11:2, 186-206, DOI: 10.1080/17502977.2017.1337337

<sup>30</sup> OSE report on field visit to Uganda, 2018

<sup>31</sup> UN. 2011. "7-Point Action Plan – Tracking Progress and the UN Strategic Results Framework on Women, Peace and Security (2011-2020)."



commits to gender equality and calls for measures to ensure the protection and participation of women in fragile contexts<sup>32</sup> and support to Sustainable Development Goals on gender equality and the 2063 African Union agenda aspiration 6.

As an aid recipient continent, it's not surprising that NAPs on UNSCR1325 in Africa are mainly donor supported. All the 24 NAPs were either developed with financial support from UN agencies and/ or from bilateral programmes. (See table 1- analyzing financial support towards NAP development). The availability of donor funds, however, should not relinquish African governments' responsibility of financing policies on WPS.

The successful implementation of WPS requires a sustained allocation of predictable and sufficient budgets for the entire period of the NAP. This can only be achieved if governments are factoring the agenda in their national budgets.

Evaluation results show that there is a friendly policy environment for NAP resourcing in Africa. African governments have adopted varied national frameworks that compels ministries to ensure gender equity plans and resourcing. It is through such frameworks that resources for NAP implementation are to be accessed from the national kitty. Four governments; Burundi, Kenya, Uganda and Rwanda reported the existence of such frameworks in form of Gender Budgeting Guidelines in Kenya, Public Finance Management act in Uganda and Gender Budget Statements in Rwanda.

Available literature shows that three governments have earmarked WPS budgets in their National budgets these being Burundi, Kenya and Liberia. Burundi has maintained NAP funding as a standing item in the national budget since 2010 and channels the funds through the ministry responsible for gender and women issues<sup>33</sup>. In Kenya, the government financial commitments exist since 2017. In the 2018/2019 financial year, the government of Kenya financial commitment to the agenda rose by 29.8% from USD 620 thousands in the 2017/2018 financial year to USD 800 thousand in the 2018/2019 financial year.<sup>34</sup> In Liberia, the government provided funding to different government agencies to implement WPS related initiatives including the Department of Planning and

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New York: UN. Available at <http://www.un.org/en/peacebuilding/pbso/pdf/SG%20report%20PB%202012.pdf>

<sup>32</sup> Paris Declaration (2005), Accra Agenda for Action (2008), Aid in Support of Gender Equality in Fragile and Conflict Affected States, Busan Partnership for Effective Development Cooperation (2011), New Deal for Fragile States (2011), Development Cooperation Forum reports, EC/UN Partnership on Gender Equality for Development and Peace

<sup>33</sup> FINANCING FOR THE IMPLEMENTATION OF NATIONAL ACTION PLANS ON UN SECURITY COUNCIL RESOLUTION 1325: CRITICAL FOR ADVANCING WOMEN'S HUMAN RIGHTS, PEACE AND SECURITY accessed at [https://www.cordaid.org/media/medialibrary/2014/10/FinancingUNSCR1325\\_2014\\_27oct.pdf](https://www.cordaid.org/media/medialibrary/2014/10/FinancingUNSCR1325_2014_27oct.pdf)

<sup>34</sup> UN Women Annual report 2018 accessed at <https://www.genderinkenya.org/wp-content/uploads/2019/05/Annual-Report-2018-digital-final2-1.pdf>

Administration, the Department of Research and Technical Services and the Administration Department within the Ministry of Justice<sup>35</sup>.

Largely, UNSCR1325 NAP financing by African governments is made through allocations to the Ministries responsible for Gender and Women affairs. The Ministry serves as the custodian of the Women, Peace and Security Agenda in 23 out of the 24 countries and acted as its lead implementing agencies. Although the ministries receive government funding, It is not clear how much funds are specifically allocated and spent on WPS due to three main factors; i) the fact that the ministries of gender have multiple responsibilities with their staff covering a range of roles, ii) the intersectionality of gender mainstreaming work and WPS and iii) the lack of budget tracking tools. Noting that documentation shows that ministries responsible for gender and women affairs are the least funded, it is questionable if they ever have funds for the WPS.

The evaluation noted that financing for WPS is also largely made through support by bilateral and multilateral donors and international NGOs to WPS projects ran by both state and non-state actors. Responses from eight countries and literature review confirmed that funds to implement WPS related initiatives was received from development partners. These funds were provided to both state and non-state actors, in Kenya, for instance the UN Women country office supported multiple WPS projects in different ministries, community groups and CSO including; defence, gender, interior, the police, refugees in Dadaab and local peace dialogues<sup>36</sup>. In Burundi, it is estimated that 85% of funding for the first-generation NAP was from Official Development Assistance (ODA), direct project support from the United Nations, and from international development organizations and CSOs including Femmes Africa Solidarité, Cordaid, and GNWP<sup>37</sup>. The Funds were directed to the Burundian government and the civil society<sup>38</sup>. In Liberia, the UN Women is funding the development of the second NAP while UNMIL is supporting training programmes on WPS.

Based on the programmes funded by different actors, it was clear that the participation and protection pillar were the main beneficiaries of funding. Numerous programmes across the 24 countries focused on increasing the number of women in peace process (mediation and countering violent extremism) security forces (police and military) and political offices.

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<sup>35</sup> This is for 2009-2010 budget, Liberia nap expired in 2013, so the information is still relevant. Data is sourced from the Security Council Resolution 1325: Civil Society Monitoring Report 2011 accessed at

<sup>36</sup> UN Women Annual report 2018 accessed at <https://www.genderinkenya.org/wp-content/uploads/2019/05/Annual-Report-2018-digital-final2-1.pdf>

<sup>37</sup> FINANCING FOR THE IMPLEMENTATION OF NATIONAL ACTION PLANS ON UN SECURITY COUNCIL RESOLUTION 1325: CRITICAL FOR ADVANCING WOMEN'S HUMAN RIGHTS, PEACE AND SECURITY accessed at [https://www.cordaid.org/media/medialibrary/2014/10/FinancingUNSCR1325\\_2014\\_27oct.pdf](https://www.cordaid.org/media/medialibrary/2014/10/FinancingUNSCR1325_2014_27oct.pdf)

<sup>38</sup> FINANCING FOR THE IMPLEMENTATION OF NATIONAL ACTION PLANS ON UN SECURITY COUNCIL RESOLUTION 1325: CRITICAL FOR ADVANCING WOMEN'S HUMAN RIGHTS, PEACE AND SECURITY accessed at [https://www.cordaid.org/media/medialibrary/2014/10/FinancingUNSCR1325\\_2014\\_27oct.pdf](https://www.cordaid.org/media/medialibrary/2014/10/FinancingUNSCR1325_2014_27oct.pdf)

Several programmes also focused on prevention and response to gender-based violence focusing on capacity building through workshops and generation of knowledge products. While these are useful, it's important to invest in most transformative initiatives. This will require deep contextual analysis applying different lenses (political, sociocultural, gender, conflict and economy) all at once.

Some challenges towards WPS financing are observed, these include; majority of governments do not earmark funds within their funding frameworks, especially for NAP implementation, monitoring and reporting. This could be as a result of assumptions that donors funding NAP development will fund implementation, yet donor priorities change. There is also the issue of one off project based approaches to funding WPS, inadequate fundraising capacity and lack of transparency and coordination of financial flows.<sup>39</sup>

**Table 1: FINANCIAL AND TECHNICAL SUPPORT IN DEVELOPMENT OF UNSCR1325 NAPS IN AFRICA**

<b>Country</b>	<b>Financial and technical support from:</b>
Angola	No data
Burundi	UN Women, UNDP, UNESCO & Femmes Africa Solidarite
Burkina Faso	No Data
Cameroon	UN Women
Central Africa Republic	No Data
Democratic Republic of Congo	UN Women
Gambia	No Data
Guinea	No Data
Guinea Bissau	UN Peace operations in Guinea
Ghana	UN Women, UNFPA & UNDP
Kenya	UN Women and Finland
Liberia	UN Women (for second Generation and UNMIL for 1 <sup>st</sup> NAP)
Mali	Un Women and Sweden
Mozambique	UN Women, Iceland and Norway
Nigeria	UN Women, EU & Nigerian stability reconciliation Programme
Niger	No Data
Rwanda	Care international (for second NAP)
South Sudan	UN Women
Senegal	No data
Sierra Leone	Netherlands, UNFPS and UN Women
Tunisia	UN Women and Finland
Togo	No data
Uganda	UNFPA and UN Women for third generation NAP

<sup>39</sup> FINANCING FOR THE IMPLEMENTATION OF NATIONAL ACTION PLANS ON UN SECURITY COUNCIL RESOLUTION 1325: CRITICAL FOR ADVANCING WOMEN'S HUMAN RIGHTS, PEACE AND SECURITY accessed at [https://www.cordaid.org/media/medialibrary/2014/10/FinancingUNSCR1325\\_2014\\_27oct.pdf](https://www.cordaid.org/media/medialibrary/2014/10/FinancingUNSCR1325_2014_27oct.pdf)

### **3.3.0 The Status of women peace and security: Participation Pillar**

The uniqueness of the Women, Peace and Security agenda is in its potential to promote the full, equitable and meaningful participation of women at all levels of decision-making on all matters of peace and security. Progress towards a balanced representation of men and women at all levels, including at senior and decision-making levels, in national diplomatic services, in all ministries including defence, justice and security, armed forces and other security sector agencies are useful pointers of success in the implementation of the agenda.

The participation pillar aims at promoting the equal and meaningful participation of women in all efforts of maintaining and promoting peace and security. As peace and stability is a mix of many factors like inclusive public service, democratic governance and respect of human rights among others, the progress made in implementing aspirations of this pillar were evaluated by focusing on the efforts that African governments have instituted to promote the inclusion and representation of women in selected peace and security institutions and processes, civil service and political representation. Evaluation was also made on measures taken to promote women participation in political offices and in the institutions governing peace and security.

### **3.3.1 Women's participation in decision making position in the civil service and political offices**

#### **Women's representation in the civil service**

The CRF aims at evaluating the representation of women in the civil service by focusing on three key offices; cabinet ministers, permanent secretaries and head of commissions. Due to data paucity, evaluation was only possible for the office of cabinet ministers. Even for this office data was only available for 11 out of 24 countries evaluated (45.8%)

#### **Women's representation in cabinet**

In 2018, a wave of gender parity cabinet hit Africa. Three countries appointed gender parity cabinets between 2018 and 2019, being; Ethiopia, Guinea Bissau and South Africa. Of interest is Guinea Bissau, which according to women analysts didn't have any female minister in 2017,<sup>40</sup> but in July 2019, eight of the 16 ministers appointed were women<sup>41</sup>, making one of the greatest leaps in history.

The review shows mixed results. Two countries of the 24 countries of interest, have a gender parity cabinet being Rwanda and Guinea Bissau. Six governments have more than 20% women representation in cabinet being DRC with 22.8%,<sup>42</sup> Ghana with 27%<sup>43</sup>,

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<sup>40</sup> <https://www.passblue.com/2017/10/03/women-break-the-ice-for-peace-in-guinea-bissau/>

<sup>41</sup> <https://www.africanews.com/2019/07/05/guinea-bissau-names-gender-par-cabinet-after-ethiopia-south-africa/>

<sup>42</sup> <https://www.state.gov/wp-content/uploads/2019/03/Republic-of-the-Congo-2018.pdf>

<sup>43</sup>

Kenya at 29%, Mali at 34.4%<sup>44</sup> South Sudan at 20%<sup>45</sup> and Togo with 23%<sup>46</sup>. Three governments have less than 18% Female representation in Cabinet positions, these are CAR with 14%<sup>47</sup>, The Gambia with 16.6%<sup>48</sup> and Tunisia with 17%<sup>49</sup>.

Apart from Guinea Bissau and Rwanda none of the nine countries has reached their legislated targets nor the universal threshold of 30%. This demonstrates low implementation of the laws and policies enacted by the member states for the advancement of gender equality and women's rights.

However, the case from Rwanda, Guinea Bissau and Ethiopia shows that with political will and leadership, a gender balanced civil service is possible. Rwanda has achieved its gender target of 30% and reached gender parity in many areas of the civil service as shown in table 2 below.

Table 2: Women's Representation in Cabinet Ministries: June 2019			
Country	% of Women in the Cabinet	Year	Legislated Gender Quarter
Central Africa Republic	14	2018	35%
Democratic Republic of Congo	22.8	2017	Was 30% but abolished in the 2015 revision <sup>50</sup>
Gambia	16.6	2018	30%
Ghana	27	2017	40% <sup>51</sup>
Guinea Bissau	50	2019	36%
Kenya	27	2018	33%
Mali	34.4	2018	30%

<sup>44</sup> 2018 Country report to OSE

<sup>45</sup> Government of South Sudan Beijing report (2019) accessed at [https://www.uneca.org/sites/default/files/uploaded-documents/Beijing25/south\\_sudan-beijing25\\_report.pdf](https://www.uneca.org/sites/default/files/uploaded-documents/Beijing25/south_sudan-beijing25_report.pdf)

<sup>46</sup> Institute of African Affairs (2019) accessed at <https://mpr.ub.uni->

<sup>47</sup> <https://www.state.gov/wp-content/uploads/2019/03/Central-African-Republic-2018.pdf>

<sup>48</sup> 2018 Country report to OSE

<sup>49</sup> <https://pomed.org/details-on-the-new-tunisian-cabinet/>

<sup>50</sup> Country gender profile(2017) accessed at [https://www.jica.go.jp/english/our\\_work/thematic\\_issues/gender/background/c8h0vm0000anj6-att/drc\\_2017.pdf](https://www.jica.go.jp/english/our_work/thematic_issues/gender/background/c8h0vm0000anj6-att/drc_2017.pdf)

<sup>51</sup> Government of Ghana National Gender Policy (2015)

South Sudan	20	2019	36%
Togo	23	2018	30%
Tunisia	17	2017	Principal of parity
Rwanda	50	2018	30%

Source: Author compilation from literature

**Table 3: Women's representation at Decision Making Positions (2018)<sup>52</sup> in the Rwanda Civil Service**

Institution	% of women
Parliament (Lower Chamber)	61.3
Senate	38
Cabinet Ministries	50
Judges and Clerks	50
Ambassadors	32
Members of the District Council	45.2

Source; Conference paper presented to ICGLR by Rwanda (Feb 2019)

### Women's representation in political offices

As mentioned earlier, women's participation in political offices has received great legislative, policy and programmatic attention. All the 24 countries evaluated have laws providing for gender quotas in the elective positions. By examining the actual female representation in political offices, the CRF provides evidence of results achieved by various initiatives on promoting women's representation in legislative organs in African states that have adopted a UNSCR 1325 NAP by August 2018.

The CRF focused on some political offices; National and Local Assemblies, Senate, Mayoral/Gubernatorial positions as well as women's representation in the National Electoral Management Bodies. However, due to unavailability of data on open sources for many of the offices, evaluation was only possible for National Assemblies.

There is progressive growth in the number of women in the national parliaments of the 24 countries evaluated. Literature shows that, 29% of governments (Seven of the twenty-four) have met the global threshold of 30% women's representation in parliaments these being Rwanda, Senegal, Mozambique, Burundi, Tunisia and Uganda. Rwanda is still

<sup>52</sup> PAPER PRESENTATION TO ICGLR (2019) Accessed at [https://ungreatlakes.unmissions.org/sites/default/files/rwanda\\_unscr1325\\_implementation.pdf](https://ungreatlakes.unmissions.org/sites/default/files/rwanda_unscr1325_implementation.pdf)

leading with 61.3% female representation in its lower chamber parliament. Still a large majority of 58% (14 governments) have less than 20% female representation in parliaments, as of 1st April 2019.

But what do the percentages mean? Are the laws, policies and programmes making a difference? A trend analysis of women's political participation in four countries<sup>53</sup> (Kenya, Rwanda, Senegal and Tunisia) provide an affirmative answer to these questions.

The Rwanda case, shows that, the enactment of the 30% quota in the 2003 constitution was a game changer. Prior to this provision, in 1996 women made a mere 18% in the parliament. Immediately after the passage of the gender quota, the number rose to 56% in the 2008 election. The number has since been growing and currently stands at 61.3%. It's important to note that besides the constitutional provision, other factors including strong political will, capacity building and male engagement initiatives have led to this transformation in Rwanda.

In Kenya, women parliamentarians were at 9.5% and a meagre 7% at the cabinet level in 2007, before the 2010 Constitution that provides for not more than two-thirds (translating to 33%) of the members of elective or appointive bodies shall be of the same gender was enacted. In the 2017 general election, women made up 29% of the national parliament with 29% being appointed to the cabinet. Making a growth of more than 20% in both the legislator and the cabinet. In the legislature, the increase was mainly possible because the constitution preserved seat for women in each of the 47 counties. As regards cabinet appointments, the appointing authority didn't have an option but to ensure adherence to the constitutional provision of 33%, even though this was not achieved.

In Senegal, women representation increased significantly from 19.2% in 2001 to 43% in the 2017 elections following the enactment of the Gender Parity Law of 2010, which demands parity on electoral lists. As Senegal has a parallel electoral system the provisions of parity apply to both the list of candidates submitted for seats elected through a proportional representation system and the seats contested through a majority system in multi-member constituencies. The law also provides heavy legal sanctions for non-compliance including refusal of admission.<sup>54</sup>

In Tunisia women made up 47% of the Local Council positions in the May 2018 elections, which is a dramatic increase of women members attributed to the 2016 electoral law that includes the principles of parity and alternation between men and women on candidate lists for all elections.

The cases demonstrate the importance of enacting and implementing gender sensitive legal reforms and their effectiveness in increasing the number of women in decision making roles. However, while these measures have boosted the number of women in key decision-making organs such as parliament and cabinet, efforts to support women office

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<sup>53</sup> These countries were picked because data was publicly available.

<sup>54</sup> Gender quota database-<https://www.idea.int/data-tools/data/gender-quotas/country-view/293/35>

bearers to effectively undertake their roles in these offices should be accelerated. This will ensure a double win on fast-tracking women's representation and in attaining substantial equality. In addition, a criterion for enforcing accountability for women political office bearers should be sought to avoid cooptation.

**Table 4: Women's representation in parliaments in Countries with NAPs as of 1st April 2019**

Country	Lower or single House			
	Election month and year	Total parliamentary Seats	Seats held by Women	% of seats by women
Rwanda	09.2018	80	49	61.25
Senegal	07.2017	165	69	43.
Mozambique	10.2014	250	99	39.6
Burundi	06.2015	121	44	36.36
Tunisia	10.2014	217	78	35.94
Uganda	02.2016	459	160	34.86
Cameroon	09.2013	180	56	31.11
South Sudan	08.2016	383	109	28.46
Guinea	9.2013	114	26	22.81
Kenya	8.2017	349	76	21.78
Niger	02.2016	171	29	16.96
Togo	12.2018	91	15	16.48
Guinea-Bissau	03.2019	102	14	13.73
Burkina Faso	11.2015	127	17	13.39
Ghana	12.2016	275	36	13.09
Liberia	10.2017	73	9	12.33
Sierra Leone	03.2018	146	18	12.33
Côte d'Ivoire	12.2016	255	28	10.98
Gambia (The)	04.2017	58	6	10.34
Democratic Republic of the Congo	03.2019	500	50	10
Mali	12.2013	147	13	8.84
Central African Republic	03.2016	140	12	8.57
Nigeria	02.2019	355	12	3.38

Source: Inter-Parliamentary Union Open Data



## **Measures for promoting women's participation in political processes**

African states have continually taken measures aimed at promoting women's participation in political processes. This is in recognition of historical factors and societal norms that hinder women's effective participation in political leadership.

The evaluation observed existence of different measures aimed at increasing the number of women in political processes. All the 24 countries (100%) had specific laws providing for gender quotas in elective positions, while 13 countries (54%) had constitutional clauses providing for women's equal participation in all spheres of life.

Other programmatic measure employed included; building the capacity of women to take up leadership roles; including mentoring of young girls, supporting women political candidates; initiating women economic empowerment programmes; deliberate nomination of women to political positions; awarding best performing women leaders; lowering electoral fees for women candidates; educating the electorate on women political leadership and reserving certain seats for women.

All these measures combined with legal reforms have yielded good results. With legal reforms, especially those that provide for women's quotas and or special seats proving to be the most important factor in increasing the number of women in political leadership as demonstrated by the four cases above.

## **Women's participation in peace processes and in institutions governing peace and security**

Women's participation in conflict prevention, resolution, reconciliation and in post conflict reconstruction is critical. Studies have shown that inclusion of women in peace processes provide a 35% probability of sustaining peace agreements for at least 15 years<sup>55</sup>. Meaningful participation requires moving beyond the numbers to ensuring that women's rights, needs and experiences are heard and reflected in the peace outcome documents. Meaningful participation also means that women are involved in the implementation, monitoring and reporting of the peace agreements. This calls for political will and leadership.

In Africa, women's participation in conflict prevention and resolution has mainly been informal. This has constrained their ability to influence and shape peace policies and strategies. The CRF sought to evaluate the level of women's participation in governance of peace and security and women's participation in formal peace building processes, looking at their representation across the institutions governing peace and security and at decision making positions.

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<sup>55</sup> <https://www.unwomen.org/en/digital-library/multimedia/2018/10/infographic-womens-meaningful-participation-builds-peace>

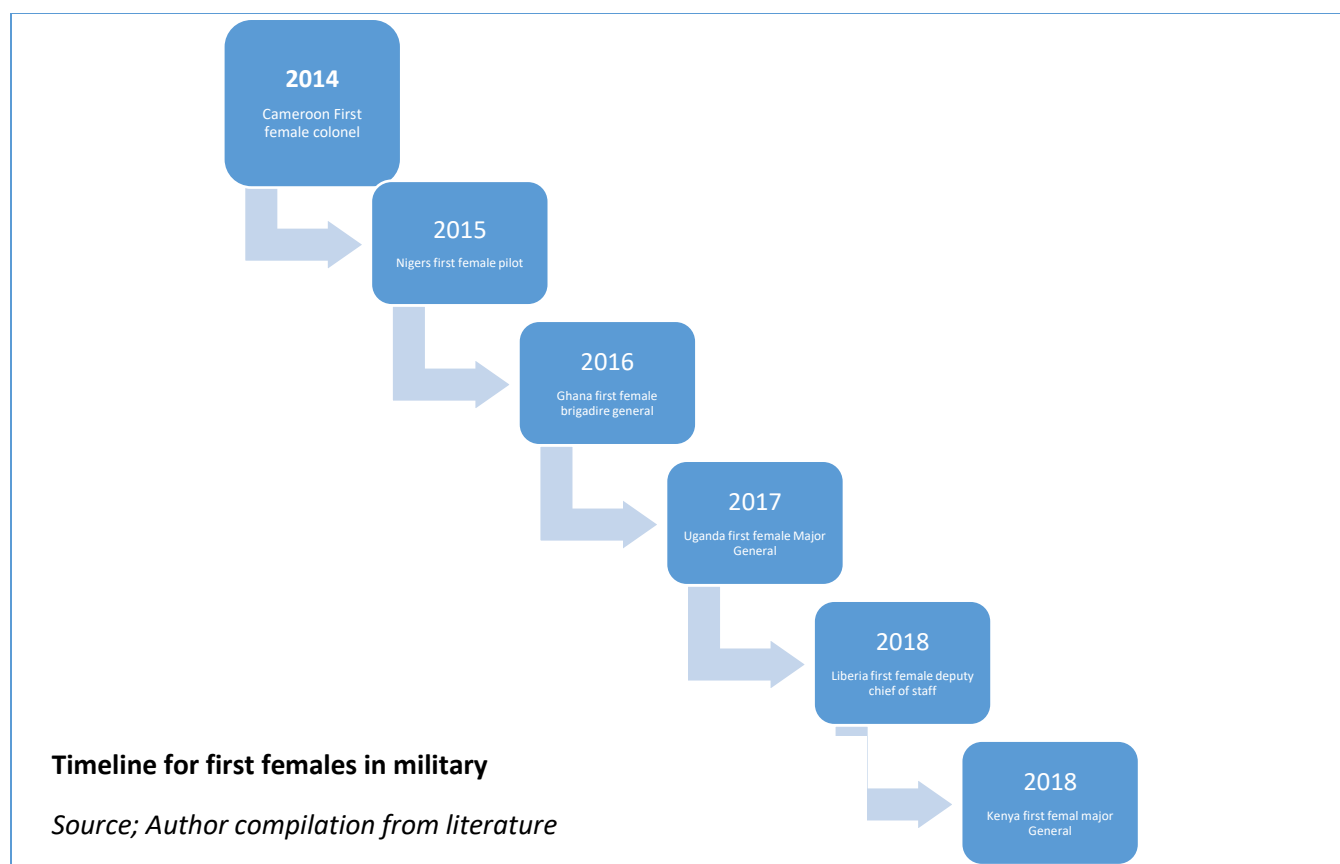
## **Women's Participation in institutions governing peace and security**

Institutions evaluated by this indicator were military, police, intelligence, immigration, boarder security, justice, correctional services and foreign service.

A look at women's representation at the ministerial positions in defence, foreign affairs and justice shows a mixed picture. In the period between 2000 and September 2019, there were only 62.5% (15 out of 24) female ministers of foreign affairs, and only 29% (7 out of 24) being in office as of September 2019. In the defence, there were only 20% (5 out of 24) female ministers of defence in the period 2000 and 2019, and only 8.3% (2 out of 24) were in office as of September 2019. The ministry of justice had the lowest number at only 3 out of 24 serving in the period between 2000 and 2019, and only 4.1% (1 out of 24) being current office bearer as of September 2019.

At technical levels, though data was scarce the situation is worse. In the military, women's representation is very low, probably a reflection of the low penetration rate of gender and or WPS policies. At leadership positions, the evaluation observed that women attained decision making ranks in the very recent past, less than 10 years ago precisely.

First Female Major Generals were appointed in 2011 in The Gambia, 2017 in Uganda and 2018 in Kenya. As of the time of writing the report, these are the only major generals in the 24 countries evaluated. In Ghana, the senior most female officer is a Brigadier appointed in 2016 while in Cameroon, the only senior most female officer is a Colonel appointed in 2014.



Across the militaries, the general population of female personnel is generally low and growing at a very slow pace. In Rwanda, female military population is 4.6%<sup>56</sup>, about 8%<sup>57</sup> in Kenya and Mali, 4%<sup>58</sup> in DRC, 5%<sup>59</sup> in Senegal and 4%<sup>60</sup> in Liberia. The numbers are hoped to increase in future as African governments are progressively taking steps to promote the participation of women in peace and security processes through adoption of gender transformative policies and administrative regulations.

In other security related institutions, the picture is same, growing but slowly. In Liberia the National Police counts 18% of female officers in 2017 from 2% in 2003, Bureau of Corrections 18% and in Drug Enforcement Agency is 17%.<sup>61</sup> In Guinea Bissau, female representation in the armed forces and security sector was reported to be generally low, with only four women Colonels in Police and two in the army<sup>62</sup>

<sup>56</sup> Rwanda Country report to OSE (2018)

<sup>57</sup> Kenya & Mali Country report to OSE (2018)

<sup>58</sup> DRC Country report to OSE (2018)

<sup>59</sup> OSE Country Visit report to Senegal (2018)

<sup>60</sup> Gender Security Newsletter, GSSNT, Vol.1 No.2, Nov-Dec 2017, p. 11.

<sup>61</sup> Gender Security Newsletter, GSSNT, Vol.1 No.2, Nov-Dec 2017, p. 11.

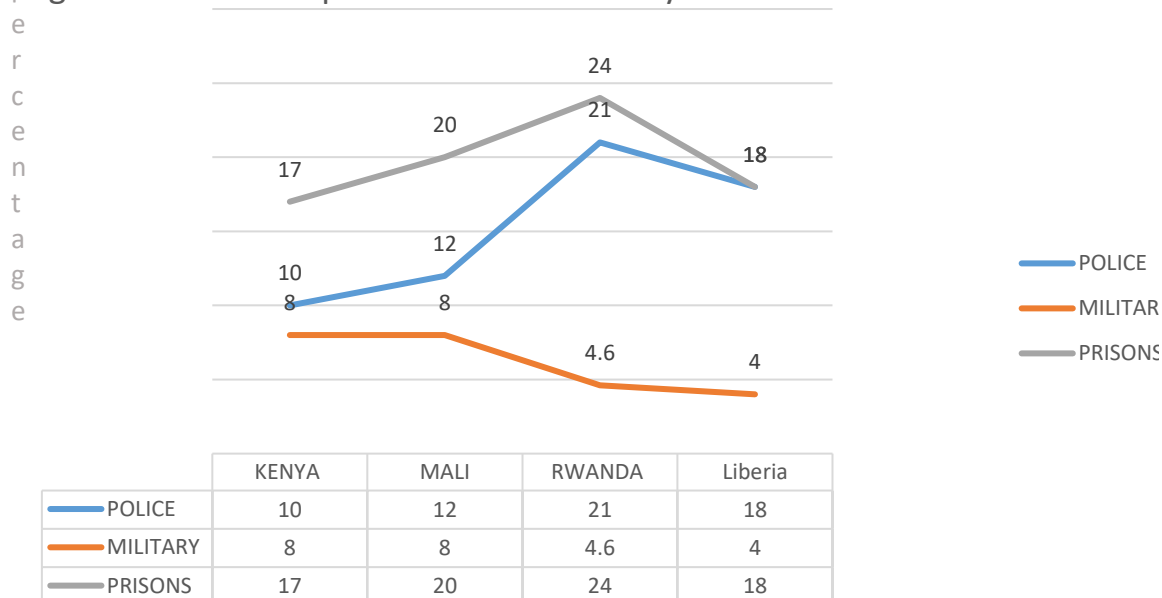
<sup>62</sup> Guinea Bissau SSR Background Note (2019) accessed at <https://issat.dcaf.ch/Learn/Resource-Library/Country-Profiles/Guinea-Bissau-SSR-Background-Note#5Ev>

Interestingly, the evaluation noted the immediate positive effect that gender policies can make in increasing the number of women in the military. For instance, in Senegal, the number of women in the armed forces rose from 3% in 2011 to 5% in 2017 upon adoption of a gender strategy by the Senegalese Armed Force. In Kenya, the first female was promoted to the rank of a Major general in 2018, a year after the adoption of a gender policy in the ministry of defense.

GENDER POLICIES IN THE ARMED FORCES  
HAVE HAD AN IMMEDIATE IMPACT IN RAISING  
THE NUMBER OF WOMEN IN THE FORCES

[Cite your source here.]

Figure 3: Women representation in security institutions in 2018



Source; country reports on the implementation of WPS, September 2018

## Women's Participation in Peace processes.

According to the 2018 report<sup>63</sup> on peace processes and negotiations, there were a total of 43 peace processes and negotiations globally in 2017. Twenty (20) were in Africa (46% of the total), eight (8) in Asia (19%), seven (7) in Europe (16%), five (5) in the Middle East (12%) and three (3) in the Americas (7%). In Africa these were in Burundi, CAR, The Democratic Republic of Congo (DRC), Ethiopia, The Gambia, Lake Chad Region (Boko Haram), Libya, Mali (North) Morocco – Western Sahara, Mozambique, Nigeria (Niger Delta), Senegal (Casamance), Somalia, South Sudan, Sudan, Sudan

<sup>63</sup> <https://reliefweb.int/report/world/peace-talks-focus-2019-report-trends-and-scenarios-en-es>

(Darfur), Sudan (South Kordofan, and Blue Nile), Sudan – South Sudan and Togo. Twelve (12) of the 20 peace processes in Africa took place in situations of armed conflict with remaining eight being in the context of socio-political crisis.

Of the 20, eleven (11) were in African countries that have a UNSCR 1325 NAP. The African Union was involved as a third party in 17 peace processes and negotiations and it collaborated with the UN and other regional organisations.

On inclusion, the report notes that, overall there were persistent challenges in terms of inclusiveness and incorporation of gender dimension in the peace processes. Most of the peace processes lacked a gender perspective and a significant participation of women. In Africa specifically, the report notes high gender discrimination affected women's participation in CAR, Mali and Nigeria. This is despite the existence of action plans on UNSCR 1325, which among others calls for measures to ensure women's participation in peace processes. The case of Mali highlighted below explains the struggles that women face to participate in official peace processes and negotiations.

On a positive note, women's participation in the South Sudan 2018 peace process was a success on women's participation and on the inclusion of gender perspectives in the agreement. According to the 2019<sup>64</sup> government of South Sudan report on implementation of the Beijing platform for action, one woman participated as a mediator while female leaders of civil society groups served as official observers. In total women made up 25% of official delegates, and members of the Women's Coalition. Women's participation in this process had significant results including the inclusion of a 35% affirmative action for women in the 2018 Revitalized Peace Agreement on the Resolution of the Conflict in the Republic of South Sudan (R-ARCSS) against the constitutional provision of 25%.

### **Women's struggle to participate in peace processes- the case of Mali**

In 2017, Supervisory Committee of the 2015 Mali Peace and Reconciliation Agreement convened to advance the implementation of key aspects of the agreement. Malian women continued to be marginalized and their inclusion in the process was not prioritized despite the mobilization of several local women's organizations, the actions undertaken by UN Women and the MINUSMA, the international framework defined by resolution 1325 aiming to encourage the inclusion of women and the existence of a National Action Plan for the Implementation of UNSCR 1325, covering the period 2015-2017, and which includes among its goals to favour the participation of women in the implementation of the peace agreement.

There was a very low participation of women in the drafting committee for the Charter for Peace, Unity and National Reconciliation –six women out of, the 53 members – despite the fact that women represented 32% of participants in the Conference of National Understanding.

Additionally, analysts pointed out that women were under-represented in the mechanisms for the implementation and supervision of the peace agreement –including the Supervisory Committee for the Agreement, the DDR Committee, the National Council for the Reform of the Security Sector, and the Commission for Truth, Justice and Reconciliation– given that, on average, the presence of women in these spaces was around 3%.

Taking into account the demands from Malian women activists on the need for women to play a greater role in the implementation and supervision mechanisms, suggestions are made for a more relevant presence on the Supervisory Committee for the Agreement and the establishment of parallel mechanisms to assess the implementation of the agreement taking into account gender indicators.

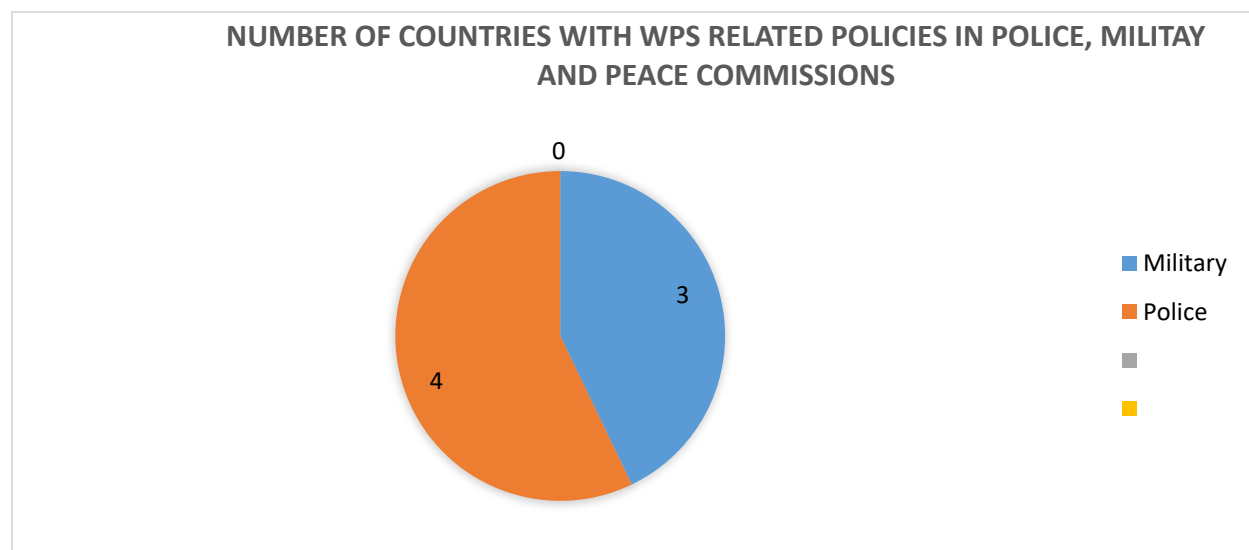
***Case adopted from the 2018 report on peace processes***

## Measures that are adopted to encourage women to join the security forces

African governments have appreciated the positive role that women can play in promoting national security and stability. In this respect, different governments have taken positive measures in not only increasing the number of women in the security sector but also in improving the gender responsiveness of the sector.

Generally, all the 24 governments evaluated were taking initiatives to promote the inclusion of women in the security sector. It is in this sector that the WPS work was much visible and evident. Efforts ranged from establishment of gender offices/ departments within the security sector institutions, gender awareness programmes, women focused capacity building initiatives to enable them take up military leadership roles, adoption of gender policies, advocacy for gender responsive reforms and affirmative action in favor of women and strengthening measures for tackling gender-based violence within the forces.

On ministerial gender policies, within the ministry of defence, available data revealed that ministerial gender policies existed in Kenya, Rwanda and Senegal. Within the police force gender policies were present in Kenya, Mali, Uganda and Sierra Leone. These guided the integration of gender/WPS in ministerial programmes and processes. A key impact of these gender policies was gradual increment of women and promotion of women to decision making roles.



Another measure was the establishment of gender offices within their Peace Support Operations Directorates in the ministry of defence besides the ministerial gender officers these were present in Rwanda, Uganda and Burundi<sup>65</sup>. Their role was mainly to ensure the integration of gender issues in peace support operations. With regards to ministerial Gender Officers, literature shown their presence in defence ministries in Senegal, Kenya, Liberia and Sierra Leone. Their main role was to coordinate ministerial gender programmes.

Within the police, the gender/WPS mandate was located under Directorate of Community Policing whose main role was to address gender concerns affecting the community. In addition, National Associations of Women in Policing were established in Kenya, Rwanda, Uganda, Nigeria, Ghana and were mandated to advocate for the rights, needs and fair treatment of female personnel within the police.

In Senegal, the ministry of defence was conducting gender training for all its personnel and taking gender related reforms in recruitment, training and improving the general military infrastructure to suit female personnel. In 2006, the Senegalese armed forces adopted a gender strategy. The overall result of these pro WPS initiatives is that the number of women rose from 3% in 2003 to 5% in 2017.

In Liberia, a Gender and Security Sector National Task Force (GSSNT) comprising of key ministries including Ministry of Justice, Ministry of Defence, Ministry of Gender, Liberia National Police, National civil society partners and development partners ( UNMIL, UN Women and USAID) was established with a number of roles including to develop an outreach program to encourage women to join security institutions and support the development and alignment of institutional gender policies and work plans .

Among the results of the task force is the remarkable increment of the number of women in the Liberian security institutions with an exception of the Armed forces of Liberia. As of 2017, the Liberia National Police had 18% of female officers (from 2% in 2003). In the Bureau of Corrections women were at 18% and 17% in Drug Enforcement Agency. The military lagged with only 4%<sup>66</sup>.

Some initiatives were launched in Kenya as part of the implementation of the Kenya National Action Plan on UNSCR1325. Among them were; Gender training of senior and mid-level officers preparing for deployment to the African Union Mission in Somalia, targeted training of female soldiers to increase their eligibility for deployment to the African Union Mission in Somalia, adoption of a gender policy in the ministry of defence among others. Within the police, similar initiatives were rolled including launching the association of women police officers, development of a police gender policy, development and implementation of a gender training manual.

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<sup>65</sup> IPSTC Gender in PSO assessment report (2018)

<sup>66</sup> Gender Security Newsletter, GSSNT, Vol.1 No.2, Nov-Dec 2017, p. 11.

In Guinea Bissau, there are efforts to improve the living conditions and status of military women and police, so that they may in practice enjoy the same rights as men to protection against gender-based violence at work.<sup>67</sup>

In Sierra Leone, an Equal Opportunities Policy in the Ministry of Defence exists which commits to recruiting and retaining high caliber personnel irrespective of tribe, region, gender, religion or without recourse to political or ideological beliefs. The policy aims at promoting a culture of fairness where individuals are respected and valued for their performance and commitment and where personnel are given the opportunity to progress without harassment, intimidation, bullying, fear or favor.<sup>68</sup>

In addition, the government of Sierra Leone, in March 2019 recruited three hundred and twenty-nine female officer cadets and soldier recruits in efforts to boost the number of female personnel in the military. On the Armed Forces Day in February 2019, the President of Sierra Leone, stated the intent of increasing female personnel up to 25%<sup>69</sup>.

### **3.3.2 The status of the women peace and security agenda: Prevention Pillar**

The operationalization of the prevention pillar of UNSCR1325, calls for; i) integration of WPS in the mainstream conflict prevention frameworks and processes and ii) to prevent violence against women and more specifically the prevention of sexual and gender-based violence<sup>70</sup>. While the two areas are not exclusive, the mainstreaming of WPS in conflict prevention frameworks and process have been neglected<sup>71</sup> with a tendency to limit the pillar activities to prevention of violence against women.

Integration of WPS in conflict prevention requires that a thorough gender analysis of conflict root causes, drivers and actors be conducted in order to inform a long-term response to peace consolidation. Sustainable peace is an ongoing process that calls for well-coordinated interventions in sectors of political, security, development, human rights and gender equality.

Consequently, evaluation of efforts under this pillar, focused on measures taken by member states to integrate WPS in efforts for prevention of conflict, including in the emerging security threats and violence against women. However, since the pillar activities on prevention of violence against women overlaps highly with activities on protection from SGBV/VAW under the protection pillar, indicators focusing on prevention of violence against women are reported under the protection pillar.

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<sup>67</sup> Guinea Bissau SSR Background Note (2019) accessed at <https://issat.dcaf.ch/Learn/Resource-Library/Country-Profiles/Guinea-Bissau-SSR-Background-Note#5Ev>

<sup>68</sup> SIERRA LEONE GOVERNMENT DEFENCE WHITE PAPER (2010)  
<http://mod.gov.sl/docs/MODDefenceWhitePaperSierraLeone.pdf>

<sup>69</sup> [slconcordtimes.com/rslaf-female-cadet-recruit-undergoing-training-in-benguema](http://slconcordtimes.com/rslaf-female-cadet-recruit-undergoing-training-in-benguema)

<sup>70</sup> United Nations (2011), 'UN strategic results framework on women, peace and security: 2011-2020', p 1.

<sup>71</sup> Safer world (2015) , reviving conflict prevention in 1325Submission to the Global Study on Women , Peace and Security



On conflict prevention efforts, the evaluation focused on integration of gender perspectives in early warning and response mechanisms and on integration of WPS aspects in the strategies for responding to the emerging security threats.

### **Existence of conflict early warning and response mechanisms that integrate a gender perspective**

Conflict early warning and response mechanisms are important tools in conflict prevention. Gender responsive conflict early warning and response systems contribute to efforts for promoting gender equality as well as conflict prevention<sup>72</sup>, a key goal of the WPS agenda. Gender responsive conflict early warning and response systems are those that allow for active participation of both men and women in the entire cycle of the system and utilize gender sensitive indicators.

Data on early warning and gender responsiveness of the early warning and response mechanism was scanty. However, data from few countries reveals that conflict early warning mechanisms within African governments exist in many forms and for different thematic issues including GBV, Climate, disasters and child soldiers. This demonstrates the diversity of conflict contexts in Africa.

Four countries; DRC, Kenya, Mali and Rwanda reported existence of mechanisms focusing on GBV<sup>73</sup>. These were in form of GBV free hotlines and Gender based violence information management systems. Rwanda, has established an early warning mechanism within the boarder control unit to deal with cross border trafficking while DRC have a mechanism to provide early warning on sexual violence and the recruitment of child soldiers<sup>74</sup>.

The Kenya early warning system included themes of climate and disasters, through which conflict signals were monitored. In addition, Kenya reported the existence of a comprehensive conflict early warning platform rolled out across the country, a survey of its gender responsiveness was ongoing at the time this report was prepared.

The participation of women in these forms of early warning mechanisms could not be ascertained as data on women participation was not supplied. The status on integration of gender in the mainstream conflict early warning systems and response was also not ascertained. This calls for WPS actors to also focus on conflict early warning and response systems.

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<sup>72</sup> Safer world, gender and conflict early warning.

<sup>73</sup> DRC, Mali, Kenya country reports on the implementation of WPS (2018)

<sup>74</sup> , DRC and Rwanda country reports on the implementation of WPS (2018)

### **Integration of WPS in emerging security threats.**

This was an open indicator for member states to provide information on how they were integrating the WPS mandate in their strategies for responding to any threat they perceived as emerging.

As expected, terrorism and violent extremism was one of the complex emerging security threats identified by member states as having penetrated the peace and security arena. Terrorism and Violent extremism have falsely been perceived as a male agenda with CVE programming being designed for and directed at men.<sup>75</sup>

Available data shows that African countries have developed elaborate counter terrorism strategies comprising of legal, policy and institutional mechanisms. A few countries have adopted national policies on countering violent extremism among them Kenya (2015), Mali (2018) and Nigeria (2017).

With regards to the integration of WPS/gender in these strategies, good practices were observed in countries like Kenya where in 2018 a gender pillar was included in the National Strategy for Countering Violent Extremism. Gender mainstreaming was also incorporated in two county level action plans for Countering Violent Extremism<sup>76</sup>

The review observed gender and CVE programming in Cameroon, Mali, Niger, Nigeria and Kenya. Most of these programmes focused on raising awareness on radicalization and the role that women can play and generation of knowledge products to build evidence base for gender and CVE programming. In Cameroon, Niger, Nigeria and Mali programmes in the CVE context, seen by this evaluation focused mainly on responding to Women's vulnerabilities created by violent extremism and terrorism<sup>77</sup>.

The level of women engagement and participation in governance structures of CVE institutions was not possible. Most CVE programming was done with security forces and there is a need to incorporate and or engage more with communities and perhaps consider a peace building approach as a complimentary approach to the current militarized approach to CVE.

### **3.3.4 The Status of women peace and security: Protection Pillar**

The protection pillar of the WPS Agenda aims to promote and protect women's human rights during all phases of conflict and in peacetime. Women human rights are broad to include economic, social, political and security. For the purpose of this evaluation, emphasize was made on measures taken to protect women from SGBV and protection of women in refugees and IDP camps. In this pillar also progress made towards

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<sup>75</sup> Gender and Countering violent extremism accessed on <http://www.allianceforpeacebuilding.org/wp-content/uploads/2018/04/Gender-and-CVE-FINAL-1.pdf>

<sup>76</sup> <https://www.genderinkenya.org/wp-content/uploads/2019/05/Annual-Report-2018-digital-final2-1.pdf>

<sup>77</sup> <https://www.unwomen.org/en/what-we-do/peace-and-security/preventing-violent-extremism>

prevention of violence against women (requirements under the prevention pillar) are reported.

Sexual and Gender-based violence and or Violence against women, is not only a violation of women's rights but it is a great threat to the realization of sustainable peace and development. Research has established that SGBV do not only occur in times of conflict<sup>78</sup>. It remains prevalent in peace times, exacerbates in conflict situations and continues after formal end of conflict in both public and private spheres<sup>79</sup>. Consequently, it is important to recognize a gendered continuum of insecurity while addressing SGBV.

Governments as key duty bearers have a responsibility to ensure that adequate systems to prevent and respond to SGBV/VAW are in place. Already, Member States have adopted numerous laws, policies and programmatic measures (as documented in the laws and policies section) towards the prevention and response to violence against women/SGBV. A key question is, are these measures delivering justice and protection to women?

The CRF indicators under this section sought to evaluate a few things including reporting, service delivery and measures of strengthening the responsiveness of the security forces to SGBV/VAW and on protection of women in IDP and refugee settings.

**Number of incidents of sexual and gender-based violence against women and girls that are: a) Reported in the last year b) Acted upon (of the reported cases, how many are being followed up?) c) Concluded (of the reported cases, how many have been followed up and concluded?)**

Data on SGBV incidences recorded in the year 2017 was received from five countries and it shows that incidences of rape and child defilement (which consist some of the worst forms of sexual violence) dominated the incidences of SGBV reported in 2017. See table 5 below on incidences of sexual and gender-based violence reported in 2017.

According to Sierra Leone voluntary report on SDGs, cases of Sexual Penetration rose from 2,549 in 2017 to 2,726 in 2018 with Rape cases moving up from 103 in 2017 to 205 in 2018<sup>80</sup>. As a result, the Sierra Leone government declared sexual violence as a national disaster and put measures to strengthen protection measures under the sexual offences act.

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<sup>78</sup> Chinkin, Christine and Charlesworth, Hilary, 'Building Women into Peace: the international legal framework', Third World Quarterly, 27/5 (2006), pp. 937–57

<sup>79</sup> <https://www.idea.int/sites/default/files/publications/women-in-conflict-and-peace.pdf>

<sup>80</sup> Government of Sierra Leone 2019 VNR Report on SDGs in Sierra Leone accessed at [https://sustainabledevelopment.un.org/content/documents/23378Sierra Leone VNR Final.pdf](https://sustainabledevelopment.un.org/content/documents/23378Sierra%20Leone%20VNR%20Final.pdf)

## Access to justice and security services by survivors of SGBV Still a challenge – the case of Mali

From January 2017 to November 2017, 2,709 cases of SGBV were reported in Mali. 96% of the survivors were women and girls, 62% were children under 18 years of age. 44% of the cases are sexual violence.

100% of the survivors received psychological support while 92% received health care. However, there is still a considerable need for access to judicial services (police and justice).

71% of the cases remain in need of socio-economic and school reintegration. Nearly 78% of these survivors are in need of security and could not benefit from a safe place to stay.

**Table 5: Incidences of sexual and gender-based violence reported in 2017**

Type of SGBV	Country			
	CAR*	Mali*	Rwanda	Uganda
<b>Rape and sexual assault</b>	73	44	288	1335
<b>Spousal Harassment/ domestic violence</b>	71	-	541	15325
<b>Defilement</b>	-	-	1463	14985

\*Data in percentages (Central Africa Republic and Mali data is in percentage, meaning the figure is a percentage of all SGBV incidences reported in 2017.

Source: compiled from country reports on the implementation of CRF- 2017.

Data was not available for DRC, The Gambia, Kenya, Nigeria and Senegal.

## Access to Services

Despite the challenges, African governments are making efforts to support survivors of SGBV with judicial, medical, security and psychosocial support. However, access to this

support varied widely across the countries. On judicial support, Rwanda prosecuted over 85% of all incidences reported in 2017. In Mali, 100% of victims received psychosocial support, but had challenges providing judicial redress. In DRC, South Kivu region over 90% of survivors accessed psychosocial support while only 22% were able to receive judicial support. This shows there is a huge gap in access to judicial redress.

### **Measures taken to prepare security sector actors to protect the rights of women**

Security forces have a great role to play in protecting the rights of women during crisis and stable situations. The police for instance are constantly interacting with the communities in their role of policing and maintenance of law and order. When incidences of sexual and gender-based violence occur, they are often the first responders. In peacekeeping the military personnel are regularly charged with the responsibility of protecting civilians of whom a large population are women and girls. The judiciary, is also a key player in addressing SGBV by adjudicating the cases received. consequently, it is important to equip the security actors with skills and knowledge on prevention and response to SGBV.

In equipping the security forces with GBV prevention and response skills and knowledge, African governments have taken diverse initiatives including development of training manuals, integration of prevention of gender-based violence content in pre-deployment courses, development of sexual harassment policies, training on SGBV investigation and prosecution, development of SGBV management procedures and standards.

The various measures by different countries are shown in table 6 on means of preparing the security forces to protect women from Sexual and gender-based violence.

<b>Table 6: Means of preparing the security forces to protect women from Sexual and Gender-based violence</b>		
<b>Method</b>	<b>Frequency</b>	<b>Percentage</b>
<b>Integration of SGBV content in pre-deployment courses including SEA</b>	8	100
<b>Development of sexual harassment policies</b>	3	37.8
<b>Specialized training on investigation and prosecution of SGBV</b>	4	50
<b>developed a code of conduct for the army in handling SGBV cases and court marshaling of army perpetrators.</b>	1	4

Inclusion of a gender curriculum in police and military training	6	75
Establishment of special courts	3	12.5
Development of GBV standard operating procedures	3	12.5

The table shows capacity building through training as the most popular mode of preparing the security forces to prevent and respond to SGBV. A 100% of the participating countries used pre-deployment training to prepare their forces on SGBV prevention and response, 37.8% had policies on sexual harassment, 50% provided their police force with specialized training on investigating and prosecuting SGBV, while 75 percent had introduced gender modules within the core mandatory educational training of police and military.

While these are all very important initiatives, concerns have been raised on the content, duration and monitoring of their application while on duty.

### **Services to women's and girl's victims of sexual and gender-based violence**

There is progress with establishment of innovative programmes to provide psychosocial, security, medical and legal services to survivors of SGBV. 50% of participating countries have established one stop SGBV facilities to provide comprehensive medical, legal, psychosocial and security services to survivors of SGBV. These are in Rwanda where the ISANGE one stop facility is established in all districts to provide medical, psychosocial, shelter and legal aid services to SGBV survivors at no cost.

In The Gambia the one stop facility exists in the three major hospitals. In Kenya the facility exists in all county referral hospitals, while Senegal has six regional facilities. While this is a commendable progress, the challenge is that most of the facilities are within the urban areas, population within the rural areas are yet to access the convenience and efficiency offered by the one stop facilities.

Other responses in place include; free telephone call numbers, gender desks within the police units dedicated to address cases of SGBV and establishment of special courts aimed at fast tracking SGBV cases. These are praiseworthy initiatives, considering the confidentiality and speed required in responding to SGBV cases. See table7 below on services provided to survivors of SGBV.

**Table 7: Services provided to survivors of SGBV**

<b>Country</b>	<b>Available support to survivors of SGBV</b>
<b>CAR</b>	<p>Legal, psychosocial and medical services; provided through the sectoral ministries responsible for health, social services and justice in partnership with international and national NGOs for free.</p> <p>The United Nations Multidimensional Integrated Stabilization Mission in the Central African Republic provides a toll-free line for SGBV survivors to receive counselling and referral for free.</p>
<b>DRC</b>	PANZI Foundation, provides holistic care for victims of sexual violence in the eastern part of the country.
<b>The Gambia</b>	One stop Centre in six major hospitals
<b>Kenya</b>	<p>Gender Recovery Centres in all county referral hospitals, toll free call numbers, rescue services, gender desk in all police posts to receive SGBV survivors, special courts to handle SGBV cases, Tele-counselling services and economic empowerment for SGBV survivors.</p> <p>Services provided by state and non-state actors.</p>
<b>Liberia</b>	12 one-stop center's in seven counties which offere medical and support services to survivors of sexual violence <sup>81</sup>
<b>Mali</b>	<p>Bamako one stop center for the holistic care of victims of GBV, taking of statements by The Truth, Justice and Reconciliation Commission, Toll free number.</p> <p>Services provided by government in partnership with UN agencies.</p>
<b>Rwanda</b>	Isange one stop centres in all districts; toll free services in Rwanda Investigation Bureau, Rwanda National Police, Gender Desk in Rwanda Defense Force where victims or witness of GBV can report GBV crimes anonymously.
<b>Senegal</b>	Economic empowerment programmes for SGBV survivors; Establishment of one stop response centres in six regions.
<b>Uganda</b>	National guide lines for establishment of Shelters, National guidelines for the provision of psychosocial support to GBV victims/survivors

<sup>81</sup> AMNESTY INTERNATIONAL 2017/2018 REPORT ACCESSED at <https://www.amnesty.org/en/countries/africa/liberia/report-liberia/>

## **Measures taken to protect the rights of women in Refugee and Internally Displaced Persons (IDP) Camps.**

Available information show that important initiatives to protect the rights of women in refugee and IDPs have taken. Specific measures per country are as follows:

**Rwanda** has established SGBV one stop centres (ISANGE) near refugees' camps to provide comprehensive response services to affected refugees under one roof; establishment of Anti-GBV clubs in every camp to help in prevention and response to GBV in the camps; inclusion of women in refugee committees whereby they make up more than 30 percent of leadership; the rules and regulations governing refugee camps prohibit GBV in camps and provide for free legal aid to SGBV survivors.

**In The Gambia**, refugees are protected through the Refugee Act and the Gambian social protection strategy.

**In Uganda**, unlike in many other countries where refugees are hosted in camps and have limited rights, refugees in Uganda are hosted in settlements, they have equal rights to services as Ugandan nationals. Uganda provides refugees with basic assistance such as land, food and non-food items.

The Ugandan government has developed strategies and programmes aimed at addressing the social economic rights of refugees, strengthen resilience and self-reliance. Such strategies include; the Development Assistance to Refugee-Hosting Areas programme, Refugee Settlement Transformative Agenda, Refugee and Host Population Empowerment Strategic Framework and the Comprehensive Refugee Response Framework. In addition, the current Ugandan National Development Plan (NDP II) includes a Refugee Settlement Agenda, which provides for the expansion of health, education, water and sanitation services to refugees and refugee-hosting areas.

### **3.3.5 The Status of women peace and security: Relief and Recovery**

Progress in implementing this pillar was evaluated using seven interrelated parameters which are; Existence of gender provisions in peace agreements; Proportion of post-conflict recovery budget set aside for gender equality and women's empowerment; Proportion of girls and women enrolled in schools and educational institutions; Number and proportion of women in decision-making positions in relief and humanitarian programme; Percentage of women in decision-making positions in post-conflict recovery processes and Proportion of women and girls benefiting from post-conflict recovery programmes.

Due to data challenges on the different parameters used for this pillar, it was difficult to provide a progress report for this pillar. Nevertheless, as indicated earlier in the report, in



South Sudan, women's participation in the South Sudan 2018 peace process was more substantive. According to the 2019 Government of South Sudan report on implementation of the Beijing platform for action, one woman participated as a mediator while female leaders of civil society groups served as official observers. In total women made up 25% of official delegates, and members of the Women's Coalition. Women's participation in this process had significant results including the inclusion of a 35% affirmative action for women in the 2018 Revitalized Peace Agreement on the Resolution of the Conflict in the Republic of South Sudan (R-ARCSS) against the constitutional provision of 25%.

Though falling as well under the protection pillar, another example in South Sudan is the establishment of a One Stop Centre against Sexual and Gender Based Violence, the Family Protection Centre, located in the Juba Teaching Hospital, providing under one roof integrated services, helping to ensure survivors receive the full range of care available, including clinical treatment for rape, psychological first aid, counselling, legal support and other services.

#### **4.0. Women, Peace and Security Agenda at the African Union Commission (AUC)**

The Continental Results Framework (CRF) for monitoring and reporting on the implementation of the Peace and Security Agenda includes thirteen indicators (13) to assess the work of the African Union Commission and Regional Economic Communities (RECs)

Soon after the adoption of United Nations Security Council Resolution 1325, the African Union was launched and right from its constitutive act (2002), it inscribed the principle of gender equality in its foundational instruments and established parity at the level of Commissioners.

Over the course of the years, the AUC has put in place progressive policies and instruments for the promotion and advancement of women rights, gender equality and women empowerment.

In 2003, the AU adopted the Protocol to the African Charter on Human and People's rights (2003), commonly referred to as "The Maputo Protocol", a defining instrument in the recognition of women right in Africa. Two of its articles address specifically peace and security concerns:

##### **Article 10: Right to Peace**

*"Women have the right to a peaceful existence and the right to participate in the promotion and maintenance of peace"*

##### **Article 11: Protection of Women in Armed Conflicts**

*...." States Parties undertake to protect asylum seeking women, refugees, returnees and internally displaced persons, against all forms of violence, rape and other forms of sexual exploitation, and to ensure that such acts are considered war crimes, genocide*

*and/or crimes against humanity and that their perpetrators are brought to justice before a competent criminal jurisdiction”*

In 2004, Member States went further and adopted the Solemn Declaration on Gender Equality in Africa (SDGEA) in which they committed to,,, *“report annually on progress made in terms of gender mainstreaming and to support and champion all issues raised in this Declaration, both at the national and regional levels, and regularly provide each other with updates on progress made during our Ordinary Sessions”*

The Continental Results Framework (CRF) builds on this obligation to report to enhance the monitoring and reporting on Women, Peace and Security Agenda in Africa.

On the **Prevention pillar**, the African Union formalized its policy of zero tolerance to Sexual and Gender Based Violence with the adoption by the Peace and Security Council in 2018 of two major policies, the Policy on the Prevention and Response to Sexual Exploitation and Abuse and the Policy on Conduct and Discipline in the Peace Support Operations.

These policies are also part of efforts of the AUC on the Protection of women and girls who bear the brunt of conflicts in Africa, and in particular sexual violence.

On **Protection**, the African Commission on Human and People’s Rights (ACHPR) adopted the “Guidelines to Combat Sexual Violence and its Consequences in Africa”<sup>82</sup> at its 61<sup>st</sup> session in November 2017.

The African Union Commission has been at the vanguard on the **Participation** pillar with the adoption and implementation of parity at the Commissioners’ levels since 2002. The Commission has continued to champion the participation of women at various levels of decision-making, starting within its own structures, with the aim to achieve parity at the Commission by 2025.

Table 7 below provides data on gender representation at AUC as indicated in the 2018 Report on the Solemn Declaration on Gender Equality in Africa (SDGEA).

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<sup>82</sup> . Guidelines to combat Sexual and Gender Based Violence and its consequences. The African Commission on Human and Peoples’ Rights (ACHPR). Banjul, 2017

**Table 7: The gender representation within the African Union Commission (2017)**

	Female	Male	Grand Total	Female Ratio in %	Male Ratio in %
<b>Elected</b>	5	5	<b>10</b>	50	50
Chairperson		1	<b>1</b>	0	100
Deputy Chairperson		1	<b>1</b>	0	100
Commissioners	5	3	<b>8</b>	63	37
<b>General Service</b>	338	564	<b>902</b>	37	63
GSA2	12		<b>12</b>	100	0
GSA3	8	35	<b>43</b>	19	81
GSA4	101	30	<b>131</b>	77	23
GSA5	122	127	<b>249</b>	49	51
GSA6	31	26	<b>57</b>	54	46
GSB1		1	<b>1</b>	0	100
GSB10		12	<b>12</b>	0	100
GSB2		1	<b>1</b>	0	100
GSB5	19	22	<b>41</b>	46	54
GSB6	27	85	<b>112</b>	24	76
GSB7	5	115	<b>120</b>	4	96
GSB8	11	86	<b>97</b>	11	89
GSB9	2	24	<b>26</b>	8	92
<b>Professional</b>	224	550	<b>774</b>	29	71
D1	12	26	<b>38</b>	32	68
P1	25	27	<b>52</b>	48	52
P2	65	150	<b>215</b>	30	70
P3	66	192	<b>258</b>	26	74
P4	17	65	<b>82</b>	21	79
P5	33	72	<b>105</b>	31	69
P6	6	18	<b>24</b>	25	75
Youth	55	37	<b>92</b>	60	40
Grand Total	622	1156	<b>1778</b>	<b>35</b>	<b>65</b>

(Source: AUC Chairperson report on the Solemn Declaration on Gender Equality in Africa (2018))

Overall, the AU has a proportion of 35% women and 65% men, still far from the parity but higher than the 30% target in many AU Member States.

The AUC was a pioneer in the designation of a Special Envoy on Women, Peace and Security, with a mandate to “ensure that voices of women are heard and taken into consideration in the prevention of conflicts and peacebuilding”. This was coupled with the development of a programme at the department of Peace and Security, the Gender, Peace and Security Programme (GPSP) focused on mainstreaming gender within the Peace and Security Architecture.

In carrying out her activities, the Special Envoy has focused on three major strands, namely bridging the gap between policy and implementation, enhancing the role and leadership of women in peace processes and high-level advocacy to ensure that women rights and concerns are known and addressed.

In this endeavor, the Office of the Special Envoy identified the need to build capacity of women in mediation and the prevention of violence in elections. Subsequently, the Office organized training workshops in partnership with the Women, Peace and Security Institute (WPSI) at the Kofi Annan International Peacekeeping Center (KAIPTC) and the Pan African Center on Gender and Development (PAC) in Dakar, Senegal. OSE published a booklet with 34 women mediators and election observers. Building on this initiative, OSE paired up with the Panel of the Wise secretariat to launch the Network of Women Mediators in Constantine Algiers, in December 2016. This culminated in the establishment of the Pan African Network of Women Mediators (FemWise-Africa) by the AU Assembly of Heads of State and Government (AU Summit) on 4 July 2017 (Assembly/AU/Draft/Dec.21 (XXIX)).

On its part, The Gender Peace and Security Programme (GPSP) supports the AU Liaison offices, established mostly in countries either in conflict or in post conflict situation. There are presently AU 12 Liaison offices on the continent (Burundi, Central African Republic, Chad, Cote d'Ivoire, DR Congo, Guinea Bissau, Libya, Madagascar, Mali (MISAHEL), South Sudan, Sudan, and Somalia (AMISOM)). GPSP has made provisions to deploy Gender Advisors in all the AU Liaison offices. Currently, there are Gender Advisors in the Central African Republic, Mali (MISAHEL) and Somalia (AMISOM).

At the Department of Peace and Security, the proportion of women in the divisions is as follows:

<b>PSD DIVISION</b>	<b>MEN (%)</b>	<b>WOMEN (%)</b>
Conflict Prevention and Early Warning	40	60
Crisis Management and Post-Conflict Reconstruction	60	40
Peace Support Operations	60	40
Defense and Security	90	10

Participation of women in peace support operations remains low as shown in the table below on AMISOM

**Women in AMISOM military (March 2019)**

	Officers	NCOs	Other ranks	Total
Force Headquarters	05			05
Burundi	01	07	35	43
Uganda	22	174	114	310
Kenya	03	23	06	32
Djibouti		03	14	17
Ethiopia	04	67	183	254
Total	35	274	352	661

From the table above, women in AMISOM Military represent about 3% of the forces.

**AMISOM Police (March 2019):**

Ghana	10
Sierra Leone	48
Uganda	45
Kenya	08
Zambia	12
Nigeria	32
Total	155

Besides the mission to provide support to the Government of Somalia in its fight against Al-Shabaab, AMISOM is engaged at community level. The box below shows AMISOM undertakings for communities:

In term of prevention, AMISOM conducted awareness raisings in IDP camps on SGBV, community policy and gender issues such as enrolling girls and boys in schools;

In term of protection, AMISOM trained its uniformed personnel on gender, CRSV and protection issues before their deployment, and in-house as well. Refreshments sessions are also conducted for senior officers;

In term of participation, AMISOM has provided technical expertise to Somalia on drafting its first National Gender Policy and with that tool, enabled the government in undertaking advocacy forums to increase the number of women participants in the upcoming federal and regional elections.

Relief and recovery was provided to women groups and communities in liberated areas through the delivery of Quick Impacts Projects-QIPS.

### ***Strengthening the nexus between Peace, Security and Development***

In 2017 and 2018, the African Union Commission and the United Nations signed two (2) frameworks of cooperation to enhance partnership between the two institutions in the advancement of durable peace and sustainable development on the continent, in line with Africa Agenda 2063 and the Global development Agenda 2030<sup>83</sup>

Both Institutions recognize and promote the role and leadership of Women in the agenda to transform the Continent. It is in this perspective the AU and UN, through the Office of the Special Envoy on Women, Peace and Security the establishment of the African Women Leaders Network (AWLN) a movement of African women leaders from various sectors who have come together with the aim to ensure that women play a decisive role in the transformation of Africa, as envisioned in Africa Agenda 2063- The Africa We Want- and in line with the Global Sustainable Development Agenda 2030.

AWLN has six priority pillars, Governance, Peace and Security, Women in Rural Areas (Agriculture), Young Women Leaders, Women in Finance and Social Mobilization.

In the area of Peace and Security, AWLN resolved to support women in countries affected by conflict through solidarity missions to echo their voices and concerns, advocate for support to their initiatives and significant participation in decision-making at all levels.

In 2017, the first Solidarity mission was conducted in the Democratic Republic of Congo (DRC) and in Nigeria. The second Joint Solidarity mission was carried out In South

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<sup>83</sup>. UN-AU Joint Framework for Enhanced Partnership in Peace and Security, 2017.  
AU-UN Framework on the Implementation of Agenda 2063 and Agenda 2030, 2018.

Sudan, the Lake Chad Basin and the Sahel. The missions were led by the United Nations Deputy Secretary-General, HE Ms. Amina J. Mohammed and the AU Special Envoy on Women, Peace and Security, Mme Bineta Diop.

The box below shows the key issues and outcomes of the Joint AU-UN Solidarity Mission in July 2018.

Key issues and outcomes of the Joint AU-UN Solidarity Mission in South Sudan, the Lake Chad Basin and the Sahel, July 2018

**In South Sudan:**

- Advocacy to bring to an end Sexual and gender based violence and request for a National Special Representative on the matter;
- Support and safe return of internally displaced populations;
- Implementation of the peace agreement and role and leadership of women in peacebuilding and governance;
- Need for accountability, protection of civilians, dialogue and reconciliation.

**In Chad:**

- Impact of climate change and conflict on communities' livelihood (scarcity of water, food insecurity, inter-communities conflict over resources);
- Role of women religious leaders in the prevention of radicalization and violent extremism;
- Governance, management of national resources and responses to communities' needs;
- Call to enhance support to women's groups, survivors of Boko Haram attacks and those returning to secured areas;
- Alignment of AU Regional Stabilization strategy and UN undertakings and the need for substantial International support to the Lake Chad Basin Region;
- Gender dimensions in the Multinational Joint Task Force (MNTJF).

**In Niger:**

- The fight against radicalization and violent extremism and its impact on development;
- The impact of climate change on security;
- Conflict, feminization of poverty and harmful practices to women and young girls;
- Participation of women in decision-making spheres - Women economic empowerment projects in the conflict zone.

## 5.0. Collaboration with Civil Society Organizations

The road to the adoption of the Continental Results Framework included extensive consultations with Member States, Regional Economic Communities (RECs/REMs) and with civil society organizations with regional or continental outreach on Women, Peace and Security.

On prevention, the Office of the Special Envoy has collaborated with COCAFEM (Concertation des Collectifs des Associations Féminines de la Région des Grands), the umbrella association of women organizations in support of their activities towards the eradication of all forms of Sexual and Gender Based Violence (SGBV) and the adoption and implementation of appropriate measures towards the capacity building for women and girls.

On Protection, the African Union Commission through the Office of the Special Envoy on Women, Peace and Security conducted a solidarity mission in support of the initiative the organization “Solidarité Féminine pour la Paix et le Développement Intégral” (SOFEPADI) that built a women dedicated health centre in the Bunia, DR Congo to provide holistic services to women and girls, victims of sexual violence unleashed by various armed groups in the infamous triangle of death of Bunia-Bunia-Ouicha.

On Participation, the Office of the Special Envoy has initiated the creation of a Network of Centers of Excellence on Women, Peace and Security to enhance capacity building and research with the aim to ensure that women agency is recognized and utilized in the prevention of conflict and protection of women and girls.

In this endeavor, the Office has collaborated with the Pan African Centre on Gender and Development (PAC) in the training of security forces in Senegal on the prevention of sexual and gender based violence and respect of women rights as a core component of preparing forces, not only for peace keeping operations but as part and parcel of the generation of forces. Since 2018, PAC has trained more than 2500 members of the Senegalese Armed Forces deployed in peace keeping missions in Central Africa Republic (CAR), Haiti, DR Congo, Mali, Guinea Bissau and in the Gambia.

The Office collaborated also with the Institute for Security Studies in the elaboration and use of the “Training Manual for Sexual and Gender Based Violence in Peace support operation”.<sup>84</sup>

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<sup>84</sup> Hendricks (2017). Progress and challenges in implementing the WPS Agenda.



## 6.0 Challenges to the implementation of the WPS agenda in Africa

Challenges affecting the implementation of the women peace and security agenda in Africa may be categorised into 3; **institutional**, **conceptual** and challenges related to **operating environment**.

**Institutional** challenges refer to those that relate to the arrangements of how work on WPS is being conducted and include, planning, coordination, resourcing, data collection/ monitoring and evaluation. **Conceptual challenges** are those that relate to the interpretation and application of the WPS concepts, while the **operational environment challenges** are the political, social and economic context within which the agenda is being implemented and include the political instability as well as economic hardships.

The different challenges are as follows;

**Coordination;** the WPS is a sector wide policy that affects almost all sectors of government and society. The agenda has mandates that are delivered by political, security, development and human right institutions. It's effective delivery therefore, calls for a multisector approach in its planning, implementation, monitoring and reporting led by a strong coordinating organ/ mechanism. In Africa, work on WPS is guided by the ministries responsible for gender and women affairs. Although they are doing a great work to provide the required policy guidance and coordination, they have not fully managed to effectively mobilise all required sectors for the delivery of the WPS. This may be attributed to the absence of the required capacity to coordinate. Often, the ministries have not engaged the optimum number of human resources sufficient to provide the daily management of the agenda as well as coordinate with other sectors. Consequently, some key sectors with major stakes in the implementation are unaware of the agenda. In addition, within government arrangements, the ministries of gender and women affairs are seen as soft policy dockets and are stereotypically seen as less powerful in relation to security dockets. This stereotypical view often affects the ability of the gender ministry to convene the necessary actors, especially those within the security sector.

**Resourcing;** African governments are yet to begin financing the implementation of the WPS agenda. In the absence of government funding, national machineries for WPS rely on the unpredictable and non-sustainable donor funding. Often, WPS work is reduced to ad hoc projects that begin and close as per donor funding. Consequently, the leading ministry is unable to hire staff dedicated to the agenda, run programmes and coordinate.

To overcome this challenge, it is proposed that every ministry that has a stake in WPS implementation includes the budgetary needs in the usual ministry allocation with direct submission to treasury. This would allow each responsible ministry to have dedicated budget for the WPS agenda.

**Data collection and documentation;** it's evident that there is a lot of good work that the African governments are doing in relation to the WPS. However, systematic documentation of this work is not taking place. Consequently, lessons, good practices, challenges and milestones reached cannot be ascertained. In many instances regular

NAP monitoring is not taking place until its expiry when an evaluation is conducted, even then NAP contributions cannot be ascertained as many NAPs in Africa lack baselines and targets.

**Conceptual interpretation of the WPS agenda;** the WPS agenda combines concepts from two fields. Concepts from gender equality discourse and concepts in the field of peace and security. However, in operationalizing the agenda, concepts related to peace and security have been narrowly interpreted hence weakening the scope of the agenda. For instance, while the prevention pillar calls for efforts towards prevention of conflict and violence against women, a lot of work around this pillar is concentrated on the prevention of sexual and gender-based violence, while neglecting work around conflict prevention. There is a limited understanding and analysis of the interconnections between conflict drivers and gender inequality.

The case applies to the protection pillar, where work around SGBV still dominates with little attention being given to the protection of other rights including economic, social, and political. Women advancement will only happen if programming can balance attention to all rights depending on local needs.

In the participation pillar as well, emphasis is on increasing the number of women in institutions of peace and security with less focus on transforming their gendered culture and structure<sup>85</sup>

**Design of the WPS NAPs and policies:** a major challenge in the implementation of the WPS is in the design of NAPs and related policies. Thorough analysis of the existing gender frameworks and their interface with the peace and security policy context is often limited. As a result, the gender gaps in the peace and security apparatus are not fully brought out and hence can cause a gender shift in peace and security policy making.

At operational level, the gender analysis of core peace and security processes such as arms control including small arms, security sector governance, mediation, peacekeeping, post conflict reconstruction and peace consolidation is often wanting. Consequently, NAPs do not adequately address the structural gender barriers within these processes, with the risk that they may end up becoming duplicate of the existing gender frameworks.

**Operational environment:** the WPS agenda in Africa is being implemented in a difficult context. The continent continues to be affected by conflict in a number of countries, being caused by political instability, terrorism, climate change and others. While this context warrants more attention to the WPS, the reality is that focus on WPS tends to shift. Government and donor resources are diverted to more urgent and critical matters of averting violent conflict and meeting the humanitarians' needs necessitated by the conflict. Structural factors to conflict, including gender inequality are neglected, with a consequential effect of cyclic violence.

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<sup>85</sup> Hendricks (2017) Progress and challenges in implementing the WPS agenda.

**Policy incoherence:** The WPS agenda does not exist in a vacuum. It interlocks with other sectoral laws and policies, especially those that focus on the maintenance of peace and security. Unfortunately, in many African governments, there is a disconnect between the WPS policies and the policies on peace and security. NAPs have not yet been able to provide the required coherence (because of the weak analysis discussed earlier). Consequently, the peace and security policies that the WPS agenda aims to transform remains largely untouched apart from the attention, and still insufficient, to women's participation and protection from SGBV. While attention to women participation and protection from SGBV is important, the structural factors that perpetuate conflict and discrimination persist.

In addition, there is a weak link between policies on WPS and economic policies. The two seem to operate in parallel, As a result, the WPS policies miss out on the resource allocation made through the economic policies.

## **7.0 Recommendations**

To accelerate the implementation of the WPS agenda in Africa following recommendations are made;

1. The design of next generation NAPs should be informed by a thorough analysis of the operative policy environment to ensure that interactions between policies on governance, peace, security, politics, economic and gender equality are better built, and gaps identified. This should ensure that analysis of efforts for gender mainstreaming and WPS are conducted to clarify what NAPs are aimed to achieve and how the enabling policies such as those of economy are facilitating the NAP to operate through resourcing for instance.
2. The design of the NAPs should ensure active participation of actors from the peace and security sector. This way NAPs will better articulate gender inequalities in the peace and security.
3. African Governments should adopt and strengthen a system wide approach to NAP implementation. This will enhance coherence of policies and actions at the strategic level of key sectors. This will further require strengthening of the existing coordination mechanisms through resourcing so as to enable them better to coordinate the NAP Implementation, monitoring and reporting.
4. Responsibility for NAP resourcing should not be left to the Ministries of gender but every ministry with NAP activities should cost these activities and request for funds from the national budget in line with system approach to policy implementation.
5. National action plan monitoring frameworks should incorporate baselines and targets to strengthen the accountability side of the NAP. In this respect, National

machineries for WPS should work closely with national statistical bodies for data collection and reporting.

6. Next generation NAPs should strengthen their intervention in the participation pillar to not only increase the number of women but also improve the quality of their participation. This should be coupled with a focus on how peace and security structures and processes are being transformed to allow women meaningful participation.
7. There is a need for capacity building to ensure better conceptualization of WPS pillars. The prevention pillar is still largely focusing on sexual and gender-based violence, while neglecting the integration of gender dimensions in conflict prevention and a survivor-centered approach. In addition, the relief and recovery pillar seems unclear in many countries. There is therefore a need to relook at all pillars and customize them to the African context, for the purpose of the CRF and national context for purpose of NAP development.
8. Development partners should be encouraged to move beyond supporting the development of the NAP to setting aside budgets for implementation, monitoring and reporting. This should be done in a holistic manner rather than the project based approach to funding NAPs. Accountability and transparency on NAP financing by donors should be practiced.
9. Localization of NAP implementation should be encouraged, this way local needs are met, hence enabling NAP become more impactful.
10. The OSE needs to sensitize the Member States on the CRF so that they can be able to generate the right data.
11. The role of men in the implementation of WPS agenda need to be considered.

## **8.0 Conclusion**

This report provides an overview of the implementation of the Women, Peace and Security Agenda in Africa for the year 2018. It is the result of the adoption of the Continental Results Framework (CRF) for monitoring and reporting on the implementation of the Women, Peace and Security Agenda in Africa by the Peace and Security Council in May 2018. Subsequent to the CRF adoption, Member States were required to submit a report using the CRF. A total of Nine (9) countries provided a report by 31 October 2018. Additional data was collected by the Office of the Special Envoy on Women, Peace and Security through expert research and compilation of data from open sources and from partner institutions.

Overall, there is good progress in the implementation of WPS agenda in Africa. Good performance is observed in the enactment of laws, policies and institutional mechanisms. Nevertheless, paucity of data on delivery by Member States on the WPS pillars constituted a major impediment on the reporting exercise. Amongst the pillars, the lack of data is more acute on the pillar of Relief and Recovery.

This is the first report that is done using the Continental Results Framework. While responses were not received from all Member States which have adopted Action Plans, they all committed to using the CRF to monitor delivery on the commitments in their respective countries and to use it to strengthen their monitoring and reporting mechanisms with the view to having a regular report that is part of the international discourse on women, peace and security.

Within the countries that the Office of the Special Envoy visited in the course of 2018, there was clear indication that the CRF had generated conversations on how best to measure the actions and most importantly the impact on the lives of women and girls in the countries. These conversations need to be strengthened and sustained as they create new impetus for the implementation of WPS in Africa.

## **Endnote and acknowledgements**

The adoption of the Continental Results Framework (CRF) for monitoring and reporting on the implementation of the Women, Peace and Security in May 2018 constituted a defining moment in the African Union Commission endeavor to bridge the gap between the rich array of instruments that the Continent has and its delivery on the ground. When validating the CRF, Member States decided on an annual cycle of reporting, with the aim to have a clear picture on achievements, gaps, challenges and explore together best avenues to accelerating the implementation.

This report is the first outcome of that decision and is a continuation of the consultative approach that was adopted by the Office of the Special Envoy on Women, Peace and Security with the vision to build solid ownership of the WPS Agenda on the continent. It is the result of multiple consultations with Member States, Regional Economic Communities and Civil society organizations and experts.

I wish to take this opportunity to express my most sincere gratitude for all the cooperation and support provided in the endeavor to strengthen Africa's delivery on the WPS Agenda. I pay tribute to the AU Peace and Security Council for the sustained endeavor to advance the Women, Peace and Security Agenda, including through the institutionalization of the Open session, its regular examination during the Council field missions and the demand for regular reporting on the implementation of the agenda.

My appreciation goes to the Bureau of the Chairperson (BCP), the Department of Peace and Security (PSD), the Department of Political Affairs (DPA), the Women, Gender and Development Directorate (WGDD) and other AUC departments that have continued to provide support to my office since its inception. I particularly value the solid partnership with UN Women which accompanies my office from its inception. Thanks also to UNDP and other UN Agencies which contribute to the advancement of the WPS Agenda in Africa.

Appreciation goes also to Partners, Norway, USA and Germany whose support has enabled the office to undertake its various activities for a stronger WPS Agenda on the continent. Special mention to GiZ whose support has facilitated the production of this report.

Thanks go to the team in my office, led by Dr. Butera Jean-Bosco, Special Adviser and Chief of Staff who coordinates the activities of the Office and in particular Ms. Catherine Njeru, who served as Gender Monitoring Officer and prepared bulk of the report. My

appreciation also goes to all experts for their reviews and inputs in the course of preparing the report

As indicated earlier, Member States committed to an annual reporting cycle. I encourage more Member States to provide their report for the 2019 period and look forward to continued support and further collaboration within AUC and with all our partners in our common agenda to accelerate the implementation of the Women, Peace and Security Agenda towards a Peaceful and Prosperous Africa.

Bineta Diop

Special Envoy on Women, Peace and Security

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