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# **Women in Peace and Security through United Nations Security Resolution 1325: Literature Review, Content Analysis of National Action Plans, and Implementation**

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## Abstract

The complex challenges and opportunities of the Women, Peace and Security Agenda, as enunciated in United National Security Council Resolution 1325 of 2000, and several subsequent resolutions, lend themselves to both a “cup half full” and a “cup half empty” interpretation. The very phrase, the Women, Peace, and Security Agenda (WPS, for short), is itself a sign of progress among professionals working on global gender policy and programs around the world, as it is increasingly accepted as an important mandate across a wide variety of institutions, both public and private. On the downside, the WPS agenda is clearly not a household term (widely known outside activist and policy circles), nor is its foundational policy, United Nations Security Resolution 1325 (UNSCR 1325).

This Working Paper looks at the Women, Peace and Security agenda as laid out in UNSCR 1325 and in six following Security Council Resolutions - UNSCR 1820, 1888, 1889, 1960, 2106 and 2122 (see Boxes 1 and 2) - to assess progress in the past decade and a half since the adoption of UNSCR 1325 in 2000. We conducted an extensive desk study of the existing literature on UNSCR 1325, performed a detailed content analysis of 40 of the 42 existing 1325 NAPs, and offer an update on implementation of Women, Peace, and Security goals more broadly. The Working Paper addresses three main questions:

- What does the social science and related literature say about UNSCR 1325 since its adoption in 2000?
- What does content analysis of National Action Plans (NAPs) in support of UNSCR 1325 reveal about the effectiveness of such plans?
- What are examples of implementation of 1325 principles with and beyond 1325 NAPs?

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## Section 1. UNSCR 1325: Progress and Challenges

The complex challenges and opportunities of the Women, Peace and Security Agenda, as enunciated in United National Security Council Resolution 1325 of 2000, and several subsequent resolutions,<sup>1</sup> lend themselves to both a “cup half full” and a “cup half empty” interpretation. The very phrase, the Women, Peace, and Security Agenda (WPS, for short), is itself a sign of progress among professionals working on global gender policy and programs around the world, as it is increasingly accepted as an important mandate across a wide variety of institutions, both public and private. On the downside, the WPS agenda is clearly not a household term (widely known outside activist and policy circles), nor is its foundational policy, United Nations Security Resolution 1325 (UNSCR 1325).

This Working Paper looks at the Women, Peace and Security agenda as laid out in UNSCR 1325 and in six following Security Council Resolutions. UNSCR 1820, 1888, 1889, 1960, 2106 and 2122 (see Boxes 1 and 2) to assess progress in the past decade and a half since the adoption of UNSCR 1325 in 2000. We present findings from an extensive desk study of the existing literature on UNSCR 1325,<sup>2</sup> a detailed content analysis of 40 of the 42 existing 1325 NAPs (as of the end of 2013), and we offer an update on implementation of Women, Peace, and Security goals in general. Our main questions provide the organization for this Working Paper:

- What does the social science and related literature say about UNSCR 1325 since its adoption in 2000?
- What does a detailed content analysis of National Action Plans (NAPs) in support of UNSCR 1325 reveal about the effectiveness of such plans?
- What are some examples of implementation of 1325 principles with and beyond 1325 NAPs?

The Global Gender Program began research for this Working Paper in spring 2011. At that time, UNSCR 1325 was ten years old and only somewhat over 20 countries had a 1325 National

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<sup>1</sup> We use “UNSCR 1325” as shorthand to include it as well as several subsequent related resolutions.

<sup>2</sup> As of this writing, the Nigeria NAP appeared too recently to be included in the content analysis section of this study; and we cannot access the Gambia NAP.

**Box 1. UNSCR 1325 Main Points**

UNSCR 1325 (2000) calls for women's participation, women's protection, and prevention of violence, sometimes called the "Three P's," along with a fourth overarching principal: gender mainstreaming:

**Participation** of women at all levels of decision-making, including in national, regional and international institutions

- in mechanisms for the prevention, management and resolution of conflict
- in peace negotiations
- in peace operations, as soldiers, police and civilians
- as Special Representatives of the UN Secretary-General

**Protection** of women and girls from sexual and gender-based violence, including

- in emergency and humanitarian situations, such as in refugee camps
- through developing and delivering pre-deployment and in-theatre training to peace operations personnel on the rights of women and girls and effective protection measures

**Prevention** of violence against women through the **promotion** of women's rights, accountability and law enforcement, including by

- prosecuting those responsible for war crimes, genocide, crimes against humanity and other violations of international law
- respecting the civilian and humanitarian nature of refugee camps
- excluding sexual violence crimes from amnesty agreements, as they may amount to crimes against humanity, war crimes or genocide
- strengthening women's rights under national law
- supporting local women's peace initiatives and conflict resolution processes

**Mainstreaming gender perspectives** in peace operations by

- appointing Gender Advisors to all UN peace operations
- considering the specific needs of women and girls in the development and design of policy in all areas
- incorporating the perspectives, contributions and experience of women's organizations in policy and program development

Action Plan. As of the end of 2013, the number of 1325 NAPs has doubled, to 42. While that number is encouraging, it nonetheless indicates that fewer than 25 percent of the 13 U.N. member countries have adopted a 1325 NAP. Yet, the pace is quickening, and several 1325 NAPs are under discussion and in progress including in Jordan, Iraq, Japan, Argentina, and South Sudan (<http://www.peacewomen.org>). In August 2013, Nigeria became the most recent country to adopt a 1325 NAP.<sup>3</sup>

Even in some of the most challenging contexts for women's equality around the world, progress is being made through public discussions and awareness raising. For example, the Iraq Civil Society Reference group held meetings and workshops in 2012 about UNSCR 1325 ([www.equalpowerlastingpeace.org/2012/08](http://www.equalpowerlastingpeace.org/2012/08)). While pointing to a lack of networking cooperation among women's rights organizations in Iraq, representatives have moved forward with

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<sup>3</sup> The PeaceWomen website maintains a list of 1325 NAPs. <http://www.peacewomen.org/naps/>



strengthening collaboration to develop at 1325 NAP, drawing on the successful Nepalese experience to develop key strategies and a work plan. Jordan and Iraq may become the first countries in the MENA (Middle East and North Africa) region to adopt a 1325 NAP and thereby catalyzing support throughout the region. In July 2013, the government of Somalia stated a commitment to protecting women's rights through a draft bill (AllAfrica.com July 22, 2013). The Somali Ministry of Development and Social Affairs is drafting a bill outlining a new gender policy for the country that safeguards women's rights, particularly in politics and education as well as access to health services. The bill calls for quotas across a wide range of government branches and guarantees that 60 percent of free education will go to females. The United Nations

***Box 2. Key Points of UN Security Council Resolutions Subsequent to UNSCR 1325***

The following resolutions were intended to address gaps in UNSCR 1325 and to move the WPS agenda forward (Swaine 2009).

UNSCR 1820 (2008):

- focus on need for protection of women from gender-based violence
- highlights women's victimization versus women's empowerment

UNSCR 1888 (2009):

- promotes accountability mechanisms
- complements Resolution 1820 on gender-based violence in conflict
- calls for appointment of a Special Representative of the Secretary Gender to advance UN's work on sexual violence

UNSCR 1889 (2009):

- builds on theme of increased implementation measures, complementing Resolution 1325
- inclusion of concept of women's empowerment (so more progressive than Resolutions 1820 and 1888)

UNSCR 1960 (2010):

- emphasis on need to address sexual violence during conflict and by UN personnel/peacekeepers
- praise for work of gender advisors and anticipation of appointment of women protection advisers in peacekeeping missions; states asked deploy greater numbers of female police and military personnel in peacekeeping operations

UNSCR 2106 (2013)

- addresses impunity and operationalizes guidance on sexual violence in conflict; no new concepts
- addresses areas of justice, women's empowerment, arms, women's human rights, and civil society engagement

UNSCR 2122 (2013)

- builds on the participation elements of the women, peace and security agenda and furthers implementation of UNSCR 1325
- substantially addresses issues of women's empowerment, access to justice, information and documentation of human rights violations, civil society engagement
- requests more briefings for the Security Council from various entities on issues of women, peace and security

For a summary of the first four of these Resolutions:

[http://www.unifem.org/campaigns/1325plus10/wp-content/uploads/2010/05/FourCommitments\\_Poster\\_en.pdf](http://www.unifem.org/campaigns/1325plus10/wp-content/uploads/2010/05/FourCommitments_Poster_en.pdf)

Development Program is working with the Gender Unit of the African Union Mission in Somalia to craft Somalia's new gender policy (UNDP 2011). It is not a solution to extreme patriarchy, but it is a step in the right direction. In Afghanistan, several countries have been providing support for a 1325 NAP including the U.K., the U.S., and Finland (for a review of Finland's involvement, see Jukarainen 2012). The Afghan Women's Network prepared an extensive report on challenges and opportunities for a 1325 NAP in Afghanistan in 2010 (Afghan Women's Network 2010).

In addition to the growth in number of 1325 NAPs, another encouraging sign is that several countries which had adopted a 1325 NAP in the early years have recently revised their NAP, informed by assessing the strengths and weaknesses of the original plan and adding more detail and attention as indicated. Furthermore, four Regional Action Plans (RAPs) have been adopted and the United Nations has its own Action Plan. Many countries and regional groups are pursuing UNSCR 1325 principles, or gender equality even more broadly, without a formal NAP or RAP framework. A further sign of progress is the appointment of women leaders in several strategic positions as well as the growth of the position of gender advisor at various levels of government institutions to implement the goals of UNSCR 1325 (see Box 3). One of the overarching findings of this paper is that a 1325 NAP or RAP is neither necessary for promoting gender mainstreaming nor is it sufficient.

Two areas within the WPS have that shown the least progress since 2000 are including women in peace negotiations and including women in peacekeeping operations. As Sanam Naraghi Anderlini, longtime advocate for and observer of UNSCR 1325, stated in an interview that, even with the best of intentions, getting women fully represented at the peace table has proved difficult (<http://www.icanpeacework.org/world-views-interview-with-anderlini/>). Protection of women and girls during violence and other crises has also appeared to be particularly challenging. In an essay on progress in gender equality in peacekeeping, Dharmapuri argues that the role of women in UN peacekeeping operations continues to require "a strategic vision and coherent efforts in the field, at UN headquarters, and within key member states..." (2013:7).

In comparison to involving women in peace negotiations and in peacekeeping forces, establishing quotas for women in electoral politics has been more successful. In the past decade, several countries have adopted and enforced quotas for women in national political bodies

**Box 3. Examples of Institutional Progress toward UNSCR 1325 Principles**

While it is impossible to prove that these examples are the result of UNSCR 1325 (and subsequent UN Resolutions), it seems plausible to assume that they are, directly or indirectly.

- European Union has supported many studies of UNSCR 1325, country partnerships for 1325 NAP development, and hiring of many Gender and Human Rights Advisors
- 2009: African Union Gender Policy
- 2009: United States appointed its first Ambassador-at-Large for Global Women’s Issues, Melanne Verweir; Presidential Memorandum of 2013 made this a permanent position; second appointment in 2013 of Catherine Russell
- 2011: UN Women founded as a new coordinating unit bringing together DAW, INSTRAW, OSAGI, and UNIFEM; inaugural Executive Director, Michelle Bachelet, former president of Chile, 2011-2013; July 2013, Executive Director, Phumzile Mlambo-Ngcuka
- UN Women directors have been appointed in many countries around the world
- 2012: NATO appointed Mari Skåre as NATO Secretary General’s Special Representative for Women, Peace and Security; NATO collects annual data on women in national armies and in international missions
- 2013: Mary Robinson appointed as UN Secretary-General’s Special Envoy for the Great Lakes Region of Africa to implement Peace, Security, and Cooperation Framework
- Many governmental and non-governmental organizations have appointed, and are appointing, Gender Advisors to promote policy and implementation in WPS as well as in areas such as climate change and conservation, agriculture, and more
- UN Security Council Resolutions are being translated in many global and local languages

(Franceschet, Krook, and Piscopo 2012), significantly raising the percentages of women in national political bodies. It is not clear, however, if the women elected through a quota system necessarily have “women’s interests” at the forefront of their thinking and policy-making.<sup>4</sup> Nevertheless, commentary about Afghanistan indicates that even in that very challenging sociopolitical environment, women’s quotas are a great gain for women (Tajali 2013). At the very least, having more women in political positions provides a role model effect for young girls (Campbell and Wolbrecht 2006) and will likely have a marked impact on promoting women’s views in politics, and more specifically the WPS agenda, in the future.

If the late 18<sup>th</sup> to the early 19<sup>th</sup> century was a period of female emancipation in terms of the fight for women’s right to vote, the current era, beginning with the Beijing Platform in 1995, may be typified as the era of fighting for and implementing women’s rights more widely as delineated in CEDAW, UNSCR 1325, and other regional and country-level policies and programs. As of 2014, in no country of the world are women equal to men, in terms of livelihood and economic

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<sup>4</sup> The concept of “women’s interests” is not clearly defined for any country; the only clear statement that we can make here is that men can often support “women’s interests” politically, and women cannot be assumed to always do so. A cluster of “women’s interests” might include: access to key assets, equality for women in voting, equal pay, access to child care services, maternal/family leave policies, autonomy in marriage arrangements, and protection from personal and social violence.

security, political rights, and personal safety. But progress in achieving gender equality is taking place in many countries. Given the overall trajectory, in ten or twenty years, we can hope that policy, programs, and progress for women and girls and for peace and prosperity around the world will be more pervasive, extensive, and effective.

### **Background on UNSCR 1325**

It is impossible to point to a particular origin for UNSCR 1325, as its roots lie in women's rights activism generally. While Western, developed countries may wish to lay claim to leading the movement for women's rights and equality, and may rightfully do so on the global stage in the past one hundred years or so especially in terms of promoting voting rights, such an assertion overlooks many historic examples of women's public leadership roles around the world.<sup>5</sup>

United Nations Security Council Resolution 1325 (hereafter UNSCR 1325) was adopted unanimously on October 31, 2000 (United Nations Security Council 2000). In the more than six decades since the founding of the United Nations and its Security Council, Resolution 1325 was the first formal and legal document from the Security Council to recognize women as a specific population. This groundbreaking Resolution requires any parties in armed conflict to protect women and to promote women's participation in peace negotiations and post-conflict reconstruction. It recognizes that women and girls are particularly affected in situations of crisis and armed conflict and declares that their participation at all levels of prevention, resolution, reconstruction, and peacekeeping of conflicts is essential to achieving sustained peace and security. In Resolution 1325, the Security Council calls upon governments and other parties to take steps toward the implementation of the eighteen actions outlined in the Resolution concerning women's participation, protection, prevention, relief and recovery in conflict and post-conflict settings around the world. It lays out 18 points, clustered under four categories (see Box 1).

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<sup>5</sup> Judith Van Allen's 1972 article on pre-colonial Igbo women's political leadership is a prime case in point. She showed that before British colonialism, women's leadership was much stronger (Van Allen 1972). The British proceeded to "domesticate" women and promote men in public leadership. Since Van Allen's groundbreaking study, many other feminist historians have documented similar processes around the world in which traditional women's leadership was undermined by European colonialism.

The conceptual roots of UNSCR 1325 lie in the 1995 Beijing Declaration and Platform for Action, signed by 189 countries, and specifically its chapter on women and armed conflict. Conflicts during the 1990s prompted further global policy developments including the Windhoek Declaration and the Namibia Plan of Action. But well before the Beijing Declaration, nearly 100 years ago, the founding of the Women's International League for Peace and Freedom (WILPF) established one of the most influential women's organizations campaigning for peace (Sharp 2013).

The process of drafting and passing UNSCR 1325 is an important story in itself. According to Cohn, who carried out interviews with members of many of the women's groups that worked to have the resolution passed, "The drafting and passage of the resolution is ultimately an enormously multifaceted and complex story with different actors" (2008:4). The Resolution was initiated by Netumbo Nandi-Ndaitwah, then Minister of Women's Affairs in Namibia, when the country took its turn chairing the UN Security Council. Three other Security Council member countries at the time, specifically Namibia, Jamaica, and Canada, played supportive roles as did the United Nations Development Fund for Women (UNIFEM). Various NGOs followed what Cohn calls "an extremely sophisticated strategy" to educate members of the Security Council. She emphasizes the key role of the Non-governmental Organization Working Group on Women Peace and Security (NGO WG).

Scholars and other commentators agree that the process leading up to the passage of UNSCR 1325 affects its impact and effectiveness. Shepherd uses a discourse analysis of key documents to discern the "narrative of production" which emphasizes the importance of the UN Security Council in pushing Resolution 1325 forward and claiming "ownership" of it (2008). She argues that the authority/ownership issues related to the passing of UNSCR 1325 are, however, related to subsequent impediments in its implementation because of the "two sites of power" in its adoption, each with a different discourse about and understanding of gender (versus women and girls), violence, and security: the United Nations Security Council and the Non-Governmental Organization Working Group on Women, Peace and Security (NGO WG). These two contending "terrains" of discourse likely continue to be at play at the level of the Security Council.

Following the adoption of UNSCR 1325 in 2000, countries were slow to support it through National Action Plans (see Figure 1), which Scandinavian countries and the U.K. leading the

way. In the early years of the 21<sup>st</sup> century, many horrific and extended armed conflicts which involved systematic rape occurred. Prompted by such occurrences, the Security Council passed several additional resolutions starting in 2008 that expanded on the protection of women and girls during armed conflict and post-conflict situations and again urged the development and adoption of National Action Plans to promote the WPS (see Box 2). While Resolution 1325 is only three pages long, later Resolutions are three times or more in length, adding more detail about responsibility and implementation of protection of women during armed conflicts. Later Resolutions place increasing responsibility on the UN to take action such as: the appointment by the Secretary-General of a Special Representative to strengthen UN coordination mechanisms; calling on the Secretary-General to address sexual violence in armed conflict, and be more vigilant through periodic field visit. With each resolution, concern over slow progress in implementing the core vision of UNSCR 1325 is more pronounced. The year 2013 brought Resolution 2106, supporting 1325 principles and particularly Resolution 1960 about preventing sexual violence in armed conflict and post-conflict situations.

Following UNSCR 1325 and subsequent related resolutions on women, peace and security, many conferences and workshops have been held around the world to promote the implementation of UNSCR 1325, especially through the adoption of 1325 National Action Plans. Examples of such activities, as attempts to raise awareness of the Resolution 1325 norms about gender equality in peace and security and to prompt support for it, include:

- 2001: establishment of Friends of 1325, led by Canada; comprises 28 U.N. member countries dedicated to the promotion of 1325 involving women, peace and security implementation and NAP development.
- 2008: Women in Development Europe (WIDE), a European feminist network held its annual conference on UNSCR 1325: Militarism, Security, and Peace: 1325 – Challenges and Opportunities in NAPs.
- 2009: The Institute for Inclusive Security meeting: Increasing Momentum for UNSCR 1325 NAPs, held in New York City and led by former president of Ireland, Mary Robinson. Outcome of the meeting: decision to create a UN High-Level Steering

Committee on UNSCR 1325 with an emphasis on NAPs creation, in addition to support for regional action plans by countries of the Great Lakes and Mano River Regions.

- 2011: Organization for Security and Co-operation in Europe (OSCE) held a UNSCR 1325 Conference on Moving beyond Theory to Maximize Security in the OSCE; aimed to improve implementation of UNSCR 1325 and provide countries with practical steps for the future.
- 2012: Workshop: Towards Creation of a National Action Plan for Implementation of UNSCR 1325 in Iraq; held in Amman by the European Feminist Initiative in cooperation with and with support from the Norwegian Embassy in Amman to identify the challenges for developing an Iraqi National Action Plan.
- 2013: conference on Resolution 1325 in Action: Lessons Learned and Reflections on 1325 NAPs, The Permanent Mission of Japan to the UN and the Global Network of Women Peacebuilders (GNWP) hosted an event with speakers including Mavic Cabrera-Balleza (GNWP), Naoto Hisajima (Japan), Dharanidhar Khatiwada (Nepalese Ministry of Peace and Reconstruction), Hilde Klemetsdal (Norway), and Anne-Marie Goetz (UN Women).

International support for UNSCR 1325 includes funding by multinational organizations and national governments for advisors and consultants to serve in post-conflict countries and funding for the development of the NAP itself. Some examples have been mentioned earlier in this report; additional case include the newest 1325 NAP, adopted in Nigeria, supported by the U.K.'s foreign aid agency, DFID. Earlier on, the European Union played a key role in the drafting of a 1325 NAP in Bosnia and Herzegovina as well as pushing for NATO to adopt an Action Plan and support annual reviews subsequently.

A more ambitious and “partnership”-style approach, originally promoted by Ireland, is called twinning or cross-learning: “The cross-learning process was an innovative initiative, developed in 2008 for implementation within a two-year time frame leading up to the tenth anniversary of UNSCR 1325. It was designed to enable understanding and learning from those directly affected by conflict about how best to promote women’s leadership and protect their interests in conflict resolution and peace-building (Swaine 2008.7). Ireland developed a partnership with Northern Ireland, Liberia and Timor-Leste to promote sharing among women about conflict experiences

and how to promote the WPS agenda. The partnerships were meant to lead to NAP development as one way to implement the WPS agenda.

In spite of the shortcomings of UNSCR 1325, it nonetheless marks a major turning point in raising global attention to and dialogue about women civilians as disproportionately suffering during war and conflict as well as the neglected role of women as conflict prevent and conflict resolution. It has prompted the adoption of many National Action Plans in support of the Resolution as well as several regional Action Plans, and it has led to a phase of continued advocacy for changing practices in the United Nations itself (Cohn 2008, Swaine 2009).

### **National Action Plans in support of UNSCR 1325**

A National Action Plan (NAP) is a document that outlines a policy or course of action that a country plans to follow in order to fulfill objectives and reach goals pertaining to specific national or global matters. Countries may adopt a NAP to address a variety of goals, including natural resource management, health care, or children's health, for example. Government institutions are the leading agents in the development of national action plans, initiating the drafting process and seeking partners in future implementation across government sectors and other institutions including civil society.

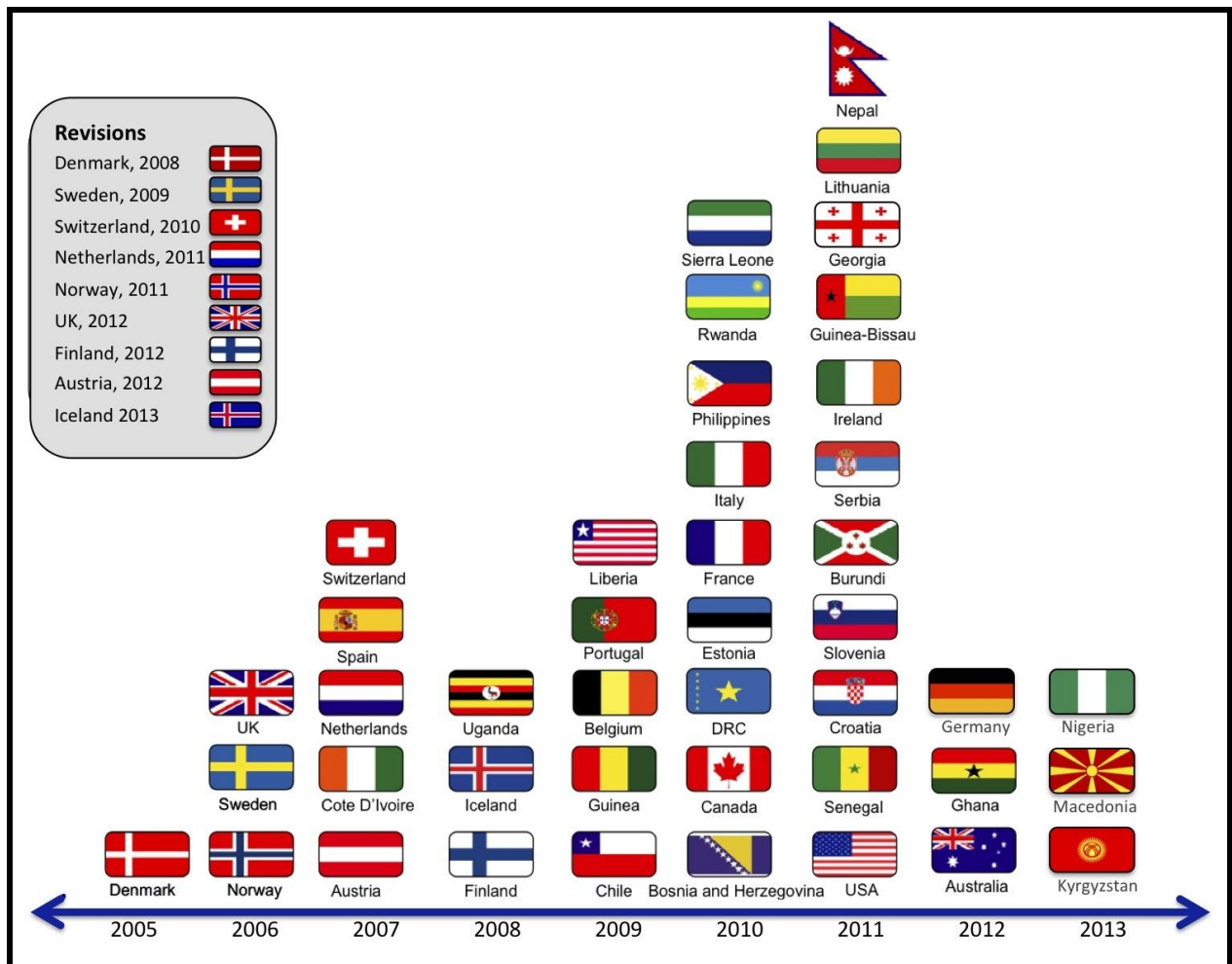
A NAP outlines strategies, identify priority areas, assign roles, establish timelines, construct indicators, and determine a means of measurement and evaluation. Multinational institutions, civil society, and academia, may play important roles in the development, implementation, and evaluation of a National Action Plan. Regional organizations adopt what is called a Regional Action Plan, with similar goals and objectives to a NAP, though tailored to the organizations mission. A multilateral body, such as the UN, may develop and adopt an Action Plan.

The first 1325 NAP appeared in 2005 (see Figure 1) five years after the passing of the resolution. Denmark holds the honor of adopting the first 1325 NAP. Denmark was followed by several other western European countries with the Scandinavian countries taking the lead in developing a 1325 NAP and then revising it. The early European 1325 NAPs were part of each country's foreign policy, rather than involving specific peace building processes (Swaine 2009:426). This pattern is due to the fact that in a majority of European countries, the development process was



led by the ministries of Foreign Affairs. An objective in the French 1325 NAP, for example, is, “to provide technical and financial support to encourage French-speaking countries wishing to develop expertise in this field to do so” (France, National Action Plan 2010:6).

Figure 1: Adoption Timeline of 1325 NAPs: 2005-2013



Western Europe is the region with the largest number of countries with a 1325 NAPs (see Map 1). It is home to 22 of the 42 countries with NAPs, half of the total. Fifteen of the countries in Western Europe with 1325 NAPs are members of the European Union (EU), and the EU has become one of the leading regional organizations in support of UNSCR 1325 (discussed below). Developed country NAPs are mainly outward looking, focusing on how foreign aid should support the four pillars of UNSCR 1325 in developing and conflict-torn countries. As of 2013,

several countries had revised their original NAP; all are developed, stable countries of Europe with Scandinavian countries in the lead once again. Three high income countries – Canada, the United States and Australia – adopted NAPs 10 years or more after the original resolution.

A distinct chronological pattern exists in the NAP development with Scandinavian and other European countries leading the way, along with some of the most conflict-torn countries of the world, all in Africa, through 2009. In 2007, Cote D'Ivoire was the first developing country to adopt a 1325 NAP. A conflict-affected country, Cote D'Ivoire focuses in its 1325 NAP on support of peace processes and post-conflict reconstruction efforts within the country. Following Cote D'Ivoire many other post-conflict countries in sub-Saharan Africa have adopted a 1325 NAP. In 2010, the first non-African developing country with a NAP was the Philippines; in that year, the first conflict-torn country of Europe adopted a NAP: Bosnia and Herzegovina. In contrast to the NAPs of developed Euro-American countries, those of post-conflict, developing countries, are inward-looking.

The 1325 NAPs display a clear geographic distribution, with a Euro-American band, to which Australia (as in income class would need to be added, though it is in the southern hemisphere with other low-income countries (see Map 1). Post-conflict, low-income countries are focused mainly south of the equator and are concentrated in sub-Saharan Africa. Countries of Sub-Saharan Africa have the most 1325 NAPs of any low-income region, with two distinct clusters of countries: on the coast of West Africa, stretching from Senegal to the Ivory Coast, and in the central part of the continent.

Only a few countries in Central-Latin America and the Asia-Pacific region have NAPs. Chile is the sole Latin American country to adopt a 1325 NAP, a fact that may be partially attributed to its membership in the Organization for Economic Co-operation and Development and also to the leadership role of then (and now, again) President Michele Bachelet (Stevenson 2012) who served as the first head of UN Women in 2010 and is a champion of women's rights. In the Asia-Pacific region, in 2013, only Nepal and the Philippines have a 1325 NAP. The Middle East-North Africa (MENA) region stands out as having no 1325 NAPs, though Jordan is in the drafting process, and Iraq has been holding discussions.

*Map 1: Geographical Distribution of 1325 NAPs through 2013*



### **Worldwide Uptake of UNSCR 1325: What Do We Know?**

An impressive body of social science studies and reports has emerged in the past decade and a half about UNSCR 1325 and its impact. We draw on around 100 studies and reports, a number which sounds impressive. If, however, one considers that UNSCR 1325 was passed in 2000, thirteen years from the time of the writing, that means an average of fewer than 10 studies per year. Of course, in the world of policy and advocacy, action takes priority over research, and so the published studies are only the tip of the iceberg of what has been going on around the world to support UNSCR 1325 principles and gender equality more widely.

Several experts have been following UNSCR 1325 since its early development, notably Cohn (2004, 2008), Anderlini (2007), and Hudson (2010). Their documentation of the processes that led to the adoption of Security Resolution 1325 are invaluable testimony to the dedication and hard work of people both behind the scenes in the 1990s and on the front line since then to promote implementation. Over the years since 2000, scholars and advocates/activists have provided critiques of UNSCR 1325 as well as praise.

In 2010, the ten-year anniversary of UNSCR 1325 was a catalyst for adopting 1325 NAPs (see Figure 1). It also inspired a flurry of conferences, reports, and scholarly publications about UNSCR 1325. The review in this paper of studies that have appeared about UNSCR1325 starts with those that are “general” (not focused on a particular country), divided into books (Appendix

A) and articles, chapters and shorter writings (Appendix B). We then turn to country-specific studies (Appendix C). While we have done our best to provide a comprehensive review, we realize that we have likely omitted many studies.

The studies reviewed offer a wealth of insights, both global and local. Yet the gaps in knowledge are equally impressive. We know little, locally, of UNSCR 1325 awareness in particular countries, the process leading up to the adoption of a 1325 NAP or reasons for lack of commitment to a 1325 NAP, the implementation of a 1325 NAP, evaluation and subsequent revision, and specific effects of UNSCR 1325 and 1325 NAPs after five years, ten years, or more, not to mention wider social impacts such as peace and security.

In no instance is there a complete corpus of studies on these topics for any country or regional organization. Thus, what we present here is a somewhat sketchy review of the available literature through the end of 2013 that nonetheless offers rich insights.

#### *Review of General Studies: Books, Journal Articles, Chapters and Short Reports*

Anderlini's important book (2007), and her other writings about UNSCR 1325, draw on her personal experience behind the scenes in pushing for the adoption of 1325 and promoting its implementation as well as the voices of women around the world. Her long-term view of the evolution of global gender equality provides both optimistic and cautious views. She notes that UNSCR 1325 was a "watershed" (2007:7) for women's rights. A supporter of the view that women's perspectives bring an alternative view to the WPS agenda, she is an advocate for including "women's voices" into the global policy arena. Other authors, especially those writing full-length books, follow a more academic path and offer a discourse analysis, focusing on the language of UNSCR 1325 and following resolutions (for example, Hudson 2010). Many authors describe the conceptualization of gender, violence, and militarism (Kronsell and Svedberg and authors in their edited book 2012) and offer a theoretical framework on women, war, and security (Kaufman and Williams and authors in their edited book 2010; Kuehnast, De Jonge Oudraat and Hernes and authors in their edited book 2011). An edited volume containing country and regional cases studies of the WPS agenda and UNSCR 1325 (Olonisakin, Barnes and Ilpe 2011a) offers the study of UNSCR 1325 and global gender equality rich examples about the role of civil society, women's networks, and impact – as known so far – of the growing acceptance of

gender equality as a norm to be promoted locally and regionally and how various countries and wider units have worked toward gender equality.

### *Downsides of UNSCR 1325*

While all researchers and policy analysts recognize the importance of UNSCR 1325 as a milestone -- as the “Magna Carta” or the “Bill of Rights” for women – many point to areas of concern as well. These points raise the wider question of how quickly one can expect diffusion of a new global norm, how this global norm may be “localized” in particular contexts, and what it will take to keep up the momentum to promote the norm of gender equality and institutionalize practices that support it. Some of the major concerns about UNSCR 1325 as a mechanism for promoting its four pillars and gender equality more widely include:

- UN Resolutions are not binding for member states. Dispute exists about whether or not a UN resolution is binding for member states. Appiagyei-Atua, a legal scholar, considers UNSCR 1325 to be binding for several reasons including its intent and grounding in the UN Charter, in several major treaties, and in international law (2011). According to Appiagyei-Atua, UNSCR 1325 uses a combination of weak and strong language: strong language includes "call upon" and "call on," while weak language includes "recommend." Boehme, in contrast, states that UNSCR 1325 is not binding because it is not covered by Chapter VII of the UN Charter (n.d.). Boehme notes that its implementation cannot be enforced, even though it is international law. Swaine notes that, while UNSCR 1325 is international law, it is "soft law" rather than "hard law" (2009:409). She discusses the differing opinions among academics and practitioners about the utility of international law and the extent to which "soft law" can advance feminist ideals. While the Security Council is the single UN body that has the authority to make declarations with which member states should comply, the language of UNSCR 1325 only “urges,” “requests,” “encourages,” and “calls upon” governments and parties to act, and is thus “propositional” in nature (Swaine 2009). In fact, the original UN Charter does not use the term “resolution” but instead refers to "decisions" which are generally considered binding and "recommendations" which are generally not considered binding. In sum, UNSCR 1325 and following resolutions advance a set of important ideas, but they do so weakly. It is basically up to member countries and

other units such as regional organizations to move the ideal forward, and no formal sanctions or penalties exist for failing to do so.

Several related criticisms of UNSCR 1325 as a general policy have emerged in the literature, summarized here and drawing on Swaine (2009) for most points:

- Too little, too slow. According to several commentators, not enough progress has been made since 2000 in terms of country adoption of a 1325 NAP and implementation of its principles worldwide (Swaine 2009:410). As of this writing, 13 years since UNSCR 1325 was passed, less than one-fourth of UN member states have adopted a 1325 NAP.
- Placing women's rights within a security framework imposes limitations on moving the WPS agenda forward (Hudson 2013), including the assumption that women are "naturally" more "peaceful" than men and that women can bring a unified voice to the peace process.
- Segregation of women's issues from mainstream security issues. This perspective argues that a National Action Plan may actually hinder achievement of UNSCR 1325 goals because the creation of a 1325 NAP risks placing women's issues into a the security arena rather than mainstreaming them (Swaine 2009:411). This point is consistent with the mainstreaming argument advanced by states such as Germany, which chose not to develop a 1325 NAP when other West European countries were doing so. In response to criticism directed at Germany for not adopting a UNSCR 1325 NAP, Chancellor Angela Merkel stated in 2006: "Many of the concerns of SCR1325 have already been integrated in various federal government action plans... The new federal government has expressed its will to continue to implement the principle of gender mainstreaming in all government activities...In my opinion, this provides better chances of reaching these objectives than a further separate action plan, as a mainstreaming approach in all relevant policy areas allows us to react much more flexibly to current problems in crisis-ridden regions" (quoted in Bucurescu 2011:40-41). Nonetheless, Germany changed its position on this issue and adopted a 1325 NAP in 2012.
- A 1325 NAP is not an end in itself: Countries may see the production and launch of a NAP as an end in itself (Swaine 2009:4). While these concerns are merited, the reporting

mechanisms included in a NAP should help to hold governments accountable to their commitments espoused in a NAP. Relatedly, the national nature of 1325 NAPs may limit decentralization of objectives within a country. The Global Network of Women Peacebuilders (GNWP) has taken on, as one of its signature projects, the support of “localizing” or promoting the internal decentralized support of UNSCR 1325, for example, in the Democratic Republic of Congo (<http://www.gnwp.org/gnwp-and-its-members-take-the-localization-of-unscr-1325-and-1820-program-to-the-drc>). Nepal offers a prime example of a country with a 1325 NAP that paid close attention to internal decentralization in developing its NAP as well as ensuring local follow-through with the creation of district level implementation offices.

#### *What It Takes to Develop and Adopt a 1325 NAP*

Several studies have named the factors that prompt the development and adoption of a 1325 NAP. They include the following factors, as drawn from a report from the European Peace Building Liaison Office (2010) and a major UN study published in 2010 (<http://www.internationalalert.org/sites/default/files/publications/102010UNWomenPeaceSecurity.pdf>):

- Political will on the part of high-level government officials is essential: Ursula Plassnik, former Austrian Minister for Foreign and European Affairs, played an active role in women, peace and security. In the United States, Secretary of State Hillary Clinton played a major role in pushing for a 1325 NAP.
- International peer pressure. As mentioned earlier, the 10th anniversary of UNSCR 1325 in 2010 galvanized many governments into developing a 1325 NAP by the time of the anniversary (Figure 1).
- Harnessing resources: both creating and implementing a 1325 NAP require government financial commitment.
- Accountability: throughout the implementation phase, accountability is key.
- Civil society advocacy efforts. Civil society action can propel a government into adoption of a 1325 NAP and ensuring commitment during implementation.

The development and adoption of each 1325 NAP is a unique story, yet each story may provide lessons of value to other situations. Unfortunately, we lack documentation of the process of 1325 NAP development and adoption in almost all instances. Thus it is impossible to compare these important stories and sort out best practices. Cabrera-Balleza points to the process in Nepal as being exemplary because it involved strong cross-sector collaboration and broad-based consultation (2011). Field consultations were conducted in all five regions of the country and in 40 of the 75 districts. Participants included members of local peace committee, women's groups, children from families affected by conflict, local officials, and representations of national NGOs and UN entities. In a report by the UN Civil Society Advisory Group, the authors note the importance of doing baseline studies in advance of adopting a NAP in order to facilitate impact assessments later on (2009:9) The authors offer the examples of Rwanda, Burundi, and the DRC and suggest that such advance research produces a more detailed and effective NAP.

As the years go by, in the absence of local studies, we are losing valuable information that could reveal patterns and lessons to guide future adoption and enhanced implementation. A 1325 NAP is an important tool of democratic social change and stability, asserting the importance of including women equally in aspects of security and protection. The very process of developing a NAP can empower civil society and bridge social divisions along gender, ethnic, and religious lines. Thus, the process should increase and sustain political stability in a country or region through strengthening existing social networks, forging new social networks, developing new modes of communication (such as through social media), and finding ways to overcome barriers. It is even possible that the degree of social inclusivity of the 1325 NAP process, regarding ethnicity, religion, and social class, may affect its implementation and increase political cohesion and stability in the country and the region, thereby improving global stability and security.

### *Review of Country-level Studies*

While around one-fourth of the world's countries have adopted a 1325 NAP as of 2013, other countries have pursued 1325 principles without a NAP. In spite of all this activity – with or without a 1325 NAP – few studies exist documenting how countries came to support 1325 through adopting a NAP or how countries are pursuing principles of gender equality without adopting a 1325 NAP. This gap in knowledge may be due to the fact that activists and policy-



makers are busy promoting change and do not have the time or opportunity to document change. Furthermore, scholars have slow to study the spread of UNSCR 1325 principles around the world in terms of grounded, field research.

As mentioned earlier, several of the Nordic countries took the early lead on supporting UNSCR 1325 by developing NAPs, yet we can find no studies documenting the processes of developing a 1325 NAP in the Nordic countries or in any of the developed European/North American countries. In contrast, several reports and studies focus on aspects of UNSCR 1325 policy in post-conflict countries (see Appendix C). The studies include findings from scholarly research as well as from policy/advocacy reviews.

It is difficult to summarize the findings from the sources since they are so varied. For example, consider just the three sources on Afghanistan: they address NATO-supported Provincial Restructuring Teams, girls' education, and women's rights. Given the breadth of UNSCR 1325, however, such disparate findings and recommendations are to be expected and appreciated. The following discussion attempts to provide a summary of key country-level findings.

A recurrent theme in the country-level studies is the importance of paying attention to local contextual variation in shaping the focus of a 1325 NAP. For example, the differences between the approaches of Bosnia-Herzegovina and Cyprus are instructive. In Bosnia-Herzegovina, the issue of human trafficking is a key area (Lynne 2010), while in Cyprus, addressing ethnic differences on the island is a main concern (Hadjipavlou 2013).

Another country-level finding is the pervasive lack of awareness, especially at local levels, of UNSCR 1325 itself, along with a general lack of recognition of women's rights and gender equality. Translation of UNSCR 1325 into local language is another recurrent challenge ([http://www.peacewomen.org/translation\\_initiative/](http://www.peacewomen.org/translation_initiative/)).

Ikpe's study of Nigeria (2011) mentions the need to translate UNSCR 1325 into local languages; in Nigeria, with just some of the major languages being Yoruba, Hausa, Tiv, Ibo, and Ijaw. As far as we know, no studies exist of the impact of UNSCR 1325 in local populations with different local languages: that is, how does local language translation of the resolution actually affect local-level discussions, meetings, awareness raising, and support of a 1325 NAP?

On a more positive note, several studies conducted in Sub-Saharan African countries, the Philippines, and Guatemala, documented the important role of women's organizations in promoting UNSCR 1325 principles before UNSCR 1325 existed. In such contexts, it might be expected that the global norms promoted by UNSCR 1325 would find a supportive local context, at least in terms of take-up by women's groups. Another fruitful area is that of new media and social media and how new global norms can be promoted with such media. More difficult problems are enduring and strong patriarchy in many regions along with widespread lack of women's empowerment through entitlements to land and other key assets, employment, and education

In terms of needed future field research, it is critical to document the spreading awareness of gender equality principles generally and the movement toward adopting a UNSCR NAP in countries around the world. Lessons are being lost even as you read this report. When we first starting preparing this Working Paper, in summer 2011, only 28 countries had adopted NAPs. That number is now 42. Activism and advocacy for women's rights and gender equality are the primary need, everywhere.

A second need is for studies that document the pathways taken to policy formation, implementation, monitoring and evaluation, and policy revision, so that best practices can be discovered and disseminated. As of the end of 2013, nine high income countries have revised their original 1325 NAP. The revisions discussed in Section 2 and again in Section 3, offer lessons for other countries with 1325 NAPs. So far, however, no low-income country with a NAP has revised their NAP.

#### *Regional Organizations' Support of UNSCR 1325 Principles*

As of September 2013, seven regional organizations have supported UNSCR 1325 principles directly through developing and adopting a 1325 NAP or indirectly through other policies, conventions, and protocols (<http://www.peacewomen.org/naps/about-raps>). Once again, a geopolitical pattern emerges with European organizations (the European Union and NATO) taking the lead (see Box 4).

**Box 4. 1325 Regional Action Plans**

As of 2013, four 1325 Regional Action Plans have been developed:

2008: European Union Regional Action Plan

2010: The NATO Regional Action Plan

2010: The Regional Action Plan of the Economic Community of West Africa (ECOWAS)

Through the Dakar Declaration on the implementation of UN Security Council Resolution 1325, as adopted in Dakar in September 2010, the 14-page document states four general goals in support of UNSCR 1325, and lays out a matrix for achieving its goals and managing responsibilities. It urges ECOWAS member states to develop a 1325 NAP with the financial support of the United Nations. Further, member states should guarantee and promote the systematic integration of gender in the processes of judicial and security sector reforms; and technical and financial partners should be committed to supporting the actions of civil society organizations in the area of peace and security.

2012: The Pacific Regional Action Plan

The UN supported the development of the Pacific Regional Action Plan which covers all members of the Pacific Islands Forum: Australia, Cook Islands, Federated States of Micronesia, Fiji, Kiribati, Nauru, New Zealand, Niue, Palau, Papua New Guinea, Republic of Marshall Islands, Samoa, Solomon Islands, Tonga, Tuvalu and Vanuatu. Formulating the Regional Action Plan provided an opportunity for the region to identify broad priorities, initiate strategic actions, and determine responsibilities among different actors. It ensures that Women, Peace and Security activities are seen as an integral part of regional peace and security discussions, in line with regional efforts of promoting gender equality. According to the 29-page report, the development of the Regional Action Plan was a step toward mainstreaming gender and bringing more women and young women into official peace and security processes at the regional level. The Pacific Regional Action Plan has the following purposes:

- Provide a regional policy and programmatic framework that complements and supports national efforts and provides guidance to those countries that cannot afford to develop such a plan at the national level.
- Provide an enabling environment at the regional level to improve women and young women's leadership in conflict prevention and management, peacekeeping, security policy decision-making and ensure protection of women's and girls' human rights.
- Strengthen civil society, women's groups, including young women and gender equality advocates engagement with regional security and conflict prevention policy and decision-making.
- Develop a partnership between government representatives from Pacific Island Countries and Territories, UN agencies, and civil society, which will help to coordinate efforts and avoid duplication.
- Pool at the regional level WPS technical assistance, capacity development support and financial resources.
- Collect, store and share research and analysis on WPS that will be used to inform regional and national policy and programming efforts.
- Support reporting and monitoring of existing commitments and help to assess progress.
- Support fundraising to enhance donor commitments to the advancement of WPS in the region.

Beyond the formal adoption of RAPs worldwide, several country consortia are forming to either develop a 1325 NAP or pursue gender equality principles without developing a NAP. In Africa, some regional organizations are moving forward with support for 1325 principles or more broadly as in the case of the African Union, promoting gender equality, but without adopting a

1325 Action Plan. The African Union Gender Policy statements (2009, 2013), both take a broader position toward women's empowerment than is prompted by UNSCR 1325 because they tie gender equality to socio-economic development as well as to security issues. Also in Africa are the Protocol on Gender and Development of 2008 developed the SADC (Southern African Development Community), and the 2006 Pact on Peace, Stability, and Development in the Great Lakes Region adopted by ICGLR (International Conference of the Great Lakes Region) which integrates UNSCR 1325 principles. In progress are a RAP by the Mano River Union and the Dakar Declaration and ECOWAS Plan of Action for the Implementation of UNSCR 1325 and UNSCR 1820 in West Africa.

In the Western Hemisphere, discussions in Colombia have raised the possibility of a regional network, and discussions are ongoing on the South Pacific as well.

## **Section 2. 1325 National Action Plans: Content Analysis**

Gumru (2008), in her M.A. thesis, was the first to carry out a detailed content analysis of 1325 NAPs using 20 criteria. Her study looked at 11 NAPs which had been adopted at the time. Later, Gumru co-authored a paper that analyzed 16 NAPs with the same criteria (Fritz, Doering, and Gumru 2011). We use 13 of Gumru's original 20 criteria in this analysis and include a new criterion of "partnerships." This section of the Working Paper uses 1325 NAPs as the sole basis of analysis. All the NAPs were coded by one person and most were cross-checked by an assistant to ensure consistency and accuracy. The value of a content analysis is alluded to in a publication on the possibility of introducing a 1325 NAP for South Africa, which argues that "content and thematic analysis of the existing 35 plans and subsequent reports may be valuable in expanding on ideas that may be applicable in other countries, including South Africa." (Dhlamini, Carmichael, and Croll 2012:162)

Using a modified version of the criteria originally developed by Gumru (2008), we have analyzed 40 National Action Plans. We applied the same analytical criteria to eight original and revised NAPs. Most of the 1325 NAPs were available in English. We had native speakers to do the coding for those in Spanish, French, and Portuguese. We also analyzed the content of five regional or organizational action plans

### **Content Analysis Framework**

This section describes the 15 elements in our content analysis.

#### *Basic information: 3 elements*

Basic information is presented in parenthesis next to the name of the country in the analysis framework, including the year the NAP was adopted and the timeframe that it covers. In a few cases, the period that the NAP covers is not mentioned. The number of pages is also included as basic information. The formats of the NAPs are not standard, and often include copies of UNSCR 1325 and other related resolutions as appendices. Thus making any sort of comparison based on length is difficult and unreliable.

### *Drafting: Three elements*

The first three rows presents information relating to the drafting process. If specified, the leading agent or agents are included. The row about involved parties refers to any other parties that were included in the drafting process. Finally, the inclusion of civil society actors is noted in cases where they were involved in the drafting process.

Westendorf supports an inclusionary drafting process when he writes that the “disjunct between high-level commitment to principles and their ‘on the ground’ implementation highlights the importance of getting relevant bodies and actors to recognize the relevance of NAPs, which can be fostered by participatory, bottom-up processes that engage all stakeholders and foster ownership of the plans, rather than impose them from above” (2011:31) An inclusionary drafting process is said to strengthen prospects for implementation given that the relevant actors are actively involved in proposing activities and setting priorities for which they have implementation responsibility.

In low-income countries, international organizations, especially the UN and its bodies, were instrumental in the development of country NAPs. For example, UNIFEM published an introductory brief entitled “Formulating National action plans to End Violence against Women” that provides information and suggestions on NAP development. UNDP was the main international partner behind the implementation of Côte d’Ivoire’s national action plan and the UNFPA supported Uganda’s development of a national action plan. Femmes Africa Solidarité (FAS), an international NGO, was a significant driving force behind the development of Burundi’s national action plan and continues to be a source of consultation for the Great Lakes region. (Popovic et al. 2010:34)

### *Implementation: Six elements*

We devote the most attention to the implementation process receives in our analysis, where we identify six elements. First, the priority action areas are featured. Second, the authors explore whether the plan details specific roles for each implementing party. This is especially important according to Westendorf given that “where NAPs lack details of specific tasks and responsible actors, the implementation may be undermined by the broader challenge inherent in gender

mainstreaming, which is that gender risks becoming everyone's issue, but no one's responsibility." (2011:8) Third, we consider whether there is a detailed timeline for implementation of each action. Fourth, we look at whether there is a specified mechanism or agent to lead coordination of implementation efforts. Fifth, we discern whether or not the NAP in question elucidates sources of funding needed for implementation. Funding is particularly important given that it is a vital part of turning promises on paper into actions on the ground. As noted by Westendorf, "where action plans fail to specify funding streams which will support their implementation, there is the possibility that actors will not voluntarily assume responsibility for funding the tasks mandated in the plan, thus undermining implementation." (2011:28).

Included in the implementation area is information pertaining to partnerships acknowledged in a NAP. For example, a method developed by the Irish government, called "twinning," pairs two or more countries to facilitate a better exchange of policy lessons, financial support, and knowledge of best practices, thereby promoting more effective implementation. (Popovic et al. 2010:37). Most NAPs of many low-income countries recognize the United Nations in helping them implement their NAP, including the United Nations Population Fund (UNFPA), the United Nations Development Programme (UNDP), and the United Nations Development Fund for Women (UNIFEM). Often an individual UN mission plays a role, as in Liberia. Regional bodies such as the EU, NATO, the OSCE and international NGOs may also be mentioned in a NPA as involved in implementation.

#### *Monitoring and Evaluation: Three elements*

Elements related to monitoring and evaluation (M&E) include, first, whether or not a NAP has specific indicators on which evaluations can be based. Paragraph 17 of UN Security Council Resolution 1889 (2009) requests the Secretary-General (SG) to submit a set of indicators to track the implementation of resolution 1325. It expressed the hope that these indicators could then be used for reporting by Member States in addition to UN entities and other international organizations. In April 2010, the SG submitted a report to the Security Council outlining a set of 26 indicators under the four pillars of prevention, participation, protection, and relief and recovery ([http://www.un.org/womenwatch/ianwge/taskforces/wps/Strategic\\_Framework\\_2011-](http://www.un.org/womenwatch/ianwge/taskforces/wps/Strategic_Framework_2011-)

2020.pdf). Only a few countries so far, such as Finland, have based their indicators on this guidance.

The second element is the existence or non-existence of a specific body to lead monitoring and evaluation. The third element is information on the role of civil society in monitoring.

### **Categorizing and Analyzing 1325 NAP Elements**

This section presents the analysis of the above elements in each NAP in terms of whether the NAP does not mention it; mentions it but not with specifics; or mentions it with specifics (three elements, however, are not amenable to this coding: involved parties, priority areas, and partnerships.) “Not mentioned” means that there was no reference to a particular element in the NAP. “Non-specific” means that there was reference to an element, but details were lacking. “Specific” means that the NAP clearly expressed details relating to a particular element. For example, the UK 1325 NAP of 2012 is coded as specific for civil society involvement in drafting because on page 7 it states, “revision of the NAP has been carried out ...; in consultation with civil society, in particular the civil society coalition group Gender Action for Peace and Security (GAPS) and the Associate Parliamentary Group on Women, Peace and Security.” In contrast, the Icelandic 2008 NAP mentions civil society but fails to specify actors that were consulted: on page 3 it states, “Iceland prepared its plan of Action for the implementation of resolution 1325 by consulting with civil society, academic institutions...” See Table 1 for examples of specific and non-specific language from several countries’ NAPs.



**Table 1. Specific and Non-specific Language across Categories in Selected 1325 NAPs**

<b>Criteria</b>	<b>Specific</b>	<b>Non-specific</b>
Leading Agent(s)	The action plan was compiled by an interdepartmental working group formed by the Ministry of Foreign Affairs (Estonia NAP, pg. 2)	N/A
Civil Society Involvement	NGOs and CSOs listed amongst 35 members of the Task Force which developed the NAP. (Sierra Leone NAP, pg. 9)	Mentions that civil society “cooperated” with the working group (Slovenian NAP, pg. 3)
Timeline	Chronogram detailed by sub-activity by quarter for the four year period (Burundi NAP, pg. 22-26)	Most activities have ‘ongoing’ under the ‘period’ column in the Action Matrix (Austrian NAP, pp. 4-14)
Roles	Includes lead agencies as well as responsible parties by sub-activity (Liberia NAP, pp. 47-48)	Non-specific; mentions responsible and co-responsible authorities but by priority areas rather than activities within those (Belgian NAP, pg. 21)
Coordination	DFAIT’s Stabilization and Reconstruction Task Force (START) will coordinate the government-wide response to the implementation of the SCRs on Women, Peace and Security. (Canada NAP, pg. 11)	Mentions that this issue calls for inter-ministerial and inter-institutional coordination (pg. 3) and suggests that national coordination and consultations will take place (pg. 8) but fails to specify how and by whom this coordination will be managed. (France NAP)
Financial Allocation	Specifies commitments in financial and/or human resources (Dutch 2012 NAP, pp. 43-44)	Has a source of funding column by sub-activity but is very vague – most simply mention core budget funds of responsible institutions and/or donor funding (Bosnia and Herzegovina NAP, pp. 46-68)
Indicators	Several performance or results indicators are included for each proposed sub-activity in the action matrices (Ugandan NAP, pg. 24-71)	“Progress in implementing the objectives of the NAP will be monitored and evaluated against specific indicators, to be identified at the direction of the WPS IPC”. (U.S. NAP, pg. 23)
Reporting	A National Coordinating Committee chaired by the Ministry of the Family, Women and Social Affairs, reports to the Government and publishes a yearly progress report (Cote D’Ivoire NAP, pg. 20)	NAP monitoring, evaluation and reporting system is to be established as an action point (pg. 22) but not in existence when the NAP was passed. (Philippine NAP)
Civil Society Monitoring	Cross Whitehall working group, which is in charge of monitoring, to meet with civil society biannually (UK 2012 NAP, pgs. 24 and 72)	“The non-government sector will be encouraged to develop shadow progress reports.” (Australian NAP, pg. 27)

Coding by level of specificity responds to findings of a survey of ten European NAPs by the European Peacebuilding Liaison Office (EPLO 2010). The report points to a common problem

with implementing many European NAPs is their lack of specific goals, clear timelines, a dedicated budget, and clear lines of responsibility (p.6).

Nevertheless, neither the categorized nor the more comprehensive tables (see Appendix G) can substitute for reading the NAPs themselves. The tables, instead, are attempts to capture the most relevant and easily comparable aspects of the various NAPs. Table 2 shows the categorizations for 50 coded 1325 NAPs, including the nine revised NAPs, across nine elements.

*Table 2: Specificity of 1325 Nation Action Plans (including 9 Revised NAPs)*

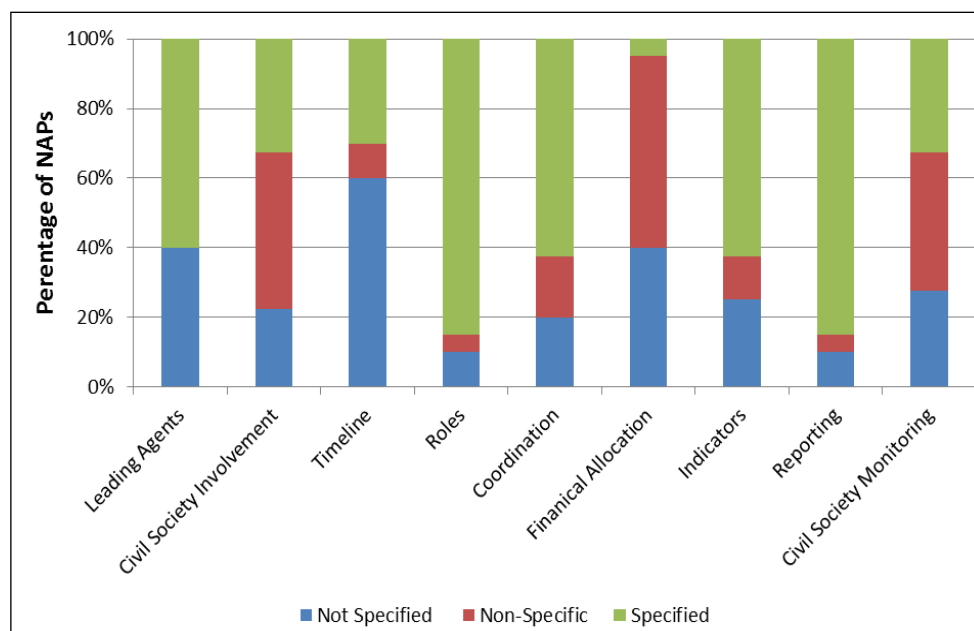
Basic Information	Preparation		Implementation				Monitoring and Evaluation			
	Country (year adopted)	Leading Agents	Civil Society Involvement	Timeline	Roles	Coordination	Financial Allocation	Indicators	Reporting	Civil Society Monitoring
Australia (2012)	NM	M/NS	NM	S	S	S	NM	NM	S	M/NS
Austria (2007)	S	M/NS	M/NS	S	S	S	M/NS	S	S	M/NS
Austria (2012)	S	M/NS	M/NS	S	S	S	M/NS	S	S	S
Belgium(2009)	NM	NM	NM	M/NS	NM	NM	NM	NM	S	S
Bosnian-Herzegovina (2012)	S	M/NS	S	S	S	S	M/NS	S	S	S
Burundi (2011)	S	S	S	S	S	S	M/NS	S	NM	NM
Canada (2010)	NM	M/NS	NM	S	S	S	M/NS	S	S	M/NS
Chile (2009)	S	S	NM	S	M/NS	NM	NM	M/NS	S	M/NS
Cote D'Ivoire (2007)	S	NM	NM	S	NM	NM	NM	S	S	S
Croatia (2011)	S	NM	M/NS	S	NM	NM	NM	S	S	NM
Denmark (2005)	S	NM	NM	NM	NM	NM	NM	NM	NM	NM
Denmark (2008)	NM	M/NS	NM	S	S	S	M/NS	S	S	M/NS
DRC (2010)	S	S	NM	S	NM	NM	NM	NM	S	S
Estonia (2010)	S	M/NS	NM	S	NM	NM	M/NS	S	S	S
Finland (2008)	NM	S	NM	S	M/NS	M/NS	M/NS	NM	S	S
Finland (2012)	NM	S	NM	S	M/NS	M/NS	M/NS	S	S	S
France (2010)	NM	M/NS	S	S	M/NS	M/NS	M/NS	S	S	S
Georgia (2011)	NM	NM	M/NS	S	NM	NM	M/NS	S	NM	NM
Germany (2012)	NM	M/NS	NM	S	S	S	M/NS	M/NS	S	M/NS
Ghana (2012)	S	M/NS	S	S	S	S	M/NS	S	M/NS	M/NS
Guinea-Bissau (2010)	S	M/NS	S	S	S	S	M/NS	S	S	M/NS
Iceland (2008)	S	M/NS	NM	NM	M/NS	M/NS	M/NS	NM	M/NS	NM
Iceland (2013)	S	M/NS	NM	NM	M/NS	M/NS	M/NS	S	S	NM
Ireland (2011)	NM	S	S	S	S	S	M/NS	S	S	M/NS
Italy (2010)	S	NM	NM	NM	M/NS	M/NS	M/NS	NM	S	M/NS
Kyrgyzstan (2013)	NM	NM	S	S	NM	NM	NM	NM	NM	NM
Liberia (2009)	S	S	NM	S	S	S	M/NS	S	S	S
Lithuania (2012)	S	NM	S	S	S	S	NM	NM	NM	NM
Macedonia (2013)	NM	NM	NM	NM	M/NS	M/NS	M/NS	NM	M/NS	NM
Nepal (2011)	S	S	S	S	S	S	M/NS	S	S	NM
Netherlands (2007)	NM	S	NM	S	S	S	NM	NM	NM	M/NS
Netherlands (2011)	NM	S	NM	NM	S	S	S	M/NS	S	NM
Norway (2006)	S	NM	NM	S	S	S	NM	S	S	NM
Norway (2011)	S	NM	NM	S	S	S	M/NS	S	S	NM
Philippines (2010)	NM	S	S	S	NM	NM	NM	S	M/NS	M/NS
Portugal (2009)	NM	M/NS	NM	Not Specified	S	S	NM	S	S	M/NS
Rwanda (2010)	S	S	S	S	M/NS	M/NS	M/NS	S	S	NM
Senegal (2011)	S	M/NS	NM	S	S	S	M/NS	S	S	M/NS
Serbia (2011)	S	NM	S	S	S	S	S	NM	S	M/NS
Sierra Leone (2010)	S	S	M/NS	S	S	S	M/NS	S	S	M/NS
Slovenia (2011)	NM	M/NS	NM	S	S	S	NM	M/NS	S	NM
Spain (2007)	NM	M/NS	NM	M/NS	M/NS	M/NS	NM	NM	S	S
Sweden (2006)	S	S	NM	S	S	S	NM	NM	S	NM
Sweden (2009)	NM	M/NS	NM	S	S	S	M/NS	NM	S	S
Switzerland (2007)	S	NM	NM	NM	S	S	M/NS	NM	M/NS	M/NS
Switzerland (2010)	S	S	NM	S	S	S	NM	S	S	M/NS
Uganda (2008)	S	M/NS	NM	S	S	S	NM	S	S	NM
United Kingdom (2006)	S	NM	NM	S	NM	NM	NM	NM	NM	NM
United Kingdom (2012)	S	S	NM	S	S	S	M/NS	S	S	S
United States (2011)	S	M/NS	NM	S	S	S	NM	M/NS	S	M/NS

(S = specific, M/NS = Mentioned but not specific, NM = Not mentioned)

## Element Analysis

It is illuminating to compare specific across the 41 NAPs in this dataset (using in this analysis the most recent NAP from the nine countries with a revised NAP). Two points stand out: financial allocation is rarely specified (less than 5 percent), while assigned roles and delineated reporting mechanisms are specified in over 80 percent of the analyzed 1325 NAPs (see Figure 3). On average, half of the elements are specified, while 22 percent are non-specific, and 29 percent are not mentioned.

*Figure 2: Specificity by Element*

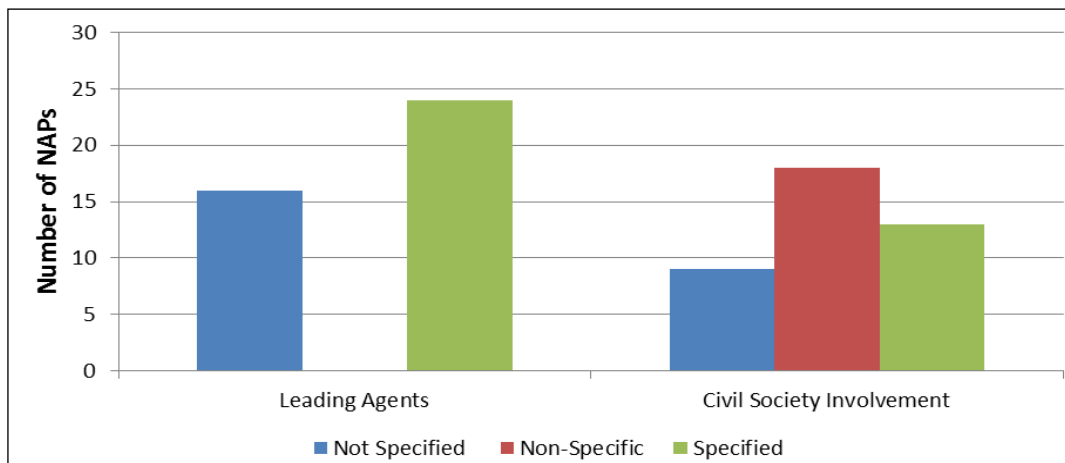


### *Drafting*

Slightly more than half of the NAPs (24) specifically mention that the process of drafting their NAP was driven by a leading agent or a few leading agents. When looking at civil society involvement the picture is more varied. Thirteen of the countries specify how civil society was involved in the drafting processes, eighteen make some reference to “consultations with civil society,” and ten do not mention any civil society involvement. Involved parties in NAP drafting vary greatly across the different countries. In most instances, a working group comprising several government ministries is involved, while some countries involve civil society

representatives, research institutions, the media, and members of the business sector in the drafting process.

*Figure 3: Drafting*



### *Implementation*

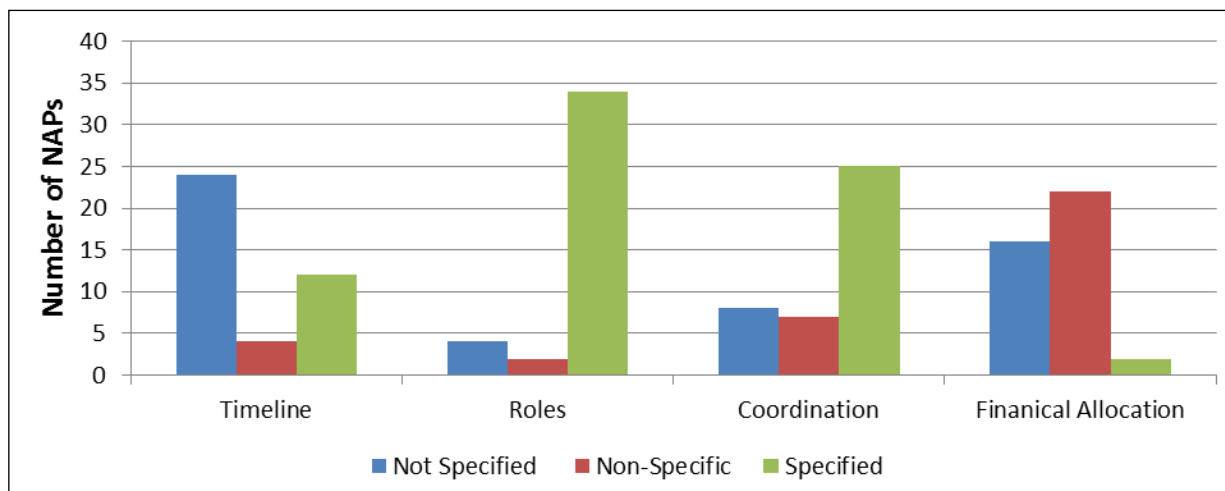
Only 12 NAPs provide a specific timeframe for implementation by activity (Figure 4). Only one one-third of the NAPs (16) mention a time frame for their proposed activities. Rwanda’s NAP offers the most detailed timeframe for implementation, with a timeline by quarter for each sub-activity (Rwanda NAP n.d.:29-31). In contrast, 34 NAPs specify actors for implementing activities.

One of the purported benefits of developing and having a 1325 NAP is to improve inter-agency coordination. Twenty-five NAPs specify a concrete mechanism to facilitate coordination of implementation. Most countries with NAPs have set their priority areas along the four pillars of UNSCR 1325: prevention, protection, participation, and involvement in relief and recovery.

A dramatic lack of specificity appears in the area of projected budget to support implementation of proposed activities. Only a handful of countries specify financial sources, and only two NAPs identify concrete sources of funding: the Netherlands and Serbia. Serbia’s NAP states that the Ministry of Finance will provide financial resources to Ministries based on their needs. The Dutch NAP is more specific, including a table outlining the different actors and their contributions (in Euros or in man hours) by year (Dutch NAP n.d.:43-44). Even among NAPs

that have the same specificity score for a particular element, marked differences can exist in the level of detail.

*Figure 4: Implementation*

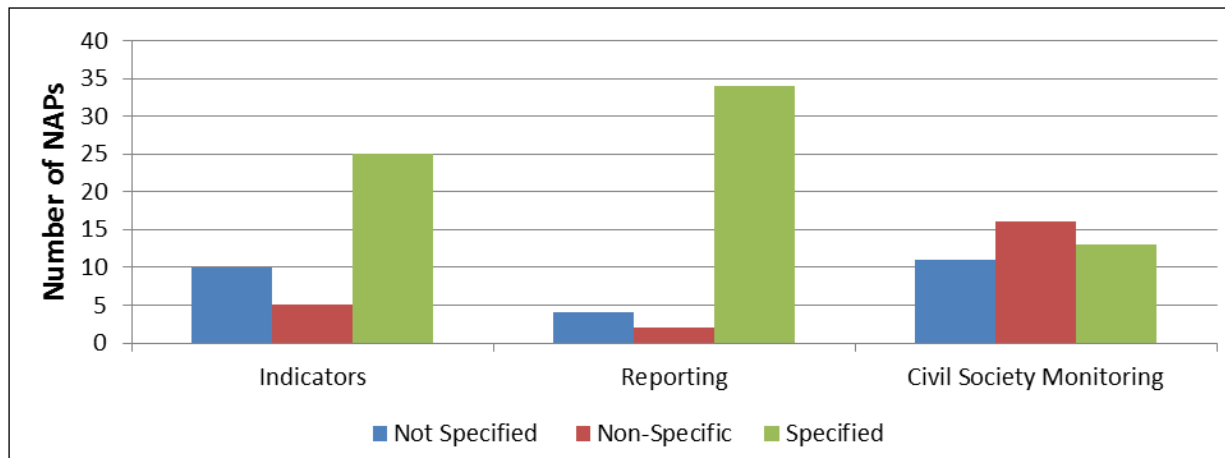


#### *Monitoring and Evaluation (M&E)*

More than half of the NAPs include measurable indicators by each sub-activity in order to facilitate M&E (see Figure 5). The growing attention to indicators for measuring change over time is demonstrated in a report from UN Women (2012). Of the NAPS analyzed in 2009 by PeaceWomen, 38 percent mentioned indicators for M&E while the figure rose to 70 percent for NAPs adopted after 2009.

Another key areas is reporting mechanisms. Thirty-four NAPs reference a specific reporting mechanism, including the frequency of reporting and the party responsible for leading monitoring of implementation. Along with roles, the reporting element is the most commonly specified across all nine elements. However, only twelve NAPs specify the role of civil society in M&E. For example, the Liberian NAP references the creation of a Civil Society Monitoring Observatory (Liberia NAP n.d.:9), which will prepare a Shadow Report at the end of the four-year implementation period. Sixteen other NAPs refer to the role of civil society in holding the government accountable, but they do not identify concrete mechanisms for civil society involvement in monitoring and evaluation.

*Figure 5: Monitoring and Evaluation*

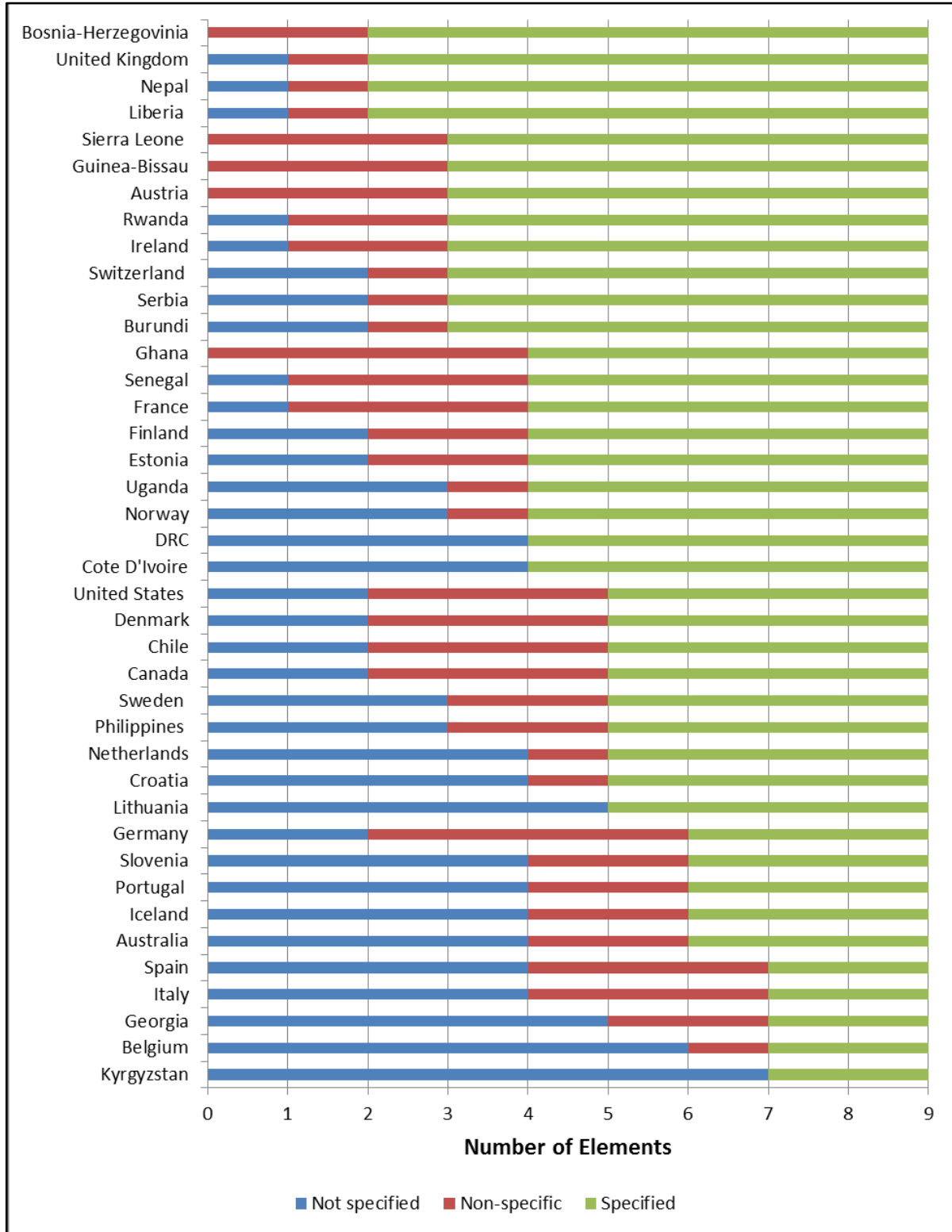


### **Country Comparisons on 1325 NAP Specificity**

This analysis provides a ranking of countries by specificity on the nine elements in their 1325 NAP (see Figure 6). The Bosnia-Herzegovina NAP at least mentions each of the nine criteria, providing specific details on seven of them. Three countries (the United Kingdom, Nepal, and Liberia) also have specific details regarding seven of the nine criteria studied but they all fail to mention at least one element. Further down in are countries with an equal mix between the three levels of specificity. The Kyrgyzstan and Macedonian NAPs, which are the two most recent NAPs, from 2013, are the least specific. The Macedonian NAP is the only 1325 NAP that fails to specify at least one of the nine studied elements. The reader is advised, however, to understand that a particular country may proceed to promote the values of UNSCR 1325 more or less successfully, with or without specificity. There is no one-to-one relationship between specificity overall or on particular measures, though trends and plausible relationships may exist.

In some cases, flexibility rather than specificity may be more conducive to implementation and long-term success. For example, the revised Dutch NAP argues that “when dealing with turbulent and rapidly changing environments, an obligation to comply with detailed action plans for the next four years can be restrictive” (Dutch NAP n.d.:8). In fact, the revised Dutch NAP, compared to the other eight revised NAPs, moved in the direction of less specificity, as is discussed below.

*Figure 6: 1325 NAP Specificity by Country, from Lowest to Highest*



**Revised National Action Plans: Lessons Learned** As of 2013, nine countries, all in Western Europe, had revised their original 1325 NAPs. Except for Austria and Iceland, the revised NAPs identify lessons learned from attempts to implement their first NAP. While there are variations across the nine NAPs, one recurrent need appears: strengthening monitoring and evaluation (Table 3). The overall specificity score in this analysis of the nine countries' revised NAPs rises from 35 percent to 51 percent.

*Table 3: Summary comparisons of Nine Revised 1325 NAPs*

<p>Austria: 2007 revised 2012</p> <ul style="list-style-type: none"> <li>• Nothing mentioned except for using the 10<sup>th</sup> anniversary to review national targets and activities.</li> </ul> <p>Denmark: 2005 revised 2008</p> <ul style="list-style-type: none"> <li>• More emphasis on monitoring, evaluation and implementation strategies</li> <li>• Systematic monitoring by an inter-ministry working group would have helped during the NAP revision process</li> <li>• More focus on women's active participation in conflict solution and peace building rather than just on women's protection from violence</li> <li>• Need more balanced approach between protection of women and girls and promoting the right of women to participate in peace and security work</li> <li>• Importance of implementing "concrete and do-able actions"</li> </ul> <p>Finland: 2008 revised 2012</p> <ul style="list-style-type: none"> <li>• Structure follows outline of 1<sup>st</sup> plan but chosen objectives have been adapted to take into account Finnish priorities and prerequisites to strengthen women's participation, such as health and education</li> <li>• More focus on monitoring and reporting with separate chapter devoted to this in revised NAP</li> </ul> <p>Iceland: 2008 revised 2013</p> <ul style="list-style-type: none"> <li>• On page four of the revised NAP, the main actions taken based on the original 1325 NAP are outlined but there is no suggestion of any lessons learned that have been incorporated into the revised version.</li> </ul> <p>Netherlands: 2007 revised 2011</p> <ul style="list-style-type: none"> <li>• Page 19 identifies four main lessons learned: <ul style="list-style-type: none"> <li>○ The 1<sup>st</sup> plan had 19 goals and 72 activities, which was too much and thus they decided to have one specific focus (women's leadership and political participation) with clear targets associated with this:</li> <li>○ Best practice when cooperation between NAP signatories was made based on a flexible and ad-hoc nature</li> <li>○ Clear budget important to enable concrete action</li> <li>○ Revised NAP addresses the lack of appropriate evaluation mechanisms in the original NAP, especially on outcome and impact of activities</li> </ul> </li> </ul> <p>Norway: 2006 revised 2011</p> <ul style="list-style-type: none"> <li>• 2006 Plan will still apply and provide guidelines for broader 1325 implementation</li> <li>• Will use of indicators to enhance M &amp; E</li> <li>• Need for closer coordination and cooperation between involved actors</li> <li>• Will focus on certain countries such as Afghanistan, Sudan, Nepal, and DRC.</li> </ul> <p>Sweden: 2007 revised 2010</p> <ul style="list-style-type: none"> <li>• Need to work more on increasing national knowledge on SCR 1325</li> <li>• Focus on strengthening monitoring and evaluation</li> <li>• Need to develop "practical methods" for implementation, monitoring, and evaluation (2009, 21)</li> <li>• Would benefit from more knowledge sharing between international actors</li> <li>• Men should facilitate women's involvement</li> <li>• New factors to consider including UNSCR 1820 in 2008 with focus on sexual violence in armed conflict</li> <li>• Implementation depends on "sufficient resources" allotted to priority initiatives</li> <li>• Cooperation and interaction between different actors at different levels is crucial</li> <li>• Mutual dependency between national and international level</li> </ul> <p>Switzerland: 2006 revised 2009</p> <ul style="list-style-type: none"> <li>• Two progress reports on 1<sup>st</sup> NAP with recommendations incorporated into this revised NAP including: <ul style="list-style-type: none"> <li>○ great efforts to support Swiss female candidates for posts in international agencies</li> <li>○ focus on enforcement of codes of conduct in relation to sexual exploitation and abuse in peacebuilding operations</li> <li>○ mainstreaming with systematic inclusion of 1325 values in non-gender specific multilateral bodies</li> <li>○ target measures to increase share of women in peacebuilding efforts</li> </ul> </li> </ul> <p>UK: 2006 revised 2010 and 2012</p> <p>Lessons learned in 2012 UK revision:</p> <ul style="list-style-type: none"> <li>• 2011 brought greater collaboration with civil society including through focus groups in the UK and in Afghanistan, Nepal and Democratic Republic of Congo and this relationship will continue in 2012.</li> <li>• Recommendations from the GAPS and the Associate Parliamentary Group on Women, Peace and Security shadow report have been considered in the 2012 NAP revision, in particular a MENA Regional Plan has been developed in response to the Arab Spring of 2011.</li> </ul>
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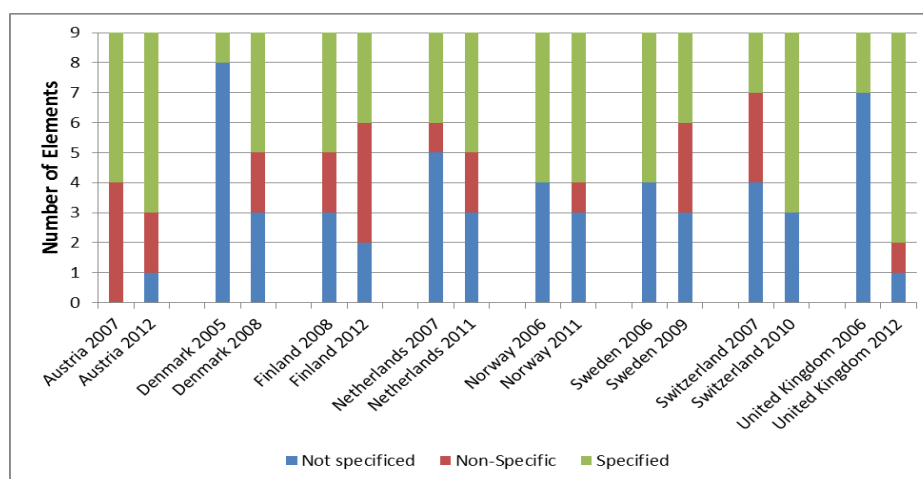
Lessons learned in 2010 UK NAP:

- Implementation of UNSCR 1325 is a global task and the UK NAP needs to focus on where the UK Government can add the most value.
- Existing plan did not capture or try to influence the large range of activity taking
- Implementation of UNSCR 1325 is a global task and the UK NAP needs to focus on where the UK Government can add the most value.
- Existing plan did not capture or try to influence the large range of activity taking place around the UK Government network.
- A clearer structure was needed in order to make the plan more accessible both within Government and by Civil Society.
- The plan needed to be able to measure the activity carried out in order to be accountable and a clear process established for reporting progress to Civil Society and Parliament.

In order of most increased specificity are the British, Danish, and Swiss NAPs. The revised Swedish NAP, however, is less specific than the original NAP; with its 2009 NAP having only three specified elements compared to five in its 2006 NAP.

The greatest increase in specificity by element was in monitoring and evaluation (see Table 4). In this analysis, a score of zero is given where there was no change, minus one where the criteria dropped in specificity by one level (from specific to non-specific or non-specific to not mentioned), minus two where the criteria dropped from specific to not mentioned, plus one where the criteria rose in specificity by one level (from non-specific to specific or not mentioned to non-specific), and plus two where the criteria went from not mentioned to specific. The criteria that witnessed the most significant improvement in specificity were indicators (+11) and reporting (+8). The revised NAPs also tend to be more specific with regards to financial allocation (+5), and one went as far as to specify details on financial allocation (The Netherlands 2011). The totals of the right hand side show the point raised above that the British (+11), Danish (+8), and Swiss (+5) revised NAPs showed the most improvement in specificity as compared to their original versions.

**Figure 7: Specificity Changes in Original and Revised NAPs of Nine Countries by Elements**



*Table 4: Change in specificity between revisions by element and country*

Country (year of 1st plan to 2nd plan)	Preparation		Implementation				Monitoring and Evaluation			Totals
	Leading Agents	Civil Society Involvement	Timeline	Roles	Communication	Financial Allocation	Indicators	Reporting	Civil Society Monitoring	
Austria (2007 to 2012)	0	0	-1	0	0	0	0	0	1	0
Denmark (2005 to 2008)	-2	0	0	2	2	1	2	2	1	8
Finland (2008 to 2012)	0	-1	0	0	0	0	2	0	-1	0
Iceland (2008 to 2013)	0	0	0	0	0	0	2	1	0	3
Netherlands (2007 to 2011)	2	0	0	-2	-1	2	1	2	-1	3
Norway (2006 to 2011)	0	0	0	0	0	1	0	0	0	1
Sweden (2006 to 2009)	-2	-1	0	-1	0	1	0	0	2	-1
Switzerland (2007 to 2010)	0	2	0	2	0	-1	2	1	-1	5
United Kingdom (2006 to 2012)	0	2	0	0	2	1	2	2	2	11
<b>Totals</b>	<b>-2</b>	<b>2</b>	<b>-1</b>	<b>1</b>	<b>3</b>	<b>5</b>	<b>11</b>	<b>8</b>	<b>3</b>	<b>30</b>

### Civil Society Involvement and Specificity

Analysis of involvement of civil society in the NAP drafting phase is included on the assumption that when civil society actors are involved, a NAP will be more specific. We first examine whether having civil society actors involved in drafting increases the likelihood that they are written into the plan's M&E mechanism.

The percentages presented in Table 5 were arrived at by dividing the number in that level across the three levels of specificity in civil society monitoring by the total number of NAPs in a certain specificity level of civil society involvement. For example, the 30.8 percent in the specified, specified box, was arrived at by dividing four (the number of NAPs that had specified civil society involvement and civil society monitoring) by 13 (the number of NAPs that had specified civil society involvement). This explains why the sum of the columns adds up to 100 percent but the sum of rows does not.

*Table 5: Specificity of civil society involvement and civil society monitoring*

		Civil Society Involvement		
		Not mentioned (10)	Non-specific (18)	Specified (13)
Civil Society Monitoring	Not mentioned (13)	60.0%	11.1%	30.8%
	Non-specific (16)	20.0%	50.0%	38.4%
	Specified (12)	20.0%	38.9%	30.8%

The overall numbers for specificity between civil society involvement in drafting and in monitoring are similar: 13 NAPs specify civil society actors involved in drafting and 12 specify their role in monitoring the NAPs implementation; 18 NAPs mention but fail to specify civil society involvement in drafting while 16 mention that civil society has a role to play in monitoring; and 10 NAPs make no mention of civil society’s role in development compared to 13 NAPs, which fail to mention the role of civil society in monitoring. Perhaps it is surprising that of the 13 NAPs in which civil society involvement drafting is specified, there are an equal number (4) of those in which civil society involvement is specified and is not mentioned!

When looking at the percentages, however, we don’t find evidence of a significant link between specificity across the two categories of civil society involvement analyzed in this paper. A higher percentage of NAPs specify the role of civil society in monitoring (38.4 percent compared to 30.8 percent) among NAPs that mention but do not specify civil society involvement in drafting rather than the NAPs that specific civil society’s involvement in the drafting process. Nevertheless, there appears to be a significant correlation between the non-specified category, with six of the ten NAPs that don’t mention civil society’s role in drafting also neglecting to recognize their role in monitoring. Thus, while civil society involvement in drafting is not sufficient to ensuring they will have a clear role to play in monitoring; it seems to be a necessary condition that civil society is involved in drafting.

The second hypothesis we examine is whether stating that civil society actors will be involved in drafting is associated with overall specificity of the NAP. NAP specificity based on civil society involvement in drafting (Table 6), shows that, in contrast to Table 5, the rows add to 100 percent but the columns do not, given that the percentages represent the average specificity of the NAPs across different levels of civil society involvement specificity.

**Table 6: Comparing NAP specificity between NAPs with stated levels of civil society involvement in the drafting phase**

Civil Society Involvement	Specificity		
	Not mentioned	Non-Specific	Specified
Not mentioned (10)	51.1%	13.3%	35.6%
Non-specific (18)	22.9%	29.6%	47.5%
Specified (13)	20.5%	17.1%	62.4%

The data show that the 13 NAPs which specify what civil society actors were involved in NAP development are more specific. On average, they specify 62 percent of the nine categorized criteria. The 18 NAPs that reference the contribution of civil society in NAP development are slightly less specific than those that identify specific civil society actors. The ten NAPs that make no mention of civil society involvement in drafting are by far the least specific. It must be noted though that civil society may have been involved in NAP development but not mentioned in the NAP itself, although we think that this is highly improbable. The ten NAPs that fail to mention civil society involvement in the drafting process, fail to mention over half of the nine criteria (51 percent). This analysis indicates that involving civil society actors in developing a 1325 NAP will help to ensure that a NAP is more specific.

**Section 3. Beyond 1325 NAPs:  
Broader Approaches to Strengthening Accountability for  
Implementing the WPS Agenda**

While 1325 NAPs have perhaps become the primary tool advocated for internationally, a range of other measures are being adopted to advance global accountability for implementation of the WPS agenda. This section provides an overview of the variant strategies that are evolving at global, regional and national levels to advance and account for implementation. It first provides an overview of the range of strategies that have emerged alongside 1325 NAPs, and then outlines approaches that are being undertaken to strengthen accountability more broadly, as well as for NAP implementation. The section concludes with some forward-looking commentary for the agenda overall.

**Variant Implementation Strategies**

Increasing scrutiny by international governmental and non-governmental organizations examines what kinds of strategies might work to further implementation of the WPS agenda. While NAPs emerged as the recommended option soon after the adoption of UNSCR 1325 in 2000, since then governmental and non-governmental actors alike have been developing further strategies to translate the resolution (and those that followed) into concrete action. The following discussion provides an overview of some of the strategies that have emerged alongside NAPs to advance implementation:

**Mainstreaming into Wider National Policies**

The development of action plans, such as those on UNSCR 1325, have been subject to the long-standing debate on whether the creation of stand-alone plans are preferable to relying on mainstreaming measures applied to sectoral areas of policy. In situations where some states do not opt to develop a NAP, the implementation of the WPS resolutions through existing national planning frameworks must be noted as a growing and equally viable option. For example, entry points for UNSCR 1325 present in national development plans (or Poverty Reduction Strategies

in some cases), national security and defense strategies, national strategies for the advancement of women and other similar frameworks.

More acknowledgement is required internationally of those states that have not opted to develop specific action plans, but instead are making substantive attempts at mainstreaming in existing national planning strategies. These kinds of approaches to implementation require further scrutiny in going forward so that learning can be gleaned on what works, what does not work, and how general mainstreaming approaches compare to those undertaken under the impetus provided by a stand-alone NAP. In 2012, The Royal Government of Cambodia opted to mainstream WPS provisions through its process of drafting its second national action plan on violence against women. While this is a positive and innovative move in a context where there is no intention to develop a specific WPS NAP, positioning national commitments on WPS relevant to a narrow and specific policy framework such as this does present some risks. For example, there is risk that national engagement and understanding of the WPS agenda becomes conflated with one thematic issue, such as violence against women. In such cases, a strategy should be established to encourage longer-term incremental and increased national engagement on the broader provisions of the WPS resolutions.

In addition, there is opportunity to enhance measurement and accountability by mainstreaming WPS into existing national data mechanisms. National statistical bureaus or other data collection bodies for example, could be supported to incorporate WPS into existing national surveys or data collection frameworks, providing wider national-level data for monitoring and reporting purposes. Such approaches would also enable states to streamline their reporting on WPS, by developing and using a consistent and comprehensive set of national data for the purposes of national reporting requirements -- such as reporting on their NAPs, reporting to CEDAW and other treaty periodic reports, to the UN Human Rights Council universal periodic review and for measuring and reporting against national development plans or related policies and actions plans on gender equality.

## **Financing Strategies**

There is increased scrutiny, particularly by civil society organizations, on resource allocation to 1325 NAPs and to implementation of the overall agenda.

Funding to support the implementation of 1325 NAPs is critical. Evident in the failure of the full implementation of action plans at national levels has been the lack of funding available for direct implementation activities. Cordaid, ICAN-GNWP have successfully documented what is need when it comes to NAP financing and set out various funding sources and strategies that can be used to support NAP implementation (Cabrera-Balleza and Popovic, 2011). While attribution of budgets and funding to NAPs are key to ensuring that NAPs are fully implemented, complexities arise where there are expectations that a NAP, which spans several government departments, would work from a singular combined budget. Ear-marking of funds from sectoral budgets is an option where cross-government joint budgets are not possible.

Gender budgeting is a key strategy in this regard also. Whatever route is taken, a costing for the NAP itself should be included within the NAP development process and acted on in the design stages. Commitments to funding by sectoral departments should be nominated in the plan matrix itself for accountability purposes. Depending on the country context, funding will come from national revenue and budgets, and/or official development assistance, or financial pledging directly to activities under NAPs through bi-lateral development cooperation activities.

Gaps exist in funding availability for WPS related activities at global and normative levels, either related to or distinct from the existence of NAPs. The UN Secretary-General's seven-point action plan requires 15 percent of all UN funding to peacebuilding to be directed to projects with a principle objective of advancing gender equality (UN General Assembly and Security Council, A/65/354-S/2010/466, 2010). There are calls for basket funds at national levels and a proposal that a global fund for implementation of the WPS agenda be established.

### *Localization*

Similar to wide-ranging areas of sectoral policy, gaps in policy implementation from national to local levels is noted to characterize attempts at national implementation of the WPS agenda overall, as well as NAPs specifically. As noted in Section 1, attempts to ensure commitments to WPS takes place at local levels has been spearheaded by the Global Network of Women

Peacebuilders (GNWP). By supporting local civil society and government actors, specific initiatives are being undertaken to drive implementation of 1325 NAPs from national to decentralized levels through the GNWP program.

The governments of Sierra Leone, Nepal and Burundi have developed “localization guidelines” to support local government administrations in implementing their 1325 NAPS through their planning and budgeting processes. In the Philippines and Uganda, action plans on WPS have been developed by local administrations in a number of regions. In Colombia, where there is no national-level plan on WPS, departmental plans are being developed in some regions, which evidences a bottom-up approach to public planning on WPS in the Colombia context. Localization has the potential to offer an innovative way to garner ownership and participation in a NAP/WPS agenda at local levels, contributing to more effective implementation of the agenda overall.

### **Strengthening Implementation and Accountability Measures**

The implementation strategies described above, as well as 1325 NAPs and regional action plans, are tools that all aim to overcome the deficiencies in implementation characteristic of the WPS agenda to date. There have also been specific attempts to overcome accountability deficits at normative levels, as well as through NAPS themselves, which are detailed here:

#### *1325 National Action Plans (NAPs)*

Building on the detailed overview of 1325 NAP development and content analysis in the previous sections of this paper, a commentary is offered here on the ways that states have reviewed and accounted for implementation of their NAPs.<sup>6</sup>

If the purpose of a 1235 NAP is to accelerate implementation of the WPS resolutions, then their successes and failures in doing so require ongoing and substantive assessment. While the adoption of a NAP was initially seen as an indicator of compliance with the WPS resolutions,

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<sup>6</sup> Note that a range of shadow reports and civil society monitoring reports of NAPs are available, however this paper focuses on states/state-led initiatives who are primarily responsible for monitoring, reviewing and evaluating implementation of their NAPs.



there is growing attention to gaps in implementation of NAPs themselves and the need for a further layer of accountability for implementation in this regard. There has been a growing critique of the lack of public accountability for the successes and failures of action planning processes, and calls for states to undertake and make the results of review processes publicly available (Swaine, 2013). As NAPs adopted over the past 3-5 years come to the end of implementation cycles, states are challenged with finding ways to take stock of the impact and relevance of their action plans. As noted in Section 2, nine countries (as of the end of 2013) have completed full cycles of implementation and have used variant ways to review and report on their NAPs (see Table 7).

*Table 7. Revision of 1325 NAPs in Nine Countries*

Country	First 1325 NAP	Review Process?	Revised NAP
Austria	Aug 2007: Austrian Action Plan on Implementing UN Security Council Resolution 1325 (2000)	Reports to Parliament	Jan 2012: Revised National Action Plan on Implementing UN Security Council Resolution 1325 (2000)
Denmark	Sept. 2005: Denmark's Action Plan on implementation of Security Council Resolution 1325 on Women and Peace and Security	Reports to Parliament	2008: Denmark's National Action Plan for implementation of UN Security Council Resolution 1325 on Women, Peace and Security 2008-2013
Finland	2008: UN Security Council Resolution 1325 (2000) "Women, Peace and Security": Finland's national action Plan 2008–2011	Implementation Study: Implementation of UN Security Council Resolution 1325 in the Context of Finnish Development Policy, With case studies from Kenya, Nepal and North-East India (Banarjee et al, 2010)	2012: UN Security Council Resolution 1325 (2000) "Women, Peace And Security" Finland's National Action Plan 2012–2016
Iceland	Mar. 2008: Women, Peace and Security: Iceland's Plan of Action for the Implementation of United Nations Security Council Resolution 1325 (2000)	Not known	2013: Iceland's National Action Plan for the Implementation of UN Security Council Resolution 1325 on Women, Peace and Security 2013–2016
Netherlands	Dec. 2007: Dutch National Action Plan on Resolution 1325 Taking a stand for women, peace and security	Reports to Parliament	2012: Women: Powerful Agents for Peace and Security: Dutch National Action Plan (2012-2015)

Norway	Mar. 2006: The Norwegian Government's Action Plan for the Implementation of UN Security Council Resolution 1325 (2000) on Women, Peace and Security	Progress Report (Ministry Foreign Affairs, 2012)	2011: Women, Peace and Security: Norway's Strategic Plan 2011-13
Sweden	2006: The Swedish Government's action plan to implement Security Council resolution 1325 (2000) on women, peace and security	Not known	Feb. 2009: The Swedish Government's action plan for 2009–2012 to implement Security Council Resolution 1325 (2000) on women, peace and security
Switzerland	Feb. 2007: National action Plan for the implementation of UN Security Council Resolution 1325 (2000) on Women, Peace and Security	Not known	2010: Women, Peace and Security National Action Plan to implement UN Security Council Resolution 1325 (2000)
UK	2006: UK National Action Plan to Implement UNSCR 1325	Review report: UK National Action Plan on Women, Peace & Security: Final Annual Review October 2013 (Foreign and Commonwealth Office)	2010: UK Government National Action Plan on UNSCR 1325 Women, Peace & Security (Nov 2010 – Nov. 2013, 2012 revision)

Evidenced since 2010 are increasing attempts by (some) governments to undertake review processes for their action plans. While there are significant gaps, and monitoring, review and evaluation of NAPs is lacking overall, some steps are now being taken, including the following:

- *Internal and external reviews of NAP implementation by states:* The most comprehensive review or evaluation of a NAP to date was undertaken by the Irish government in 2013. As part of monitoring and evaluation commitments under the NAP, the Irish government along with its civil society partners, commissioned an independent mid-term review of implementation. The review report details progress towards implementation of the activities articulated in the NAP and highlights key areas of good practice (Hinds and McMinn 2013). The report notes a key challenge relevant to the majority of NAPs – that the absence of baseline data, data on specific indicators and spending attribution related to the NAP, hinders capacity to fully evaluate implementation. The United Kingdom undertook a review of its 2010 NAP in 2011, issued a new revised version in 2012, and then reviewed this NAP at the end of 2013. The “final annual review” report is public and reflects an evaluation of the 2010-2013 NAP and documents progress against the NAPs specific objectives. The report

expresses the government's intention to use the review to develop a subsequent 2014-2017 NAP (UK Foreign and Commonwealth Office, 2013). The Italian Government has also conducted a review of implementation of its NAP, with a view to issuing a revised NAP in December 2013 (details not available as of this writing).

- *Implementation reports by states:* A number of countries are now issuing implementation or progress reports that are made public. The Estonia Government issued a mid-term “implementation report” of its 2010-2014 NAP (Estonia Ministry of Foreign Affairs, 2011), which provides an internal account of implementation activities under the NAP; while the Norwegian Government issued a “progress report” in 2012.
- *Reporting to national parliaments:* A number of states have reported on NAP implementation to national parliaments, including countries such as Austria, the Netherlands and the UK who have publicly noted their reporting to parliament. This growing trend offers a further avenue of accountability at national levels and holds great potential for garnering public interest in the WPS agenda, as well as more stringent oversight of state action/in-action. Another layer of accountability could be reporting to regional parliaments, such as the EU, where existing policy, such as the EU WPS indicators, offers entry points for such reporting to occur.
- *Additional state-led measures to enhance implementation of NAPs:* The Finland Government commissioned a study to document examples of implementation of UNSCR 1325 and identify ways to ensure implementation of its NAP. The study offers some concrete recommendations for implementation of Finland's NAP through its development cooperation policy. Canada's Standing Senate Committee on Human Rights conducted a study examining implementation of UNSCR 1325, including under Canada's domestic policies. The report was issued after the adoption of the Canadian action plan, and highlights key areas to further advance Canada's implementation of the WPS agenda (Standing Senate Committee on Human Rights 2010).

Accountability for implementation is no longer tied simply to the adoption of a NAP. States are under increasing pressure to measure and to demonstrate what the NAP has achieved. There are key questions over what works in measuring the impact of NAPs. The adoption of indicators and benchmarks as part of a NAP monitoring framework are posited as key in this regard. The UN Secretary-General's 2011 report on WPS called for indicators to be adopted in NAPs so that these planning frameworks are equipped with measurement tools that effectively monitor and evaluate progress and impact (UN Security Council, S/2011/598, 2011). The call for the inclusion of indicators within NAPs reflects another stage in the evolution of approaches to the implementation of the WPS agenda. Those NAPs that adopt stringent monitoring and evaluation frameworks have become the standard-bearer for NAPs that are effective in purpose and accountable in terms of measurement. However, states could do more to make the results of their review and reporting processes publicly available so that learning is shared globally on effective national implementation strategies.

### *Global Indicators*

Under Resolution 1889 (2009) the Security Council requested the UN Secretary-General to prepare a set of indicators that could be used at global level to monitor implementation of UNSCR 1325. These indicators were presented to the Security Council in 2010 (UN Security Council, S/2010/173, 2010). The indicators span the broad range of thematic issues covered by UNSCR 1325, including for example indicators on prevention of sexual violence, early warning and conflict prevention, transitional justice mechanisms and women's participation in peace processes. The indicators aim to track, monitor and by default prompt strengthened implementation of the resolution. Through measuring progress, gaps and failures can be identified and remedied.

There are some member states who do not see a role for the Security Council in practically engaging in implementation and monitoring in this way. The WPS indicators are beginning to be incrementally reported against at global levels however and have the potential to provide a picture of areas of progress. Much work is taking place to prepare each indicator for deployment by those responsible for reporting against them; reporting on the indicators is differentially attributed to member states and UN agencies. Challenges remain in deploying generalized global

indicators to contextually variant specific country contexts, and ascertaining whether global comparative analysis is possible or indeed useful.

*“Borrowing” Human Rights Accountability*

As based on resolutions of the Security Council, the WPS agenda lacks enforceability mechanisms through which implementation could be measured or accounted for at global levels. The enforcement features available under the body of international human rights laws is however now being extended to the WPS resolutions through the adoption by the Committee on the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) (hereafter referred to as ‘the Committee’) of General Recommendation No. 30 on women in conflict prevention, conflict and post-conflict situations in October 2013 (CEDAW, CEDAW/C/GC/30, 2013). The aim of the General Recommendation is to further state parties’ implementation of CEDAW related to situations of conflict, and to overcome gaps in state parties’ reporting on the same. While the General Recommendation substantively outlines the requirements of the application of CEDAW to conflict prevention, conflict and post-conflict situations by member states, it also specifically references the WPS resolutions and their connectivity to the aims of CEDAW. By stating that the implementation of the resolutions “must be premised on a model of substantive equality and cover all rights enshrined in the Convention,” the General Recommendation strengthens the equality and rights provisions available under the resolutions. The General Recommendation posits that the CEDAW reporting procedure should be used to report on implementation of the WPS resolutions, immediately enhancing the enforcement mechanisms available to accountability efforts. It also boldly states that the shared aims of CEDAW and the WPS Resolutions, and the use of the reporting procedure can “consolidate the Convention and the Council’s agenda and therefore broaden, strengthen and operationalize gender equality.” Recommendations are made that include specific reference to NAPs and that these and other implementation strategies are compliant with CEDAW (and thereby its broader substantive equality provisions).<sup>7</sup> State parties to CEDAW are requested to report to the Committee on implementation of the WPS agenda, including on compliance with bench-marking tools developed as part of the agenda, which could include the UN global indicators noted before.

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<sup>7</sup> GR, Para 28

Some state parties to CEDAW have already received questioning by the Committee on implementation of the WPS resolutions, including questioning on UNSCR 1325 to all countries impacted by conflict in the Committee's July 2013 hearings. Following the adoption of the General Recommendation it is likely that this practice will continue, although it will be interesting to see whether the Committee applies questioning on General Recommendation 30 only to countries that are deemed to be conflict-affected or to all state parties. Of note is that in its NAP, Finland has committed to addressing implementation of UNSCR 1325 in its periodic reports to CEDAW (Government of Finland, 2008).

In addition, the universal periodic review process of the UN Human Rights Council is being looked to as an avenue for enhancing state accountability on implementing its commitments under the WPS resolutions. In his reports to the Security Council, the UN Secretary-General has noted the need for attention by member states to related recommendations made by this body, underscoring the potential it provides to public accountability on implementation by all member states (UN Security Council, S/2012/732, 2012).

### **Reviewing Progress on Implementation**

Momentum on the need for strengthened implementation of the WPS agenda has warranted calls for an examination of progress to date. Several steps are being taken in this respect to formally review progress towards implementation, and in so doing, to prompt further action:

#### *High-Level Review Planned for 2015:*

Most significant is the announcement by the Security Council in its Presidential Statement of the 26<sup>th</sup> October 2010, of its intention to hold a "High-Level Review" in 2015 to "assess progress at the global, regional and national levels in implementing resolution 1325, renew commitments and address obstacles and constraints that have emerged in the implementation of resolution 1325" (Security Council, S/PRST/2010/22, 2010). What this High-Level review will entail is not yet clear, however it provides an important opportunity for looking back at and identifying successes and enduring gaps, as well as looking forwards to what is required in the longer-term. Resolution 2122 called on member states, regional organizations and UN entities to review

existing implementation frameworks and prepare new targets ready for the 2015 High-Level Review.<sup>8</sup>

### *Global Technical Review Meeting, 2013*

Some initial steps have been taken to stimulate initial review procedures in the lead up to this event. In his 2012 report to the Security Council, the UN Secretary-General requested UN Women to conduct a review of implementation of commitments under the WPS agenda, including through NAPs and wider implementation strategies (UN Security Council, S/2012/732, 2012). A “Global Technical Review Meeting” was held in early November 2013, which brought together member states and civil society actors to review strategies adopted at national, regional and global levels.

The first of its kind, the three-day meeting reviewed key thematic areas of implementation. This included examination of processes of development of action plans at regional and national levels, variant strategies and approaches to implementation such as localization, adoption of accountability, monitoring and evaluation frameworks, as well as financing strategies for the overall agenda. A series of studies examining overall progress towards implementation, and specifically on the issues of localization and financing were produced for the event, and a final report and set of recommendations are expected.

Participants at the review identified a range of key issues and recommendations linked to the thematic areas framing the event, as well as those focused on wider conceptual and advocacy issues related to both global and local levels. These included highlighting the ongoing need for state-level implementation to embrace broad human security and gender sensitive interpretations of the concept of “security;” the need for the issue of conflict prevention to become more central to the implementation of the overall agenda; the need for monitoring and accountability frameworks to be attributed to NAPs and the need to encompass both qualitative as well as quantitative data collection methods so that a fuller picture of progress is developed; the need to take advantage of evolving opportunities such as the CEDAW General Recommendation 30 and securing attention to WPS in the post-2015 agenda; and the need for longer-term funding

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<sup>8</sup> Resolution 2122, Para 15

attributions to all endeavors aimed at advancing women's rights and gender equality related to peace and security.

Obvious at the event was that a broad and comprehensive range of project and policy focused work is taking place at national, regional and global levels to promote the adoption of WPS NAPs. As highlighted in other sections of this paper, there are a range of international organizations now undertaking specific programs to support NAP development, and particularly in providing technical support and training to both government and local civil society actors on their roles in development of such tools. The meeting highlighted the need for UN Women to be funded adequately to take on a broader role in coordinating this work from global levels, and in providing strengthened technical support and funding at country-office levels. There was also an over-riding sense of the political nature of attempting to advocate for and engage states in strengthened approaches to implementation and the impacts that the political context of international security has on moving forward the overall agenda.

The Global Review served as the first "stock-take" of where implementation strategies have come from, and what is required in going forward. A focus on development of implementation strategies meant that the meeting tended to focus on process rather than substance, which can be the tendency with NAPs and monitoring frameworks also. There was a keen acknowledgement of the need for more of a focus on substantive results and impact by these strategies, and along with the key issues of funding and political will, these appear to be the key substantive concern in going forward.

#### *Global Study for 2015*

Resolution 2122 requests the UN Secretary-General to conduct a global study on the implementation of UNSCR 1325 in advance of and for the High-Level Review. Given the breadth of the resolution itself, and the proliferation of strategies, approaches and thematic areas of action now taking place globally, this study will be challenged to fully capture the range of gains and shortfalls related to women's rights concerns that the WPS agenda covers. Important is that the study ensures a balance between the issues of sexual violence that have predominated the WPS agenda (and the interest of many member states) and wider issues of agency and



empowerment that are at the heart of the agenda. The study offers the opportunity to address some of the key gaps in data on the agenda to date, and to set down a convincing argument for why gender equality matters to ongoing international security concerns.

### *Promoting Women's Leadership as a Specific Focus: Adoption of Resolution 2122*

Given the growing critique of the Security Council's enduring focus on sexualized violence, including its adoption of a fourth resolution, 1906, on this issue in June 2013, it appears that the Council is making efforts to remedy the imbalance. During its now annual open debate on WPS in October 2013, the Security Council unanimously adopted Resolution 2122 (Security Council Resolution 2122, S/RES/2122/2013, 2013), which is being referred to as the resolution on women's leadership and offers the strongest language to date on women's agency and participation. Resolution 2122 articulates the Council's intention to "focus more attention on women's leadership and participation in conflict resolution and peace-building," and specifically notes that "women's and girls' empowerment and gender equality are critical to efforts to maintain international peace and security," a far more strengthened reference to the equality aspects of this agenda than seen before. The resolution is significant in that it offers a strengthened framework and a further set of tools to enhance current approaches to implementation.

Resolution 2122 broadly nominates the resolutions' relevance to a range of thematic areas of the Council's work, including issues such as promotion of the rule of law, the prevention and resolution of conflict and women's participation in electoral processes. Of significance are two new thematic areas formally noted and introduced to the WPS agenda by this resolution. The first is reference in OP 3 to "Threats to international peace and security caused by terrorist acts." This is the first reference to the issue of terrorism, a principle thematic agenda item of the Security Council, within the overall WPS agenda. There has been an absence of reference to the WPS agenda or to gender equality issues in resolutions and Presidential Statements of the Security Council that deal with terrorist acts.<sup>9</sup> The United Nations 2006 Global Counter

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<sup>9</sup> Since 2010 the Security Council has adopted five thematic resolutions focused on "threats to international peace and security caused by terrorist acts" which are: Resolution 2082 (2012), Resolution 2083 (2012), Resolution 1988 (2011), Resolution 1989 (2011), Resolution 1963 (2010). Of note is a reference in Resolution 1988 to the rights of women under Afghanistan's constitution.

Terrorism Strategy also does not reference the relevance of gender issues or of the WPS resolutions to its mandate either (United Nations General Assembly, A/RES/60/288, 2006). Resolution 2122 opens up space for connections to be made between the Security Council's thematic concerns of counter-terrorism and WPS. The Secretary-General's 2013 report on WPS to the Security Council recommends that issues of WPS are addressed in the Councils' thematic debates on terrorism and counter-terrorism and it remains to be seen just how engaged the Security Council becomes on linking these two agenda items.

Of significance also is reference by Resolution 2122 to the reproductive health and rights concerns of women affected by armed conflict. The UN Secretary-General's 2013 report on WPS to the Security Council recommended that health and safe abortion services be made available to women impacted by violence during conflict in line with national law. While reference to this issue is situated in the pre-ambular section of the resolution, its inclusion nonetheless expresses the Council's acknowledgement of "the need for access to the full range of sexual and reproductive health services, including regarding pregnancies resulting from rape, without discrimination" (Security Council Resolution 2122, S/RES/2122/2013, 2013). While this reference prevented some member states from co-sponsoring the resolution, it signals significant normative progress on reproductive rights relative to the context of an armed conflict. It opens up space for further normative frameworks on this issue to be developed and for funding to be specifically directed towards such services, which are currently lacking.

## Section 4. Conclusion and Moving Forward

The key challenge going forward is ensuring that the forward-looking, equality and empowerment (not just gender) based transformative provisions of UNSCR 1325 are not lost in their translation into narrow time-bound accountability tools. NAPs and other strategic planning and accountability frameworks are essentially bureaucratic tools. The co-option of these resolutions, and their aspirational content into such accountability frameworks represents the effective bureaucratization of the resolutions and their aims. If states are to fulfill their commitments, procedural approaches to implementation will be required to map onto states own existing procedural ways of doing business. Of importance going forward is that accountability mechanisms are designed and used in ways that contribute to fully realizing the equality aspirations of UNSCR 1325. In this way, 1325 NAPs will advance the overall agenda, rather than simply reflect it.

Governmental institutions require specific, measurable and practical bureaucratic methodologies that articulate enactment of their targets in ways that enable institutional action to take place. 1325 NAPs in particular serve this purpose well. There are risks associated with the bureaucratization process, including the potential loss of the substantive equality and empowerment aspects of the agenda which are altogether more difficult to package, monitor and measure. While many NAPs for example are framed by concepts of empowerment, it is not clear for many how such concepts become translated into practice, particularly in the short time-frames offered by NAPs or in the quantitative nature of many of the indicators being used globally. Such a status quo does not enable a more feminist or radical approach to implementation of the WPS resolutions to take place, that is, structural change rather than simply adding WPS to existing systems.

This Working Paper has identified a number of key considerations for the Women, Peace and Security Agenda in moving forward:

- *NAPs on women, peace and security should be treated no differently than other significant national policies.* Similar to other national planning and development

processes, NAPs require specific and attributed resourcing, as well as dedicated means to track progress towards implementation. Ideally, national planning processes such as these facilitate the setting of specific goals and the strategies that can be used to reach them, as well as delineating the implementation arrangements for the plan - including oversight structures, monetary allocations and the means of measuring progress towards the goals of the plan.

- *While NAPs were conceived of as a way to strengthen accountability on implementation of the WPS resolutions, it is questionable whether the accountability gap has been closed even by those that have developed NAPs. Monitoring and evaluation reports of implementation are not generally accessible publicly and thereby from a ‘peer’ perspective, it is not possible to evaluate whether these plans are in fact being implemented per design. Greater transparency regarding actual implementation of the specific actions encapsulated in NAPs, and their overall efficacy in advancing the WPS agenda, would lend itself to greater knowledge on whether states are being accountable to their commitments.*
- *It is critical in going forward that actions to implement the WPS resolutions do not simply measure or document what is being done i.e the activities. Rather measurement on efficacy needs to focus on results. There may be a case for moving current discourse and approaches to implementation tools from a focus on action or activity plans, to results frameworks and results tools that can capture whether real change has taken place as a result of these initiatives.*
- *Pending review processes need to ensure a balance between reviewing process vs substance, with a stronger focus on evaluating whether substantive change and substantive equality have come about in various areas of peace and security as a result of implementation strategies. The global study and other review forums that will inevitably arise as the 2015 deadline approaches, will serve the agenda well by examining implementation from the perspective of substantive equality and rights provisions, and making these concerns central to the next phase of WPS agenda implementation.*

## Glossary

**Action Plan:** in relation to UNSCR 1325, a set of objectives, strategies, and assessments developed by an international organization such as the United Nations to implement the goals of UNSCR 1325, and it is officially recognized by the organization.

**Baseline study:** research to assess and document characteristics at a particular time or under a particular set of conditions to establish current patterns; subsequent studies of the same or similar variables at a different time or under different circumstances are conducted to reveal any changes as compared to that "base line" and to determine what caused the changes.

**CEDAW, Convention on the Elimination of all Forms of Discrimination against Women:** an international convention adopted in 1979 by the United Nations General Assembly, described as the "international bill of rights for women." It defines discrimination against women, establishes an agenda for action to end discrimination against women, and requires ratifying states to undertake measures to repeal all discriminatory provisions in their laws, and enact new provisions to guard against discrimination against women. Most U.N. member states have ratified CEDAW; progress to take steps in support of it are less easy to document.

**Desk study:** review and analysis of previously published studies and reports; also called literature review or meta-study.

**Discourse analysis:** study of what is said about a particular topic; in the case of UNSCR 1325, analysis of the wording of various UN documents and the implications of the wording.

**Field study or field research:** collecting original information on a topic by going to the actual site where the topic is located; research can be archival, participant observation, interview-based, survey-based, or a combination.

**Gender:** socially constructed roles, behavior, activities, and attributes that a particular society considers appropriate for women/men and girls/boys as well as other genders that may be defined in a society.

**Gender advisor:** someone with skills and experience related to promoting gender mainstreaming of ideas and activities in an institution or organization; skills may include undertaking a gender audit, conducting literature reviews, interviewing key stakeholders and experts, and undertaking field research as well as advocacy. Gender advisors may be appointed at all levels of an organization.

**Gender approach:** examining the social system that shapes gender roles, responsibilities, access to and control of resources, and participation in decision-making.

**Gender-disaggregated data or sex-disaggregated data:** data that provide separate information for women/men and girls/boys; thus far most discussions of the importance of gender-disaggregated data do not extend to LGBTI categories as well.

**Gender equality:** equal rights, responsibilities and opportunities of women and men and girls and boys. Gender equality is a human rights issue and as a precondition for, and an indicator of, sustainable people-centered development.

**Gender mainstreaming:** the process of assessing the implications for women and men of any planned action, including legislation, policies or programs, in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programs in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality.

**Gender-based violence (GBV):** violence that is directed against a person on the basis of gender. Gender-based violence and **violence against women** are often used interchangeably as most gender-based violence is inflicted by men on women and girls. The Council of Europe defines violence against women as: all acts of gender-based violence that result in, or are likely to result in, physical, sexual, psychological or economic harm or suffering to women, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or in private life. Gender-based violence is a violation of human rights and a form of discrimination. <http://eige.europa.eu/content/what-is-gender-based-violence>

**Impact assessment:** a process related to developing a policy or program that identifies and assesses the problem at stake and the objectives pursued and what might be their likely effects on a population or environment in advance of an intervention, outlining advantages and disadvantages of options.

**Implementation:** steps in the execution of a policy, program, or plan laid out to achieve stated goals within a set time frame.

**Indicator:** data on a topic of interest, a metric, a measure.

**Intervention:** an activity or set of activities such as a program or project aimed to change behavior in order to meet policy goals.

**Longitudinal study:** research on a particular topic that relies on data from more than one time period to allow comparison and understanding of change.

**Monitoring and evaluation (M&E):** systematic and routine collection of information from programs and projects in order to learn from experiences, provide internal accountability, and shape ongoing decision-making; the data acquired through monitoring are used for evaluation. Evaluation is a systematic assessment of an ongoing program or project used to improve it through time and enhance impact and sustainability.

**National Action Plan:** in relation to UNSCR 1325, a set of national objectives, strategies, and assessments developed by a U.N. member state to implement the goals of UNSCR 1325; a 1325 NAP is an official government document.

**Peacekeeping operation:** the activity of keeping the peace by military forces, especially when international military forces enforce a truce between hostile groups or nations. The United Nations supports many peacekeeping operations around the world (abbreviated as UNPKO).

**Regional Action Plan:** in relation to UNSCR 1325, a set of objectives, strategies, and assessments developed by a consortium of countries to implement the goals of UNSCR 1325 and officially endorsed by the consortium, whether it is an officially recognized group such as the European Union or not.

**Twinning:** a situation in which two or more countries work together to develop a 1325 NAP usually with one or more country having more experience and financial and technical resources to support NAP development and implementation in the “twin” country; the process may involve documenting and sharing best practices and lessons learned.

**UN Resolution:** a formal text adopted by a United Nations body; although any UN body can issue resolutions, in practice most resolutions are issued by the Security Council or the General Assembly.

**Violence against Women (VAW):** a violent act or acts that are primarily or exclusively committed against women with the gender identity of the targeted individual or group as a primary motive. Related to but not synonymous with **gender-based violence**.

**Women's empowerment strategy:** ways of addressing discrimination against women by devising program and strategies that increase women's skills, capacities, rights, and opportunities; development cooperation initiatives that create the conditions whereby women can become the agents of their own development and empowerment; emphasizes the transformational potential of development initiatives - in terms of sustainability as well as ensuring that women feel that they have been the agents of the transformation, that they have won this new space for action themselves.

**Women, Peace and Security Agenda, or Women, Peace and Security (WPS):** as defined in UNSCR 1325 and five following UNSCR resolutions, the WPS agenda focuses on the disproportionate and unique impact of armed conflict on women; the under-valued and under-utilized contributions women make to conflict prevention, peacekeeping, conflict resolution and peace-building; and the importance of women's equal and full participation as active agents in peace and security. Taken together, the six resolutions comprise the Women, Peace and Security agenda of the Security Council and the international security policy framework. The obligations in the resolutions extend from the international to the local level, as well as from intergovernmental bodies, such as the United Nations, to national level governments.

### Appendix A. General, Comparative Books about UNSCR 1325

Author(s)	Title, date	Topic(s)	Findings	Other
Sanam Naraghi Anderlini	Women Building Peace: What They Do, Why It Matters. 2007	<ul style="list-style-type: none"> <li>• preventing conflict</li> <li>• peace negotiations</li> <li>• DDR</li> <li>• post-conflict governance and leadership</li> <li>• transitional justice and reconciliation</li> <li>• critique of the international system regarding women</li> </ul>	<ul style="list-style-type: none"> <li>• intl community starting to recognize women as victims of conflict and positive agents of change</li> <li>• book documents efforts of women working for peace</li> <li>• UNSCR 1325 a “watershed” (p.7) and tool for empowering women</li> <li>• women have right to protection during conflict and equal say about future of their countries (p. 230)</li> <li>• women bring alternative perspectives to peace and security (p. 230)</li> </ul>	<ul style="list-style-type: none"> <li>• as of 2007, field of women, peace and security emerging in academia</li> <li>• book is based on author’s personal experiences over many years working with women around the world on peace and security</li> <li>• foundational study of women, peace and security by a leader in the field</li> </ul>



<p>Sandra Cheldelin and Eliatamby Maneshka, eds.</p>	<p>Women Waging War and Peace: International Perspectives on Women's Roles in Conflict and Post-Conflict Reconstruction. 2011</p>	<ul style="list-style-type: none"> <li>• 16 chapters including editors' introduction and conclusion</li> <li>• sections: <ul style="list-style-type: none"> <li>--women waging war</li> <li>--women intervening in war</li> <li>--women waging peace</li> <li>--women sustaining peace</li> </ul> </li> <li>• many country case studies included: Sri Lanka, Zimbabwe, Rwanda, US, Uganda, DRC, Sudan, Liberia, Chechnya, Pakistan, Egypt, Turkey, Haiti, DRC</li> </ul>	<ul style="list-style-type: none"> <li>• challenges misperception of women as only victims during conflict</li> <li>• examples of women making peace as well as perpetrating violence</li> <li>• women play multiple roles in war and peace</li> <li>• women's movements are different from those of men and often include a human rights focus (p. 286)</li> <li>• more women needed at peace negotiating table, per vision of UNSCR 1235 (p. 287)</li> </ul>	<ul style="list-style-type: none"> <li>• title derived from drawn from Swanee Hunt's international network, Women Waging Peace</li> </ul>
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Cynthia Cockburn	From Where We Stand: War, Women's Activism & Feminist Analysis. 2007	<ul style="list-style-type: none"> <li>• women's anti-war activism</li> <li>-- early chapters provide case studies of women's anti-war groups</li> <li>--later chapters more conceptual</li> </ul>	<ul style="list-style-type: none"> <li>• women's anti-war groups focus on three major issues:</li> <li>--inform public about gendered nature of militarism, war, suffering</li> <li>-- challenge the militarization of their societies</li> <li>--foster communication between women divided by war in countries that wage war and countries that experience war (p. 9)</li> </ul>	<ul style="list-style-type: none"> <li>• interviews with more than 250 women and three men in 12 countries/regions: Belgium, Turkey, the US, Colombia, Spain, Serbia and Montenegro, the Pacific region, India, Sierra Leone, Italy, Palestine, Israel, the UK</li> <li>• conceptual discussion involves what feminism says to war studies and vice versa</li> </ul>
Gunda Werner Institute (GWI) in the Heinrich Böll Foundation, ed	Roadmap to 1325: Resolution for Gender-Sensitive Peace and Security Policies. 2010	<ul style="list-style-type: none"> <li>• 15 chapters including framing chapter by Anderlini and case studies on:</li> <li>--gender in European peace &amp; Security</li> <li>--Resolution 1325</li> <li>--impacts of European peace and security on conflicts</li> <li>• preface comments on slow implementation of UNSCR 1325 including by EU</li> </ul>	<ul style="list-style-type: none"> <li>• Anderlini chapter:</li> <li>--UNSCR 1325 has led to "noteworthy" (p. 19) changes in security discourse and policy but much work still to be done esp. at intl level (p. 20); --research and knowledge gap hinders implementation</li> <li>--lack of funding for women's organization another impediment</li> </ul>	<ul style="list-style-type: none"> <li>• GWI launched "roadmap to 1325" in 2007 to spur implementation</li> </ul>

Natalie F. Hudson	Gender, Human Security and the United Nations: Security Language as a Political Framework for Women. 2010	<p>focus/findings:-- relationship of women, gender, and security in terms of discourse</p> <p>--finding that the security discourse has enabled women to broaden the UN to peace and security without challenging basic premises (p 138)</p> <p>--state-based conceptualizations of security are still paramount (p. 144)</p>	<p>four cases:</p> <p>-- women's rights and UNSCR 1325</p> <p>-- advocacy strategies in women's issues in the security arena compared to those advocating for children</p> <p>-- the UN Development Fund for Women and how it has come to securitize women</p> <p>--activity of the UN Peacebuilding Commission and its challenges in gendering its</p>	<ul style="list-style-type: none"> <li>• based on participant observation in New York City, and interviews since 2001</li> </ul>
Joyce P. Kaufman and Kristen P. Williams	Women and War: Gender Identity and Activism in Times of Conflict. 2010	<ul style="list-style-type: none"> <li>• chapters address: <ul style="list-style-type: none"> <li>--theoretical framework on women, war, security</li> <li>--conflict and violence against women</li> <li>--women, political activism. and conflict</li> <li>--post-conflict activism: women working for peace</li> <li>--where are the women?</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• asks what happened to women during particular conflicts?</li> <li>• four options for women in conflict: <ul style="list-style-type: none"> <li>--do nothing</li> <li>--become politically active to resolve the conflict</li> <li>-- participate as belligerents</li> <li>--flee</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>•both authors trained in traditional IR; both inspired by Cynthia Enloe lecture in 2000</li> <li>• based on lit review as well as field research by Kaufman in Northern Ireland</li> </ul>

<p>Annica Kronsell and Erica Svedberg, eds.</p>	<p>Making Gender, Making War: Violence, Military and Peacekeeping Processes. 2012</p>	<ul style="list-style-type: none"> <li>• preface by Christine Sylvester and 16 chapters organized by:</li> <li>--conceptualizing gender, violence, militarism</li> <li>--making gender and (re)making the nation</li> <li>--institutional practices and traveling concepts</li> <li>--gender subjectivity and the organization of violence</li> </ul>	<ul style="list-style-type: none"> <li>• main goal is to contribute to “feminist IR” – reshaping the IR field conceptually</li> <li>• also asks if feminist IR is being cop-opted by militarism</li> <li>• several chapters focus on study of the military in various countries including Swedish Armed Forces, Nordic Armed Forces, Finnish Armed Forces, Turkish military</li> <li>• some evidence of emerging values on “softer” qualities</li> </ul>	<ul style="list-style-type: none"> <li>• examines war and militarism from feminist perspective including chapters on masculinity</li> </ul>
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<p>Kathleen Kuehnast, Chantal de Jonge Oudraat, and Helga Hernes, eds.</p>	<p>Women and War: Power and Protection in the 21<sup>st</sup> Century. 2011</p>	<ul style="list-style-type: none"> <li>• six chapters including introduction by the editors</li> <li>• editors' introduction notes conceptual shift in security to include non-military issues</li> <li>--reviews state of field of women and war studies: recognition of gender as key variable but confusion how to deal with it</li> <li>--role of women during and after violent conflict</li> <li>--lack of data</li> <li>• framing chapter by Anderlini considers how UNSCR 1325 being translated locally</li> <li>• two chapters on rape during war</li> <li>• chapter on effects of conflicts on women's economic opportunities</li> </ul>	<ul style="list-style-type: none"> <li>• concluding chapter by Steinberg with recommendations:</li> <li>--women peace builders must be provided with security</li> <li>--post-conflict recovery packages must prioritize issues of importance to women</li> <li>--donors should support women's economic empowerment</li> <li>--UN Women must have resources</li> <li>--donors should expand support for private women's groups</li> <li>--Security Council must demand time-bound goals from the UN</li> <li>--attention needed to help IDPs</li> <li>--effective training needed for security forces</li> <li>--new financial resources needed for all efforts</li> </ul>	<ul style="list-style-type: none"> <li>• Steinberg notes that Nordic countries have led the way in moving UNSCR 1325 forward and asks what concrete evidence exists of 1325 impact (p. 117):</li> <li>--rape continues to be used as weapon of war</li> <li>--women's voices still excluded from peacemaking efforts</li> <li>--lack of political will at high policymaking levels</li> </ul>
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<p>Dyan Mazurana, Angela Raven-Roberts, and Jane Parpart, eds.</p>	<p>Gender, Conflict, and Peacekeeping. 2005</p>	<ul style="list-style-type: none"> <li>• 15 chapters including introduction by the editors and last chapter by Cynthia Enloe</li> <li>• themes: <ul style="list-style-type: none"> <li>--complex political emergencies and international intervention</li> <li>--peacekeeping and international law</li> <li>--inside peacekeeping operations</li> <li>--gender-just peacekeeping</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• premise: knowledge of gender is critical tool in understanding causes and consequences of complex political emergencies</li> <li>• authors address gender aspects of international peacekeeping and policing in a variety of contexts <ul style="list-style-type: none"> <li>--historical foundations</li> <li>--current debates</li> <li>--gender mainstreaming efforts and obstacles in PKO and humanitarian operations</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• path breaking collection of studies on gender and international peacekeeping</li> <li>• two key problems: <ul style="list-style-type: none"> <li>--evaluating results (esp. training peacekeepers, protecting/caring for displaced populations)</li> <li>--addressing contradiction between model of warrior-soldier and peacekeeper</li> </ul> </li> </ul>
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<p>Funmi Olonisakin, Karen Barnes, and Eka Ikpe, eds.</p>	<p>Women, Peace and Security: Translating Policy into Practice. 2011</p>	<ul style="list-style-type: none"> <li>• 15 chapters including an introduction and conclusion by the editors</li> <li>• chapter by Barnes on evolution and implementation of UNSCR 1325</li> <li>• Organized by --country case studies (8) and regional case studies (4)</li> </ul>	<ul style="list-style-type: none"> <li>• Barnes notes: --policies, activities and networks to implement UNSCR 1325 have increased, especially policy statements and the number of 1325 NAPs</li> <li>--role of civil society in adoption and implementation of UNSCR 1325 is crucial (discussed in the conclusion chapter)</li> </ul>	<ul style="list-style-type: none"> <li>• the editors have assembled a strong set of country case studies and regional studies about awareness of UNSCR 1325 and, to some extent, implementation</li> <li>• impact, in the sense of longer-term effects on women, peace and security, is still missing</li> </ul>
<p>CohnElizabeth Porter</p>	<p>Peacebuilding: Women in International Perspective. 2007</p>	<ul style="list-style-type: none"> <li>• chapters address --UNSCR 1325 and peacebuilding as process</li> <li>--overcoming polarization in security</li> <li>--inclusive recognition</li> <li>--justice, equality, rights</li> <li>--reconciliation and difference</li> </ul>	<ul style="list-style-type: none"> <li>• draws on feminist ethics</li> <li>• positive examples of women's involvement in formal political leadership (pp. 186-187)</li> <li>• discusses Afghanistan and Iraq – not positive examples due to ongoing political instability</li> </ul>	<ul style="list-style-type: none"> <li>• challenges orthodox views of peacebuilding</li> <li>• focus on women in areas prone to war or in transitional societies</li> <li>• analysis of blockages to peace</li> </ul>

<p>Laura Shepherd</p>	<p>Gender, Violence, and Security: Discourse as Practice. 2008</p>	<ul style="list-style-type: none"> <li>• uses texts/documents (esp. UNSCR 1325) and their implications for policy</li> <li>• explores connections of UNSCR 1325 and conceptualizations of gender violence before and after 1325</li> </ul>	<ul style="list-style-type: none"> <li>• explores difference between “gender violence” and violence against women” (Ch. 3)</li> <li>• concludes that UNSCR 1325’s discursive concepts have determined its failure (p. 9) since it separated gender violence</li> </ul>	<ul style="list-style-type: none"> <li>• conclusions are more about rethinking International Relations theory than about women, peace and security and on-the-ground recommendations</li> </ul>
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Note: This list does not claim to be exhaustive.



## Appendix B. General, Comparative Journal Articles, Chapters, and Brief Reports about UNSCR 1325

Author	Title, Date	Findings	Other
Pearl Karuhanga Atuhaire	UN Security Council Resolution 1325 (2000) and its Importance in Gender Equality and Peace Making Processes. 2013	<ul style="list-style-type: none"> <li>• peacemaking should include transformation of cultures themselves</li> <li>• gender advisors and women’s organizations must play a part in a participatory approach</li> </ul>	
Amy Barrow	“[It’s] like a Rubber Band.” Assessing UNSCR 1325 as a Gender Mainstreaming Process. 2009	<ul style="list-style-type: none"> <li>• lack of benchmarks and targets limits gender mainstreaming in its attempt to empower women</li> <li>• UNSCR 1325 not “radical enough” to achieve change</li> </ul>	<ul style="list-style-type: none"> <li>• data from interviews with civil society actors working in the domain of WPS (31 women, 2 men) about their experience working on gendered dimension of conflict in Afghanistan, Haiti, Israel-Palestine, Kosovo, Mongolia, Nepal, Northern Ireland, the Philippines, and Sri Lanka</li> </ul>
Christine Bell and Catherine O’Rourke	Peace Agreements or Pieces of Paper? The Impact of UNSC Resolution 1325 on Peace Processes and Their Agreements. 2011	<ul style="list-style-type: none"> <li>• only 92 (16 percent) of 585 peace agreements mentioned women but significant increase after UNSCR 1325: <ul style="list-style-type: none"> <li>--42 (11 percent of the total passed before UNSCR 1325)</li> <li>--50 ( 27 percent of the total passed after UNSCR 1325), with most after 2007</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• examines role of women in 585 peace agreements from 1990-2010 with qualitative and quantitative assessment of peace agreements in a database at the University of Ulster</li> <li>• correlation is not causation, and the increase could be due to trends that would have been in play without UNSCR 1325</li> </ul>

Renee Black	Mainstreaming resolution 1325? Evaluating the Impact of Security of Council Resolution 1325 on Country-Specific Resolutions. 2009	<ul style="list-style-type: none"> <li>• number of 1325 NAPs increased in 2007-2008 after flat period around 2003-2006</li> <li>• most references to women still focus on women as victims rather than as positive agents of change</li> </ul>	<ul style="list-style-type: none"> <li>• uses Research Monitor to analyze 1325 adoption patterns over eight years (2000-2008)</li> </ul>
Donna Bridges and Debbie Horsfall	Increasing Operational Effectiveness in UN Peacekeeping: Toward a Gender-Balanced Force. 2009	<ul style="list-style-type: none"> <li>• states the case for increased percentage of women in peacekeeping operations is beneficial to effectiveness</li> <li>• peacekeeping is too complex to be in the hands of men only</li> <li>• skills of female peacekeepers: examples, as in Bougainville which is a matrilineal society (p. 126)</li> </ul>	<ul style="list-style-type: none"> <li>• analysis of reports, literature reviews, news media reviews, and interviews with female personnel of the Australian Defence Force</li> </ul>
Charlotte Bunch	Women's Rights and Gender at the United Nations: The Case for a New Gender Equality Architecture. 2009	<ul style="list-style-type: none"> <li>• considers how the UN should address women's equality institutionally</li> <li>• need to pursue women's equality both through UN and through separate entities</li> </ul>	<ul style="list-style-type: none"> <li>• suggests reform of the UN's gender "architecture" – need for a strong coordinating agency for the women's rights and gender equality agenda at the highest level – UN must lead by example</li> </ul>
Carol Cohn	Mainstreaming Gender in UN Security Policy: A Path to Political Transformation? 2004	<ul style="list-style-type: none"> <li>• offers levels for UNSCR 1325 impact assessment: <ul style="list-style-type: none"> <li>-within the UN (rhetoric, policies, mechanism)</li> <li>--on institutions outside the UN and for "women on the ground"</li> <li>-- overall: conceptual re-casting and operational outcomes</li> </ul> </li> </ul>	

Sahana Dharmapuri	Just Add Women and Stir? 2011a	<ul style="list-style-type: none"> <li>• gender perspective improves security operations through: <ul style="list-style-type: none"> <li>--information gathering</li> <li>--increased credibility of policing operations</li> <li>--enhanced legitimacy of force protection</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• discusses GBV as related to presence of security forces</li> </ul>
Sahana Dharmapuri	A Survey of UN 1325 National Plan Mechanisms for Implementation, Monitoring, Reporting and Evaluation. 2011b	<ul style="list-style-type: none"> <li>• table provides good practice examples (pp. 6-7) of monitoring, reporting, and evaluating mechanisms <ul style="list-style-type: none"> <li>--Finland 2008-2011</li> <li>--Liberia 2009</li> <li>--Nepal 2011-2016</li> <li>--Netherlands 2000</li> <li>--Philippines 2010-2015</li> <li>--U.K. 2006, 2010</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• desk study of participatory mechanisms during development and implementation of a 1325 NAP</li> </ul>
Sahana Dharmapuri	Why Women? It's Equality Stupid. 2012a	<ul style="list-style-type: none"> <li>• examines five myths about WPS <ul style="list-style-type: none"> <li>--no evidence to show that gender equality matters to intl security</li> <li>--peace agreements end conflict</li> <li>--including women in peace negotiations is a Western agenda</li> <li>--equal number of female and male soldiers means gender equality</li> <li>--we know what the problem is but we do not have solutions</li> </ul> </li> </ul>	

Sahana Dharmapuri	Implementing UN Security Council Resolution 1325: Putting the Responsibility to Protect into Practice. 2012b	<ul style="list-style-type: none"> <li>• defends the WPS agenda: <ul style="list-style-type: none"> <li>--has defined use of rape in war in concrete terms</li> <li>--UNSCR 1325 has prompted military establishment to take a human rights approach to security</li> <li>--new people-centric approach for implementation of UNSCR 1325 and 1880 including participation of women in peacebuilding</li> </ul> </li> </ul>	
Judy El-Bushra	Feminism, Gender, and Women's Peace Activism. 2007	<ul style="list-style-type: none"> <li>• considers women's experiences as peace activists and concludes that "essentializing" women as nurturing and peaceable excludes them from decisions makers in political arenas</li> </ul>	<ul style="list-style-type: none"> <li>• explores "different feminisms" drawing on documentations of women in war and in peace activism, and focus on three NGOs</li> </ul>
Jan Marie Fritz, Sharon Doering, and F. Belgin Gumru	Women, Peace, Security, and the National Action Plans. 2011	<ul style="list-style-type: none"> <li>• recommendations are: <ul style="list-style-type: none"> <li>--address points in UNSCR 1325 and related resolutions</li> <li>--specify all processes and timelines</li> <li>--include civil society participation in all phases of a NAP's development, implementation, and assessment</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• desk study of 20 criteria to analyze 16 1325 NAPs</li> </ul>

<p>E. Belgin Gumru and Jan Marie Fritz</p>	<p>Women, Peace and Security: An Analysis of the National Action Plans Developed in Response to UN Security Council Resolution 1325. 2009</p>	<ul style="list-style-type: none"> <li>• recommendations for an effective 1325 NAP, taking into account need for local variation (pp. 220-221):</li> <li>--refer to all basic statements in UNSCR 1325</li> <li>--identify specifics of preparation period and enactment date, identify implementation agents, specify financial allocations, set priorities</li> <li>--be as specific as possible</li> <li>--specify girls as well as women</li> <li>--provide time frames for implementation</li> <li>--specify enforcement, monitoring, evaluation and feedback processes</li> <li>--specify levels of activities (local, national, international)</li> <li>--indicate how NGOs and broader public will be involved</li> </ul>	<ul style="list-style-type: none"> <li>• analysis of 11 1325 NAPs in terms of similarities and differences</li> </ul>
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E. Belgin Gumru	An Analysis of the National Action Plans: Responses to the United Nations Security Council Resolution 1325 on Women, Peace and Security. 2008	<ul style="list-style-type: none"> <li>• evaluates the 1325 National Action Plans prepared 2005-2008</li> <li>• outlines key aspects of a national action plan: <ul style="list-style-type: none"> <li>--involvement of NGOs, time frames, financial allocation, monitoring processes, and the inclusion of awareness-raising activities. The main finding is that the existing action plans provide a set of examples for the countries that are preparing or will prepare national action plans. Therefore, the research should be continued as new national action plans are emerging</li> </ul> </li> </ul>	• M.A. thesis
Carol Harrington	Resolution 1325 and Post-Cold War Feminist Politics. 2011	<ul style="list-style-type: none"> <li>• UNSCR 1325 discussed as shaped by tension between feminist advocates' increased influence in policy discourse and reports of peacekeeper-perpetrated sexual violence, abuse, and exploitation</li> </ul>	
Heidi Hudson	A Double-edged Sword of Peace? Reflections on the Tension between Representation and Protection in Gendering Liberal Peacebuilding. 2012	<ul style="list-style-type: none"> <li>• post-colonialist feminist approach critiques WPS resolutions</li> <li>• argues that “technical tasks” have done little to women’s protection and participation in everyday lives (p. 456)</li> </ul>	

Natalie Hudson	UNSCR 1325: The Challenges of Framing Women's Rights as a Security Matter. 2013	<ul style="list-style-type: none"> <li>• policy brief outlining conceptual challenges of “securitization” of women’s rights as relevant to political and operational obstacles</li> </ul>	<ul style="list-style-type: none"> <li>• recommendations: <ul style="list-style-type: none"> <li>--continue to hold Open Day Forums so women can directly share priorities</li> <li>--intl community must keep pushing for better data collection on the 26 indicators re WPS agenda</li> <li>--developing gender expertise skill set requires, training, experience, and resources</li> </ul> </li> </ul>
International Civil Society Action Network (ICAN) and Center for International Studies	What the Women Say: Participation and UNSCR 1325: A Case Study Assessment. 2010	<ul style="list-style-type: none"> <li>• 16 findings and five recommendations (the latter are highlighted here): <ul style="list-style-type: none"> <li>--increase visibility of UNSCR 1325</li> <li>--improve coordination in UN system</li> <li>--provide timely support to civil society</li> <li>--make civil society peacebuilding groups key partners in internationally supported peace processes</li> <li>--support govt capacities and hold states accountable</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• based on studies in six countries</li> <li>• Table 1 (p. 29-30) on Necessary Elements for the Effective Inclusion of Women Civil Society Representatives in Peace Processes</li> </ul>

Zan Larsen	Benefits of a National Action Plan (NAP) to Implement UNSCR 1325 for the U.S.	<ul style="list-style-type: none"> <li>• projections of goals in terms of U.S. government employment and improved percentages of women employed</li> <li>• draws on 2010 WIIS report</li> <li>• introduction of a 1325 NAP should lead to at least a 6% increase in female employment in top-level positions if EU model is followed</li> </ul>	
Valerie Norville	The Role of Women in Global Security. 2011	<ul style="list-style-type: none"> <li>• many challenges 10 years after UNSCR 1325: <ul style="list-style-type: none"> <li>--numbers of women in peace settlements still low</li> <li>--women under-represented in public office</li> <li>--women's needs and perspectives overlooked in DDR</li> <li>- many conflicts marked by GBV</li> <li>--constraints in post-conflict societies constraining gender equality</li> <li>--best practices: gender-balanced PKO, SSR, international solicitation of women's input at community level on budgets, programs</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• reports on conference on the Role of Women in Global Security, Copenhagen October 2010</li> </ul>



<p>Louise Olsson and Theodora-Ismene Gizeljis</p>	<p>An Introduction to UNSCR 1325. 2013</p>	<ul style="list-style-type: none"> <li>• intro essay for special issue of a journal; theme is implementation of UNSCR 1325</li> <li>• findings appear to be mainly negative – 1325 being “sparsely and inconsistently implemented” (p. 125) due to lack of political will and financial resources</li> <li>• need for empirical research on implementation – examples of new data in various articles in this issue</li> </ul>	<ul style="list-style-type: none"> <li>• based only on the abstract</li> </ul>
<p>Nicola Pratt</p>	<p>Reconceptualizing Gender, Reinscribing Racial-Sexual Boundaries in International Security: The Case of UN Security Council Resolution 1325 on “Women, Peace and Security.” 2013</p>	<ul style="list-style-type: none"> <li>• considers questions of gender and security and how UNSCR 1325 affects the relationship</li> </ul>	<ul style="list-style-type: none"> <li>• post-colonist feminist reading of UNSCR 1325 which brings in race</li> </ul>
<p>Nicola Pratt and Sophie Richter-Devroe, eds.</p>	<p>Critically Examining UNSCR 1325 on Women, Peace and Security. 2011</p>	<ul style="list-style-type: none"> <li>• questions addressed:</li> <li>--to what degree is UNSCR 1325 being translated into programs and measures on the ground?</li> <li>--what are the implications on armed conflict?</li> <li>--how do women activists in conflict areas use 1325?</li> <li>--how is universal norm useful tool or hindrance?</li> <li>--how has 1325 affected post-Cold War governance?</li> </ul>	<ul style="list-style-type: none"> <li>• authors provide introduction to special issue of the International Feminist Journal of Politics</li> </ul>

Nadine Puechguirbal	Discourse on Gender, Patriarchy and Resolution 1325: A Textual Analysis of UN Documents. 2010	<ul style="list-style-type: none"> <li>• finds recurrent definitions of women as victims, often associated with children</li> <li>• UN institutions still dominated by men</li> <li>• gender mainstreaming presented as non-political</li> </ul>	<ul style="list-style-type: none"> <li>• deconstructs language of UN documents related to peace operations</li> </ul>
Lauren Rutherford	Women, Peace and Security: Examining the Impact of Resolution 1325 on Disarmament and Demobilization Programs. 2010	<ul style="list-style-type: none"> <li>• some examples of impact in all three missions: <ul style="list-style-type: none"> <li>--greater consideration of needs of women in armed conflict</li> <li>--increased representation of women at all decision-making levels</li> <li>--enhanced participation of women in conflict resolution and peace processes</li> <li>--more women in UN field-based operations</li> <li>--incorporation of gender perspective in PKO and in field operations</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• scope of study is UN peacekeeping missions in Liberia, Cote d'Ivoire, and Burundi</li> </ul>
Laura Shepherd	Power and Authority in the Production of United Nations Security Council Resolution 1325. 2008	<ul style="list-style-type: none"> <li>• compares claims to UNSCR 13325 by two institutions that claim authority over the document: <ul style="list-style-type: none"> <li>--UN Security Council</li> <li>--NGO Working Group on Women, Peace and Security</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• about the “discursive terrain” of international institutions</li> <li>• implications for legitimacy</li> <li>• more about IR than about women</li> </ul>

Aisling Swaine	Addressing the Potential of National Action Plans to Advance Implementation of United Nations Security Council Resolution 1325. 2009	<ul style="list-style-type: none"> <li>• most detailed review, as of the publication date, of UNSCR 1325 and subsequent, related resolutions</li> <li>• efforts to implement “disappointing” (p. 409)</li> <li>• 1325 the product of “unprecedented work and campaigning by women at grass roots level”</li> <li>• 1325 NAPs will continue to gain momentum</li> </ul>	<ul style="list-style-type: none"> <li>• comprehensive review of “potential” of 1325 NAPs and debates, strategies through 2008</li> <li>• WPS issues considered “soft” in security policy</li> </ul>
Torunn L. Tryggestad	Trick or Treat? The UN and Implementation of Security Council Resolution 1325 on Women, Peace, and Security. 2009	<ul style="list-style-type: none"> <li>• UNSCR 1325 groundbreaking but little impact on policies and practices, or “slow” impact</li> <li>• major challenge in implementation seems to be accounting mechanisms</li> </ul>	<ul style="list-style-type: none"> <li>• “Impact” is discussed in terms of country adoption of a NAP</li> </ul>
Torunn L. Tryggestad	The UN Peacebuilding Commission and Gender: A Case of Norm Reinforcement. 2010	<ul style="list-style-type: none"> <li>• asks of WPS area is an institutionalized set of norms with influence on UN peace and security matters</li> <li>• concludes that gender concerns have emerged as a widely accepted framework (p. 168)</li> </ul>	

<p>Susan Willett</p>	<p>Introduction: Security Council Resolution 1325: Assessing the Impact of Women, Peace and Security. 2010</p>	<ul style="list-style-type: none"> <li>• argues that 1325, while hailed as a “milestone,” has “floundered” in the 10 years since its adoption</li> <li>• major challenges: <ul style="list-style-type: none"> <li>--resilience of male power in the UN and failure to mainstream gender in the UN itself including PKO</li> <li>-- UN portrayal of women only as victims</li> <li>--few women involved in peace agreements</li> <li>--involvement of some peacekeepers and humanitarian aid workers in sex trafficking</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• must ensure empowerment of those most affected by the security challenges of our age (p. 157)</li> <li>• mainstreaming gender requires holistic understanding of gender dynamics</li> </ul>
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Note: This list does not claim to be exhaustive.

## Appendix C. Country-level Studies of UNSCR 1325

Country	Title, author, date	Findings	Recommendations	Other
Colombia	Security Council Resolution 1325: Civil Society Monitoring Report, Republic of Colombia. 2011	<ul style="list-style-type: none"> <li>· focus on challenges of armed conflict in Colombia, human rights and women's rights violations, and drug trafficking networks</li> <li>· several organizations are working toward a 1325 NAP</li> <li>· women's movement in Colombia playing a key role</li> <li>· presents data on most of the 16 indicators</li> </ul>	<ul style="list-style-type: none"> <li>· to the Colombian govt: --strengthen justice institutions at all levels;</li> <li>· to the UN Security Council</li> <li>· to NGOs and women's networks:</li> </ul>	<ul style="list-style-type: none"> <li>· prepared by the Working Group for the Advocacy and Implementation of UNSCR 1325</li> </ul>

Guatemala	Melina Lito, transcript of oral statement at the International Seminar on Security and Justice for Women in Guatemala. 2012.	<ul style="list-style-type: none"> <li>· challenges to 1325 NAP development: <ul style="list-style-type: none"> <li>--divisions within the UN Security Council itself</li> <li>--lack of financing and risks of developing a 1325 NAP with foreign financing</li> <li>--defining priority issues</li> <li>--effective and transparent M&amp;E process</li> <li>--inclusion of civil society including at local level for more effective plan</li> <li>--political will</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>· need to consider UNSCR 1325 as well as following resolutions in priorities</li> <li>· VAW, social inequalities, political participation, gender – sensitive training, reparations</li> <li>· strong international M&amp;E system needed to increase country awareness of UNSCR 1325 and promote political support in countries</li> </ul>	
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Ireland	Aisling Swaine, Stepping Up Ireland's Response to Women, Peace and Security: United Nations Security Council Resolution 1325. 2008	<ul style="list-style-type: none"> <li>· 1325 NAPs have made a positive difference in advancing the gender equality perspective in foreign affairs, security, international development, etc.</li> <li>· 1325 NAPs are key tools in implementation of WPS</li> </ul>	<ul style="list-style-type: none"> <li>· each country needs to develop its specific policy content</li> <li>· specifically for Ireland: <ul style="list-style-type: none"> <li>--key govt ministry should take the lead</li> <li>--consultation with civil society essential</li> <li>--establish Working Group of all stakeholders including govt, civil society and academia</li> <li>--adequate budget</li> <li>--focus on women in conflict/violence for overseas development</li> <li>--pursue twinning process for development of each country's 1325 NAP</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>· 3-month study to determine best practices in how other countries developed 1325 NAPs</li> </ul>
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## Appendix D: Analysis of 1325 NAPs of 41 Countries

### Australia (2012; 2012-2018; 58 pgs.)

Given that the Australian NAP was only adopted in March 2012, the NAP document devotes considerable attention to what Australia has already been doing to support the full implementation of UNSCR 1325. The actual action plan is relatively unique in that it has actions that correspond to more than one priority area. The NAP also commits the Australian Government to report to the Federal Parliament on implementation progress every two years.

Drafting	1	Leading Agents	Not specified
	2	Involved Parties	Australian Federal Police, AusAID, Departments of Foreign Affairs and Trade, of Families, Housing, Community Services and Indigenous Affairs, Attorney-General's Department, Australian Civil Military Centre, Defence
	3	Civil Society Involvement	NGOs have played an instrumental role in the development of the NAP
Implementation	4	Timeline	Not specified
	5	Roles	Yes
	6	Communication	Gender Panel; Peace, Conflict, and Development Expert panel
	7	Priority Areas	1. Incorporate a gender perspective in conflict prevention 2. Enhance women's participation domestically and overseas in formal peace and security processes 3. Ensure safety, physical and mental wellbeing, economic security and equality, with particular attention to gender based violence 4. Incorporate gender perspective into relief and recovery efforts 5. Develop and integrate into existing policy frameworks the Women, Peace and Security agenda
	8	Financial Allocation	Not specified
	9	Partnership(s)	Work with international community to promote USCR 1325 agenda at international level as well as at the local level in fragile, conflict, and post-conflict settings
Monitoring and Evaluation	10	Indicators	Not specified
	11	Reporting	Australian government will release progress report based on UN's Comprehensive Set of Indicators on Women, Peace and Security every two years over the six year plan period
	12	Civil Society Monitoring	Encouraged to develop shadow progress reports

### Austria (2007; not specified; 30 pgs.)

The first Austrian NAP for implementing UNSCR 1325 includes an annex with an overview of Austrian Development Cooperation (ADC) projects including a brief explanation of each project, the project initiator, timeframe, and budget. The Action Plan itself is very thin on background or



detail but does manage to provide information regarding drafting, implementation, and monitoring. A unique aspect of the NAP is that it includes a column for 'status quo' within each activity to express what has already been done.

Drafting	1	Leading Agents	Federal Ministry for European and International Affairs
	2	Involved Parties	Federal Ministry for Health, Family and Youth, the Federal Ministry of the Interior, the Federal Ministry of Justice, the Federal Chancellery, the Federal Ministry of Defence and the Austrian Development Agency
	3	Civil Society Involvement	Consultation with civil society
Implementation	4	Timeline	Non-specific; most activities have 'ongoing' under the 'period' column in the action matrix
	5	Roles	Yes
	6	Communication	The Federal Ministry for European and International Affairs is charged with coordinating the working group to implement the Action Plan
	7	Priority Areas	1. Increasing the participation of women in the promotion of peace and resolution of conflicts 2. Preventing gender-based violence and protecting the needs and rights of women and girls 3. Increasing representation of Austrian women in international peace operations as well as in decision-making positions in international and European organizations
	8	Financial Allocation	Financing for implementation is to be ensured in the ministry budgets
Monitoring and Evaluation	9	Partnership(s)	Supporting the implementation of UNSCR 1325 in all dimensions of the work of the OSCE, EU, NATO, and UN; Austrian Development Cooperation Projects in several conflict-affected countries, mainly in Africa
	10	Indicators	Yes
	11	Reporting	Working group consisting of all the involved parties to report annually to the Council of Ministers, which then forwards this to Parliament
	12	Civil Society Monitoring	Civil society is to be consulted before the annual reports are presented to the Council of Ministers

**Austria** (2012; 2010-2016; 25 pgs.)

The second Austrian NAP is similar in organization to the first plan but it really expands on the role of civil society in monitoring implementing. It specifies that meetings should be held between civil society representatives and the working group at least once a year. Otherwise, the content of the plan closely resembles the first NAP, including exact phrases. This is despite the fact that there was a minor change in the parties involved in the drafting of the plan.

Drafting	1	Leading Agents	Federal Ministry for European and International Affairs
	2	Involved Parties	Federal Chancellery, Ministries of the Interior, Justice, Defence and Sports, Austrian Development Agency
	3	Civil Society Involvement	Mentions civil society involvement
Implementation	4	Timeline	Not specified
	5	Roles	Yes
	6	Communication	Inter-ministerial working group and civil society working groups conduct annual and ad hoc meetings
	7	Priority Areas	1. Increasing the representation of women and include UNSCR 1325 objectives in international peace operations 2. Strengthen women's role in peace building and conflict resolution locally and internationally 3. Prevent gender-specific violence and protect women and girls in peacekeeping missions
	8	Financial Allocation	Financing ensured by the responsible ministries with funds available in their respective budgets
	9	Partnership(s)	Interaction with international and supranational organizations, (UN, EU, OSCE, NATO/EAPC/PFP) bilateral contact and support of states in conflict and post-conflict situations through the Austrian Development Agency
Monitoring and Evaluation	10	Indicators	Yes
	11	Reporting	FMEIA, ADA in conjunction with civil society representatives, Inter-ministerial working group reviews implementation
	12	Civil Society Monitoring	Consults with FMEIA and ADA on annual reports, regular involvement in reviewing NAP in conjunction with inter-ministerial working group

**Belgium** (2009; 2009-2012; 23 pgs.)

The Belgian NAP is very unique in terms of its organization. It is structured into chapters by priority area. Each chapter contains background information, guidelines, and a list of actions. It includes an action matrix that is only one page and specifies responsible and co-responsible authorities by priority area rather than by each action that is listed in the chapters. Before going into each priority area, the NAP lays out the national, regional, and international normative and legal framework governing issues related to women, peace and security.

Drafting	1	Leading Agents	Not specified
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	2	Involved Parties	FPS of Foreign Affairs, of the Interior, of Justice, Ministry of Defence, The Institute for the Equality of Men and Women, for the Minister of Equal Opportunities, Commission Women and Development
	3	Civil Society Involvement	Not specified
Implementation	4	Timeline	Not specified
	5	Roles	Non-specific; mentions responsible and co-responsible authorities but by priority areas rather than activities within those
	6	Communication	Not specified
	7	Priority Areas	1. Eliminating all forms of violence against women in armed conflict 2. Peace building and conflict prevention 3. Development cooperation 4. Peacekeeping missions 5. Monitoring and evaluation
	8	Financial Allocation	Not specified
	9	Partnership(s)	Mentions working with UN, NATO, EU and OSCE
Monitoring and Evaluation	10	Indicators	No
	11	Reporting	Analyzed and evaluated on an annual basis by the administrations concerned, under the direction of the FPS Foreign Affairs, Foreign Trade and Development Cooperation
	12	Civil Society Monitoring	Civil society is supposed to analyze the NAP in 2010

**Bosnia-Herzegovina** (2010; 2010-2013; 69 pgs.)

Bosnia-Herzegovina's national action plan for the implementation of UNSCR 1325 is extremely extensive, totaling 69 pages. Bosnia-Herzegovina addresses UNSCR 1325 as well as the subsequent resolutions concerning women, peace, and security. A noticeable portion of their plan

discusses internal adjustments in the armed and police forces to increase the participation of women. For each of the objectives given, there are outlined timeframes, partners, responsible institutions and deadlines.

Drafting	1	Leading Agents	Gender Equality Agency of BiH
	2	Involved Parties	Gender Center of the Federation of Bosnia and Herzegovina and Gender Center of Republika Srpska
	3	Civil Society Involvement	Consultation of national and international non-governmental organizations
Implementation	4	Timeline	Yes; each objective has a specified deadline
	5	Roles	Yes
	6	Communication	Not specified
	7	Priority Areas	1. Increase participation of women in decision-making positions in BiH government 2. Increase women participation and leadership in military and police forces 3. Increase participation of women in peacekeeping operations and introducing the gender perception in training of personnel 4. Fight Human trafficking 5. Reduce the risk of mine contaminated areas in BiH
	8	Financial Allocation	Source of funding for each objective in Annex but very general and no figures given
	9	Partnership(s)	Cooperation with international organizations and NGOs to implement UNSCR 1325 in Bosnia and Herzegovina
Monitoring and Evaluation	10	Indicators	Yes
	11	Reporting	Gender Equality Agency of Bosnia and Herzegovina and Ministry of Human Rights and Refugees to form a committee for monitoring the implementation of the action plan; annual report to be submitted to the Council of Ministers of Bosnia and Herzegovina
	12	Civil Society Monitoring	Civil society organizations will submit reports to committee who will include their findings in annual report to the Council of Ministers of BiH

**Burundi** (2011; 2012-2016, 30 pages)

The NAP for Burundi is by any measure extensive and specific for a developing country. It consists of 30 pages, most of which are taken up by tables detailing the targets, set along eight axis. The NAP presents a very detailed timeline and an expected cost table and specifies eight priority areas for action. In addition, it details the inclusion of both international organizations and civil society organizations in the drafting process as well as the implementation process. However, inclusion of these aforementioned non-governmental and multilateral actors is not specified in this document.

Drafting	1	Leading Agents	Ministry of National Solidarity, Human Rights and Gender
	2	Involved Parties	Ministry of Justice, Ministry of Defense, Ministry of Public Security, Ministry of Agriculture, Ministry of Community development, Ministry of Finance, Ministry of Education, Ministry of Interior and the Ministry of Foreign Affairs
	3	Civil Society Involvement	Specified; in particular, Dushirehamwe, Collective Women's NGOs of Burindi (CAFOB), Network for Women for peace and women that are repatriated in Burundi (AFRABU)
Implementation	4	Timeline	Specified; includes a chronogram with timeframe by activity
	5	Roles	Specified; including responsible partners and partners for each sub-activity
	6	Communication	A national steering committee in which all organizations are represented meet regularly

	7	Priority Areas	<p>1: Promotion of 1325 and its execution</p> <p>2: Participation and empowerment of women and inclusion in positions of decision making</p> <p>3: Reinforcement of mechanisms that protect women in times of conflict and post-conflict</p> <p>4: Legislative reform in favor of gender equality</p> <p>5: Inclusion of needs and rights of women and girls in post conflict programs</p> <p>6: Inclusion of needs and rights of women and girls in post conflict law</p> <p>7: Participation of women in national reconciliation and peace processes</p> <p>8: Coordination and financing of the enactment of 1325</p>
	8	Financial Allocation	Specifies projected costs and mentions need to organize meeting of partners to mobilize required resources for the financing of UNSCR 1325 activities
	9	Partnership(s)	UNIFEM, UNDP, UNESCO, Femmes Africa Solidarité, Alert International, and the International Conference on the Great Lakes Region assisted in developing the NAP
Monitoring and Evaluation	10	Indicators	Specified
	11	Reporting	Not specified
	12	Civil Society Monitoring	Not specified

**Canada** (2010; 2010-2016; 15 pgs.)

The 2010 Canadian National Action Plan concretely encompasses not just UNSCR 1325 but the other Security Council resolutions relating to women, peace, and security. The objectives of this action plan follow the resolution objectives of prevention, participation, protection, relief and recovery. Canada places a lot of focus on bilateral and multi-lateral advocacy, which includes significant roles with partners such as the Group of Friends of Women, Peace and Security.

Drafting	1	Leading Agents	Not specified
	2	Involved Parties	Foreign Affairs and International Trade (DFAIT), the Department of National Defence (DND), the Canadian International Development Agency (CIDA), the Royal Canadian Mounted Police (RCMP), Public Safety Canada, Status of Women Canada and Justice Canada
	3	Civil Society Involvement	CSOs participated in development of the NAP
Implementation	4	Timeline	Not specified
	5	Roles	Yes
	6	Communication	DFAIT; Stabilization and Reconstruction Task Force (START) will coordinate the government wide implementation; DFAIT will convene regular meeting of an interdepartmental working group
	7	Priority Areas	1. Prevention – integrate a gender perspective; strengthen efforts to prevent violence, including sexual violence 2. Participation – advocate for the participation and representation of women and local women’s groups in peace and security activities 3. Protection - protecting women’s and girls’ human rights; promoting security and rights of women and girls particularly from sexual violence 4. Relief and recovery – promoting and working to ensure women’s equal access to humanitarian and development assistance
	8	Financial Allocation	References government funding
	9	Partnership(s)	DFAIT to advance international norms and standards and conduct sustained advocacy on a bilateral and multilateral basis
Monitoring and Evaluation	10	Indicators	Yes
	11	Reporting	self-monitoring; relevant organizations (CIDA, DFAIT, DND, Public Safety and the RCMP) to conduct qualitative and quantitative analysis of progress
	12	Civil Society Monitoring	Welcomes the participation of civil society in monitoring

**Chile** (2009; not specified; 30 pgs.)

Chile’s national action plan concerning UNSCR 1325 addresses the resolution and the subsequent resolutions concerning women, peace, and security. This NAP is unique in that it addresses foreign relations and regional operations. There is very little in the way of matrices.

Each objective is described in detail and responsible parties are assigned to each objective but the logistics are a bit sparse. Chile is the only country to develop a national action plan in South America.

Drafting	1	Leading Agents	Ministry of Foreign Relations, Ministry of National Defense, National Women's Service
	2	Involved Parties	Ministries of Education, Health, Planning, Chilean Army, Navy, Airforce, Border Patrol, Investigative Police, Chief of Staff of National Defense, Joint Center for Peace Operations, academic institutions
	3	Civil Society Involvement	Corporacion Humanas involved
Implementation	4	Timeline	Not specified
	5	Roles	Yes
	6	Communication	Mentions coordination of efforts to be carried out at the international, intersectoral and civil society level
	7	Priority Areas	1. Promote the incorporation of a gender perspective in prevention of conflict, and in situations of conflict and post-conflict 2. Respect, guarantee, and protect the rights of women and girls in situations of conflict and post-conflict 3. Generate conditions conducive to the equal participation of women in peace processes and international security 4. Encourage development efforts at the international and intersectoral level, and with civil society
	8	Financial Allocation	Not specified
	9	Partnership(s)	International coordination with other countries, agencies of the UN, and multinational donors, to incorporate objectives of res. 1325 into their programs with conflict and post conflict countries; Ministry of Defense to foster international dialogue concerning programs of law enforcement in countries with relevant experiences
Monitoring and Evaluation	10	Indicators	Mentions the development of internal indicators to help the process of implementation within each institution
	11	Reporting	Annual analysis by Interdepartmental Committee, Ministers for Equal Opportunity
	12	Civil Society Monitoring	Monitoring includes civil society



**Cote D'Ivoire** (2007; 2008-2012; 45 pgs.)

Cote D'Ivoire developed the first NAP in Africa and was the first developing country to develop a NAP. Adopted in 2007, this NAP is quite specific and comprehensive compared to other NAPs of the time. Nevertheless, it does not mention whether civil society was involved in the NAP development process, although it does specify that civil society will be involved in the monitoring and evaluation committee overseeing the NAPs implementation. The NAP includes a relatively detailed background section and lays out a comprehensive resource framework sheet that is disaggregated by year and sub-activity but fails to identify where they required funds will come from.

Drafting	1	Leading Agents	Ministry of the Family, Women, and Social Affairs
	2	Involved Parties	Ministries of the Family, Women and Social Affairs, Planning and Development, Justice and Human Rights, Economy and Finance, Defense, Interior, Solidarity and War Victims, Health and Public Hygiene, National Education and Reconstruction
	3	Civil Society Involvement	Not specified
Implementation	4	Timeline	Not specified
	5	Roles	Yes
	6	Communication	Not specified
	7	Priority Areas	1. Protect women and girls against sexual violence and female circumcision 2. Include gender issues in development framework 3. The participation of women and men in the national reconstruction and reinsertion process 4. Strengthen the participation of women in the decision-making process
	8	Financial Allocation	Specifies projected costs by each sub-activity and year, but no identified source of funding
	9	Partnership(s)	Not specified
Monitoring and Evaluation	10	Indicators	Yes
	11	Reporting	A National Coordinating Committee chaired by leading agents will report to the Government on a yearly basis; for each project, an M & E committee will provide semester reports
	12	Civil Society Monitoring	Civil society players involved in the National Coordinating Committee and M & E committee

**Croatia** (2011; 2011-2014; 18 pgs.)

The objective of the Croatian National Action Plan is to help monitor and implement the goals set out by UNSCR 1325 locally, nationally, and internationally. The fact that Croatia has experienced conflict in the recent past accounts for a greater awareness local issues and the need for specific actions to mitigate these crises in a way that accounts for gender awareness. Their efforts include establishing a working group, preparation and training for armed forces, and perhaps most uniquely, including the public by providing a public forum for opinions and comments to be made. The NAP includes a detailed matrix for the implementation process.

Drafting	1	Leading Agents	Ministry of Foreign Affairs and European Integration
	2	Involved Parties	Ministry of the Interior, Foreign Affairs and European Integration, Croatian Defense Register, Family Affairs, Defenders and Intergenerational Solidarity, National Program of Psychological and Social Health Care for the Combatants and Victims in the Independence War
	3	Civil Society Involvement	Not specified
Implementation	4	Timeline	“Time limits” for each measure
	5	Roles	Yes
	6	Communication	Not specified
	7	Priority Areas	[Prevention] 1. Strengthen gender perspective through participation in international activities and integration of gender perspective in the education programs [Participation] 2. Introduce gender balance in the security system, increase the representation of women in decision-making activities of peace-building and security [Protection and Post conflict recovery] 3. Protect the rights of women and girls including victims of gender-based violence
	8	Financial Allocation	Not specified
	9	Partnership(s)	Involvement in the activities of international organizations (UN, EU, NATO, ISAF); using UN curriculum (UNMOC and CIMIC) to train Croatian military and police force for participation in peacekeeping missions
Monitoring and Evaluation	10	Indicators	Yes
	11	Reporting	Monitoring conducted by the Working Group coordinated by the MFAEI who will report to the Human Rights Commission of the Government of the Republic of Croatia
	12	Civil Society Monitoring	Not specified

**Denmark** (2005; not specified, 7 pgs.)

The first NAP for UNSCR 1325 fails to address many of the criteria set out in the content analysis. The NAP has no action matrix and offers no detail on which agencies are responsible for implementation or monitoring and evaluation. It does, however, specify lines of action for implementation including, but not limited to, through the national level, UN, EU, and NATO. Yet, this may be because the English version is a summary of the NAP and thus may not be a complete representation of the Danish NAP.

Drafting	1	Leading Agents	Ministry of Foreign Affairs and the Ministry of Defense
	2	Involved Parties	Not specified
	3	Civil Society Involvement	Not specified
Implementation	4	Timeline	Not specified
	5	Roles	No
	6	Communication	Not specified
	7	Priority Areas	1. Increased gender balance in the recruitment of staff members to Danish defence forces as well as focus on their role in international operations 2. Protection of women's and girls' rights in the local areas where Danish forces are deployed 3. Increased participation and representation of women in peacebuilding and reconstruction processes
	8	Financial Allocation	Not specified
Monitoring and Evaluation	9	Partnership(s)	Lines of action include working to ensure systematic incorporation of gender perspectives in the work of the UN, EU, OSCE, NATO, and the African Union
	10	Indicators	No
	11	Reporting	Not specified
	12	Civil Society Monitoring	Not specified

**Denmark** (2008; 2008-2013; 36 pgs.)

The revised Danish NAP is much more extensive and includes a section on 'Achievements and Lessons Learned 2005-2007'. Amongst other lessons it mentions that the first NAP was not monitored comprehensively and thus advocates for a systematic monitoring through an inter-ministry working group. Another key lesson drawn was that the first plan focused mainly on the protection of women and devoted less attention to promoting women's active participation in

conflict solution and peace building. Thus, their second NAP attempts to pursue a more balanced approach in supporting protection and participation.

Drafting	1	Leading Agents	Not specified
	2	Involved Parties	Inter-Ministerial Working Group (IMWG); The Ministry of Foreign Affairs, the Ministry of Defence and the Danish National Police, as a representative of the Ministry of Justice
	3	Civil Society Involvement	Non-specific; mentions that broad national ownership of the revised National Action Plan has been achieved through a substantial consultative process involving Danish civil society and NGOs
Implementation	4	Timeline	Not specified
	5	Roles	Yes
	6	Communication	The Ministry of Foreign Affairs, the Ministry of Defence and the Danish National Police, as a representative of the Ministry of Justice, coordinate and guide the implementation of the NAP by means of an Inter-Ministerial Working Group (IMWG)
	7	Priority Areas	1. Increase participation of women in peacebuilding on international and local levels 2. Enhancing recognition of the special needs and rights of women and girls before, during and after armed conflict 3. Protection of women and girls against violence, including gender-based violence 4. End impunity for gender crimes
	8	Financial Allocation	Civil societies/NGOs to use existing funding, mention of Danish funding of UN peacekeeping missions
Monitoring and Evaluation	9	Partnership(s)	Partnerships with European countries; focus on international peacekeeping; support of UN, NATO, OSCE and EU in projects for UNSCR 1325 implementation, African Union (African Program for Peace); and collaboration with African NGOs
	10	Indicators	Yes
	11	Reporting	Monitoring by inter-ministerial working group (IMWG) bi-annually
	12	Civil Society Monitoring	Dialogue and stocktaking meetings with NGOs and other civil society stakeholders

**DRC** (2010; not specified; 10 pages)

Although the document is called a NAP, it is not very specific. The document states on page 4 that it is not conclusive and might be modified upon implementation. It also states that it is currently under review by the involved organizations. It does not deal with information structurally and fails to mention timelines or indicators but emphasizes opportunities implementation of 1325 brings. Nevertheless, it is unique in calling for Local and Provincial

Steering Committees in addition to a National Steering Committee to facilitate implementation and coordination.

Drafting	1	Leading Agents	Ministry of Gender, Family and Children
	2	Involved Parties	Ministries of Defense, Interior and Security, Justice, Human rights, Planning, Budget, Finance, Regional cooperation, Foreign affairs, Public health, Social affairs, parliament, national defense organizations and interested development partners
	3	Civil Society Involvement	Three civil society groups (CAFCO, REFAMP, CJR/1325) and representatives of traditional authorities and religions
Implementation	4	Timeline	Not specified
	5	Roles	Not specified
	6	Communication	Coordination within the steering committee between all relevant actors
	7	Priority Areas	1: participation and representation of women in the domains of peace and security 2: Integration of the dimension of gender in planning, programming and budgeting actions for peace in DRC 3: Promotion and protection of women's rights, the fight against GBV and AIDS 4: Reform of the defense sector 5: International and regional cooperation 6: conduct research in the domain of peace and security 7: Follow-up and evaluation of the implementation of Resolutions 1325, 1820, 1888 and 1889 in different sectors
	8	Financial Allocation	Not specified
	9	Partnership(s)	Non-specific; mentions, but doesn't identify, development partners role in development and implementation
Monitoring and Evaluation	10	Indicators	Not specified
	11	Reporting	Led by the Ministry of Gender, Family and Children, a group reports annually to parliament on implementation

	12	Civil Society Monitoring	Specified; the National Council for Women (CNF), National Council for Children (CNEN) and Provincial Councils for Women and Children (CPF/CPE) are included in the monitoring group
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**Estonia** (2010; 2010-2014; 19 pgs.)

The Estonian NAP development process appears to have been relatively inclusive, although it fails to specify which specific civil society organizations took part in the working group that developed the NAP. Yet, the NAP mentions an important yet often neglected observation that the process of NAP development can create positive externalities – in this case to develop closer contacts and increase awareness among parties related to the issue of women, peace and security. Overall the Estonian NAP is among the most specific NAPs, across the featured criterion.

Drafting	1	Leading Agents	Ministry of Foreign Affairs
	2	Involved Parties	Ministries of Defence, the Interior, Social Affairs, Justice, Education and Research, General Staff of the Defence Forces, Police and Border Guard Board, Rescue Board, Academy of Security Sciences
	3	Civil Society Involvement	Non-specific; mentions that civil society organisations were part of the interdepartmental working group that developed the NAP
Implementation	4	Timeline	Not specified
	5	Roles	Yes
	6	Communication	Documents available within the organization; provision of information on the plan in specialized publications; civil society organizations given a role in communication
	7	Priority Areas	1. Promote political and diplomatic activities in international organizations 2. Bilateral and multilateral development cooperation and humanitarian assistance to improve the conditions of women in post-conflict situations 3. Increase the number of experts on gender issues and the provision of training for them, as well as increasing general awareness of women, peace and security in institutions dealing with peace and security 4. Expand women's opportunities to participate in international military and civil operations and to serve in international positions
	8	Financial Allocation	Activities are to be carried out with available government funds
Monitoring and Evaluation	9	Partnership(s)	Development and humanitarian assistance in post-conflict situations; Contributed to work of NATO, EU, and Group of Friends of UNSCR 1325
	10	Indicators	Yes
	11	Reporting	M & E by inter-departmental working group; annual report compiled by Ministry of Foreign Affairs, final report after fourth year of the plan
	12	Civil Society Monitoring	CSOs are part of inter-departmental working group

**Finland** (2008; 2008-2011; 37 pgs.)

The NAP lacks a detailed action matrix and fails to identify specific roles by each sub-activity but it does mention the responsible ministries for each broad objective. Interestingly, the NAP mentions the important role that civil society has to play in implementation. It is relatively unique in its division of activities by level of implementation (local, international or both) under each objective. It is also unique in advancing Resolution 1325 as an ‘element of Finland’s Development Policy’.

Drafting	1	Leading Agents	Not specified
	2	Involved Parties	Working group comprising representatives from various ministries, the NGO 1325 network, and research institutions
	3	Civil Society Involvement	The NGO 1325 network and research institutions involved in the working group
Implementation	4	Timeline	Not specified
	5	Roles	Yes
	6	Communication	A Follow-up Group will be appointed to coordinate the implementation of the Action Plan
	7	Priority Areas	1. Conflict prevention, peace negotiations and peacebuilding 2. Crisis Management improvement 3. Strengthen, protect and safeguard the human rights of women and girls
	8	Financial Allocation	Ministries shall arrange the required financing for their areas of responsibility
	9	Partnership(s)	No specific partnerships mentioned but one of the activities is to support developing countries in the formation of their own NAPs; Also mentioned is work within organizations such as NATO, the EU, OSCE, and the UN
Monitoring and Evaluation	10	Indicators	No
	11	Reporting	The Follow-Up Group will report to the Advisory Board on Human Rights; the government will include updates on implementation in periodic reports on the implementation of CEDAW and the Government's annual development co-operation report to the Parliament
	12	Civil Society Monitoring	NGOs and the research community will take part in the work of the Follow-Up Group

**Finland** (2012; 2012-2016; 54 pgs.)

In its 2012 NAP, Finland has added more priority areas and objectives. The Finnish NAP actually outlines 11 objectives but they are under the five priority areas outlined in the summary table below. It also has far more detail on partnerships. A unique aspect of this NAP is that it presents a matrix that is sorted by indicator. In one of its columns it includes mention of which of the 11 objectives a sub-indicator covers. Moreover, it includes a column to specify whether a sub-indicator exists in the UN or EU list of indicators.

Drafting	1	Leading Agents	Ministry of Foreign Affairs
	2	Involved Parties	Inter-ministerial working group including the ministries of the Interior, Defense, Justice, International Development, Culture and Sport, and research institutions
	3	Civil Society Involvement	1325 NGO Network
Implementation	4	Timeline	Not specified
	5	Roles	Yes
	6	Communication	Ministries expected to coordinate with one another as well as with NGOs and research institutions
	7	Priority Areas	1. Conflict prevention, peace negotiations and peacebuilding 2. Crisis Management improvement 3. Strengthen, protect and safeguard the human rights of women and girls 4. Promotes studies, research and information on SCR 1325 5. Monitoring and Reporting
	8	Financial Allocation	Ministries and other parties listed in the Plan shall arrange the financing required for implementation
	9	Partnership(s)	Promotion of women's rights initiatives in international organizations (ex. EU, UN, WFP, OSCE, NATO, Council of Europe) as well as local support for women's empowerment in conflict and post-conflict countries, twinning, Nordic cooperation



Monitoring and Evaluation	10	Indicators	Uses UN indicators on women, peace and security as well as own indicators outlined in the plan
	11	Reporting	A Follow-up Group will be appointed to monitor the implementation annual findings will be reported to parliament; reports to CEDAW Committee and UN Human Rights Council
	12	Civil Society Monitoring	NGOs present in Follow-up Group responsible for reporting

**France** (2010; 2010-2013; 19 pgs.)

The 2010 French NAP specifies France’s action towards fulfilling the goals of UNSCR 1325. It calls for inter-ministerial and inter-institutional coordination to fulfill these goals, and includes the plan for fulfilling general European goals concerning women, peace, and security. The French NAP has four objectives, targeting the protection of women, the participation of women in conflict and post-conflict situations, raising awareness of women’s rights, and development of political and diplomatic action. The French action plan also encourages other French speaking countries in particular to develop gender policies.

Drafting	1	Leading Agents	Not specified
	2	Involved Parties	Ministries of Foreign and European Affairs, Justice and Freedoms, Defence, the Interior, National Education, Labour, Immigration, Integration, National Identity and Solidarity Development, General Directorate of Global Affairs, Development and Partnerships, General Directorate of Political and Security Affairs, French Office for the Protection of Refugees and Stateless Persons, French Agency For Development, International Organization of Francophonie
	3	Civil Society Involvement	Civil society consulted during the drafting process
Implementation	4	Timeline	Not specified
	5	Roles	Yes
	6	Communication	Reference to inter-ministerial and inter-institutional coordination
	7	Priority Areas	1. Protect women against violence and working to ensure respect for their fundamental rights 2. Participation of women in managing conflict and post-conflict situations 3. Raise awareness of respect for women's rights in training programs 4. Develop political and diplomatic action
	8	Financial Allocation	Funding not covered by an autonomous budget but instead calls for more inter-departmental coordination between existing policies and programs
Monitoring and Evaluation	9	Partnership(s)	Observance of EU and UN guidelines on missions involving gender, support and fund programs, international missions by NGOs and international organizations; encourage French speaking countries to develop gender policy
	10	Indicators	Includes indicators defined within the framework of the European Union
	11	Reporting	Regular monitoring; half-yearly meetings of a steering committee including all involved parties
	12	Civil Society Monitoring	Half yearly meeting of civil society organizations to assess implementation

**Georgia** (2011; 2012-2015; 9 pgs.)

The Georgian NAP that we managed to find has nothing in the way of an introduction. It is interestingly a NAP covering UNSCR 1325 and all subsequent related resolutions (1820, 1888, 1889 and 1960). Thus, the document we found provides no information regarding the drafting process or by whom and when monitoring and evaluation will be done. The action matrix presented is relatively comprehensive across the criterion that we featured. It is the only matrix to include a column for source of funding by each sub-activity. Yet, the source of funding is non-specific: either state budget or donor organizations.

Drafting	1	Leading Agents	Not specified
	2	Involved Parties	Not specified
	3	Civil Society Involvement	Not specified
Implementation	4	Timeline	Vague timeline by year
	5	Roles	Yes
	6	Communication	Not specified
	7	Priority Areas	1. Support to participation of women in security and peace-building related matters 2. Consideration of women's needs in conflict prevention 3. Preventing sexual and gender based violence against women in the conflict and post-conflict period 4. Protecting women affected by conflict and war from the threats of physical, social, economic and political nature 5. Addressing special needs of women in conflict and post-conflict situations
	8	Financial Allocation	Mentions state budget and donor organizations as a source of funding
	9	Partnership(s)	Not specified
Monitoring and Evaluation	10	Indicators	Yes
	11	Reporting	Not specified
	12	Civil Society Monitoring	Not specified

**Germany**(2012; 2013-2016; 25 pgs.)

The German NAP is interesting because the Federal Government had made it clear in past years that it did not see the value in adopting a NAP and preferred a ‘mainstreaming approach’. Nevertheless, the Government adopted a NAP to “redouble the strategic orientation of its efforts in the implementation of Resolution 1325” (pg. 5). The NAP is relatively unspecific although it is fairly comprehensive in laying out many different activities under the six priority areas. The Germany NAP is the only NAP to include ‘Criminal Prosecution’ as a separate priority area.

Drafting	1	Leading Agents	Not specified
	2	Involved Parties	Federal Foreign Office, Federal Ministry for Family Affairs, Senior Citizens, Women and Youth, Federal Ministry of the Interior, Federal Ministry of Justice, Federal Ministry of Defense, and the Federal Ministry for Economic Cooperation and Development
	3	Civil Society Involvement	Non-specific; mentions consultation with civil society stakeholders and makes reference to influence from a proposal of the German civil society alliance – Bundnis 1325
Implementation	4	Timeline	Not specified
	5	Roles	Yes
	6	Communication	Inter-ministerial working group comprised of involved government Ministries
	7	Priority Areas	1. Prevention 2. Preparation of operations, basic, advanced and continuing training 3. Participation 4. Protection 5. Reintegration and reconstruction 6. Criminal Prosecution
	8	Financial Allocation	Non-specific; mentions that ministries will take into consideration the actions detailed in the NAP when employing the funds at their disposal
	9	Partnership(s)	Mentions placing a particular emphasis on optimal coordination of activities at the international level; Germany is also a member of the informal group ‘Friends of 1325’ and has supported studies in the UN’s Secretariat on Mainstreaming Gender in Peace Operations
Monitoring and Evaluation	10	Indicators	Uses EU indicators on women, peace and security but unclear how these related to specific activities laid out in the NAP

	11	Reporting	The Federal Government will report to the German Bundestag on its implementation at the end of the respective validity periods
	12	Civil Society Monitoring	Non-specific; civil society organizations will be invited to an annual meeting assessing the status of NAP implementation

**Ghana** (2012; 2012-2014; 35 pgs.)

The Ghanaian NAP is dated October 2010 but was only officially launched in December 2012. Interestingly the implementation period was supposed to cover three years from 2012 through 2014 but clearly the plan could not be put into effect for 2012 given the amount of time it took to formally adopt it. The plan is unique in that it has a separate action plan for coordinating the implementation of the NAP.

Drafting	1	Leading Agents	Ministry of Women and Children's Affairs
	2	Involved Parties	Ministry of Foreign Affairs, Ministry of Defence, and the Ministry of the Interior
	3	Civil Society Involvement	Acknowledges inputs received from NGOs including Women's Groups and Faith-based organizations. Mentions that Civil Society Organizations (CSOs) were involved in collaboration with others. Also mentions the involvement of NGOs and Community Based Organizations (CBOs) at an initial Information and Sensitization Seminar in 2008.
Implementation	4	Timeline	Specified by output objectives but not by specific activities
	5	Roles	Specifies the lead agency and other partners at objective level
	6	Communication	Includes a separate Action Plan for coordinating implementation. Yet, most of the mechanisms to facilitate coordination are to be set up, mainly through the establishment of a multi-sectoral working group on 1325
	7	Priority Areas	1. Protection and Promotion of the Human Rights of Women and Girls in Situations of Conflict and in Peace Support Operations 2. Participation of Women in Conflict Prevention, Peace and Security Institutions and Processes 3. Prevention of Violence against Women including Sexual, Gender-Based and Conflict related Violence
	8	Financial Allocation	The NAP constantly mentions the importance of allocation of financial and material resources to implement the NAP and includes an appendix on the budget for implementation but the appendix is empty
Monitoring and Evaluation	9	Partnership(s)	The following partners contributed to the NAP development process: the Kofi Annan International Peacekeeping Centre (KAIPTC), the Women Peace and Security Network Africa (WIPSEN-Africa), the Women's Peacemakers Program of the West Africa Network for Peacebuilding (WPP/WANEP) and the Foundation for Security and Development in Africa (FOSDA). Ghana also received financial and administrative support from the UN system (UNDP, UNFPA and UNIFEM)
	10	Indicators	Specified by specific activity
	11	Reporting	The reporting framework is acknowledged but yet to be determined through the establishment of a national monitoring committee and developing and disseminating a reporting template and system
	12	Civil Society Monitoring	CSOs are included as partners in the action areas promoting the development of an M&E framework but it is unclear as to which organizations and what their role will be

**Guinea-Bissau** (NAP 2010; 2010-2011; 23 pgs. Implementation Plan 2010; 2010-2011; 7 pgs)

Guinea-Bissau's NAP shows a preoccupation with the lack of women's participation in national peacekeeping efforts and conflict resolution situations. The Implementation Plan delineates

measures to increase women’s representation in national decision-making organisms as well as international security and conflict resolution forums.

Drafting	1	Leading Agents	Comite de Pilotagem Nacional (IMC)
	2	Involved Parties	Prime Minister Cabinet; Parliament; National Defense Ministry; Family, Women and Social Cohesion Ministry; Interior Ministry; National Police; Peace Consolidation Commission Committee; Women and Children Institute;
	3	Civil Society Involvement	Representatives from Civil Society Organizations, Political Parties, Women Organizations and International Organizations have participatory roles in the development and implementation of the NAP.
Implementation	4	Timeline	Yes; specified for many activities.
	5	Roles	Yes. Specified by involved party.
	6	Communication	Executive Secretariat of the IMC
	7	Priority Areas	<ol style="list-style-type: none"> <li>1. Prevention of violence against women in conflict situations.</li> <li>2. Women’s participation in all decision-making mechanisms of conflict prevention and resolution.</li> <li>3. Protection of women of all ages in conflict situations.</li> <li>4. Recognize women’s specific needs in relation to shelter allocation and humanitarian aid distribution.</li> </ol>
	8	Financial Allocation	Only specifies the source of funding for the first priority area – that source of funding is PTA and FNUAP/IMC
	9	Partnership(s)	Continue collaboration with the UN Peace Operation in Guinea –Bissau to inform local military and police forces of women security needs and to foster national women’s organizations participation in global peacekeeping and security forums.
Monitoring and Evaluation	10	Indicators	The annual implementation plan specifies actions and expected results for each priority area.

	11	Reporting	The IMC will prepare an annual progress report to share with all involved parties.
	12	Civil Society Monitoring	Civil society is involved in the IMC.

**Iceland** (2008; not specified; 12 pgs.)

Iceland's first national action plan is quite brief and unspecific. The main goals of their action plan are outlined but there is limited information on the involved parties, drafting processes, role of civil societies, timeline, etc. The Icelandic national action plan does mention the involvement of Nordic partners in their international advocacy and policy making concerning UNSCR 1325.

Drafting	1	Leading Agents	Ministry of Foreign Affairs
	2	Involved Parties	Academic institutions and Nordic partners
	3	Civil Society Involvement	References consultations with civil society
Implementation	4	Timeline	Not specified
	5	Roles	Not specified
	6	Communication	Mentions Inter-governmental cooperation
	7	Priority Areas	1. Increase women's participation in decision making and peace processes 2. Protect women and girls in conflict zones 3. Integrate gender perspectives and gender education into peacekeeping
	8	Financial Allocation	Government allocated financial support to institutions and funds conducting projects
	9	Partnership(s)	Consulted Nordic partners on NAP preparation
Monitoring and Evaluation	10	Indicators	Not specified
	11	Reporting	Review every three years but not clear by whom
	12	Civil Society Monitoring	Not specified



**Iceland** (2013; 2013-2016; 13 pgs.)

The second Icelandic National Action Plan is more specific than its predecessor but it still lacks detail and only outlines a few broad activities. A key strength however is that it recognizes partnerships as a separate priority area based on the intuition that partnerships have a multiplier effect. The plan is seriously deficient in identifying responsible actors for implementation and implies that the Ministry of Foreign Affairs has almost complete ownership of the plan, including all proposed M & E. Finally, the 1325 Icelandic NAP of 2013 identifies a complementary evaluation mechanism; the use of the ODEC/DAC Gender Equality Policy Marker as of 2011, which involves dividing projects into three categories as they relate to gender equality and empowerment of (principal objective, significant objective, and not targeted).

Drafting	1	Leading Agents	Ministry for Foreign Affairs
	2	Involved Parties	Not specified
	3	Civil Society Involvement	Non-specific; Icelandic NGOs that work on issues related to WPS were consulted
Implementation	4	Timeline	Not specified
	5	Roles	Not specified
	6	Communication	Proposes to organizing a working group in Iceland that coordinates issues related to UNSCR 1325 that will hold annual meetings but details are still to be determined

	7	Priority Areas	<ol style="list-style-type: none"> <li>1. Increase knowledge of UNSCR 1325 and to promote its implementation nationally and internationally</li> <li>2. Ensure that women take full part in decision making and implementing relating to peace processes, peace-building in post-conflict reconstruction</li> <li>3. Promote the protection of women and girls in conflict-affected societies, preventing sexual and gender-based violence, provide support to victims of violence and ensure the needs to women and girls are met in humanitarian relief and recovery work</li> <li>4. Strengthen cooperation regarding UNSCR 1325 and coordination with Icelandic and international stakeholders</li> </ol>
	8	Financial Allocation	Fails to mention source of funding but estimates total cost of implementation to be 95 million Icelandic krona
	9	Partnership(s)	Has a specific priority area to cover partnerships which specifically references working with Nordic countries
Monitoring and Evaluation	10	Indicators	Specified
	11	Reporting	Specified; three mechanisms: a) special expert team on gender quality within the MFA reports on NAP progress annually, b) MFA reports annually to the parliament, and c) MFA gender focal point summarizes its progress in a separate annual report
	12	Civil Society Monitoring	Not mentioned

**Ireland** (2011; 2011-2014; 32 pgs.)

The Irish National Action Plan aims to facilitate a deeper understanding of the issues outlined in UNSCR 1325, allowing the goals of the resolution to be better carried out. Ireland consulted with women affected by conflict living in conflict and non-conflict settings to better understand the issue. There is a specific interest in “SMART” indicators used to monitor the commitments and

actions specified in the NAP. There is also a lot of emphasis on cross consultation and the sharing of lessons learned between countries and regions.

Drafting	1	Leading Agents	Not specified
	2	Involved Parties	Consultative Group including academia and government departments
	3	Civil Society Involvement	Civil Society representation in the Consultative Group; Annex II extensive list of civil society members involved
Implementation	4	Timeline	Timeframes for each objective
	5	Roles	Yes
	6	Communication	Independent Chair to coordinate communications between the different groups and sub processes of the planning process
	7	Priority Areas	1. Increase women's participation, incorporate gender perspectives, and provide training on human rights, gender equality, humanitarian law and UNSCR 1325 to peacekeepers 2. Ensure Irish personnel are held accountable for their actions in relations to ensuring the security and protection of women while deployed on peacekeeping and overseas missions 3. Ensure responsiveness to changing security needs and priorities of women and promote disarmament, demobilization and reintegration 4. Promote UNSCR 1325 internationally, regionally and internationally
	8	Financial Allocation	Refers to state funding to CSOs and other organizations
	9	Partnership(s)	Advocacy for policies/programs with gender focus in the UN, EU, OSCE, OECD/DAC, support of local women in conflict and post-conflict areas especially through CSOs; foster communication between North and South
Monitoring and Evaluation	10	Indicators	Yes
	11	Reporting	Monitoring Group (MG) led by Department of Foreign Affairs and Trade
	12	Civil Society Monitoring	Consultation between Monitoring Group and civil society. Mechanism for ongoing engagement of women in the monitoring process

**Italy** (2010; 2010-2013; 22 pgs.)

Italy's National Action Plan commits to their compliance with the EU Document "Comprehensive EU Approach to the Implementation of Security Council resolutions 1325 and 1820, on Women, Peace, and Security." Led by the Ministry of Foreign Affairs-Human Rights Unit, many ministries and councils are stated to be involved in the implementation of the NAP.

There are six priority areas, both domestically and internationally. There is a focus on changing particular legislation at the local level to achieve goals domestically.

Drafting	1	Leading Agents	Ministry of Foreign Affairs- Human Rights Unit
	2	Involved Parties	Ministries of Foreign Affairs, the Interior, Defense, Health, Justice, Equal Opportunities, Education, Labor and Social Policy, Office of the National Equality Councilor. General Command of the Carabinieri Corps, Department of Civil Protection
	3	Civil Society Involvement	Not specified
Implementation	4	Timeline	Not specified
	5	Roles	Not specified
	6	Communication	Regular meetings with involved parties including CSOs
	7	Priority Areas	1. Increase the number of women in the national police, armed forces, and in peace operations and the decision-making bodies of peace operations. 2. Promote the inclusion of a gender perspective in all peacekeeping operations 3. Provide gender specific training for personnel on peace missions 4. Protect the human rights of women, children and other vulnerable groups and strength women's participation in peace processes 5. Support civil society's commitment to the implementation of UNSCR 1325 6. Conduct monitoring and follow-up activities
	8	Financial Allocation	Briefly mentions funding of projects and programs
	9	Partnership(s)	NATO committee on Women in the NATO Forces (CWINF); currently supporting programs in Afghanistan, Lebanon, the Palestinian Territories, Somalia and the Sudan.
Monitoring and Evaluation	10	Indicators	No
	11	Reporting	Inter-ministerial Committee on Human Rights responsible for monitoring
	12	Civil Society Monitoring	Communication with civil society but no defined monitoring roles

**Kyrgyzstan** (2013; not specified; 4 pgs.)

The Kyrgyzstan National Action Plan is only a matrix of activities and thus has very little information across the criteria featured below. Yet, the matrix itself is relatively detailed in setting out objectives and activities under each goal area. While the NAP does not specify an overall timeframe most of the activities are planned for 2013 and 2014.

Drafting	1	Leading Agents	Not specified
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	2	Involved Parties	Not specified
	3	Civil Society Involvement	Not specified
Implementation	4	Timeline	Specified by quarter
	5	Roles	Specified
	6	Communication	Not specified
	7	Priority Areas	<ol style="list-style-type: none"> <li>1. Elaboration of a system of institutional protection of women's and girls' rights in conflict prevention activities</li> <li>2. Strengthening the role of women in the area of security, defense, public order and emergency situations, including at the decision-making level</li> <li>3. Development of zero-tolerance toward violence against women and girls in conflict situations</li> <li>4. Creation and support of secure environment for women and girls</li> <li>5. Enhancement of readiness of response entities with consideration of women and girls protection in conflict situations</li> </ol>
	8	Financial Allocation	Not specified
	9	Partnership(s)	Not specified
Monitoring and Evaluation	10	Indicators	Not specified
	11	Reporting	Not specified
	12	Civil Society Monitoring	Not specified

**Liberia** (2009; 2009-2013; 48 pgs.)

One of the most specific NAPs, the Liberian NAP includes an executive summary that provides a succinct review of the background of WPS in Liberia, the NAP development process, the main priority areas for implementation, and the mechanism through which monitoring and evaluation

are to be conducted. The NAP includes a relatively detailed timeline of the process of development. It also identifies ten strategic issue areas under the four pillars. The Liberian NAP is the only to include a matrix outlining stakeholders and their key responsibilities that goes beyond the action plan to include measures such as developing a roster of competent women in peace-building and conflict prevention.

Drafting	1	Leading Agents	Ministry of Gender and Development
	2	Involved Parties	Representatives of 12 Government ministries, local authorities, national Security Agencies, the Truth and Reconciliation Commission, Women's Committee, The Liberian Institute for Statistics and Geo-Information Services, media institutions, and the private sector (finance and micro-credit institutions)
	3	Civil Society Involvement	Includes a list of NGOs and references Community Based Organizations (CBOs)
Implementation	4	Timeline	Timeline of the development process - not of implementation
	5	Roles	Yes; includes lead agencies as well as the collaborating parties
	6	Communication	Ministry of Gender and Development responsible for communication
	7	Priority Areas	1. Strengthen prevention and protection of women and girls 2. Empower women and girls to participate in peace-building, reconstruction, recovery and development processes, including at the decision-making levels 3. Strengthen the coordination and coherence of gender mainstreaming activities in Liberia.
	8	Financial Allocation	A footnote suggesting that a larger version of the document contains a budget which will be the subject of a workshop organized by the MoGD in March 2009
Monitoring and Evaluation	9	Partnership(s)	(1) the United Nations system (2) international NGOs – especially Action Aid, the Danish Refugee Council, International Alert, Oxfam GB, (3) Governments of Austria and Italy who have already pledged funding.
	10	Indicators	Yes
	11	Reporting	Yearly reports to the President of Liberia, an interim progress report at the end of 18 months and a final report to the President and Cabinet at the end of the 48 month implementation period
	12	Civil Society Monitoring	Creation of a Civil Society Monitoring Observatory, which will prepare a Shadow Report at the end of the four-year plan period

**Lithuania** (2012; not specified; 6 pgs.)

The Lithuanian NAP is the shortest NAP in terms of page length yet it still manages to specify those responsible for implementation, a timeline for each action, a coordination mechanism, and

four clear priority areas. Yet, the NAP lacks any mention of monitoring and evaluation as well as not referencing any civil society involvement in the process of NAP development. A relatively unique aspect of the NAP is that it includes raising awareness within Lithuania regarding UNSCR 1325 as a key priority area. It specifically mentions the importance of the society, particularly young people, becoming familiar with, and accepting the tenets of, the Resolution.

Drafting	1	Leading Agents	Ministry of Foreign Affairs
	2	Involved Parties	The Ministries of National Defence, the Interior, Social Security and Labour, Health, and the Police Department under the Ministry of the Interior.
	3	Civil Society Involvement	Not specified
Implementation	4	Timeline	Yes
	5	Roles	Yes
	6	Communication	Ministry of Foreign Affairs will coordinate implementation
	7	Priority Areas	1. Increased women's influence towards international peace, security and democracy processes nationally and internationally 2. Increase number of women in conflict prevention in national, regional and international institutions 3. Educate, train, and raise awareness of UNSC Resolution 1325 to the Lithuanian society 4. Contribute to international initiatives supporting women, peace and security
	8	Financial Allocation	Not specified
	9	Partnership(s)	Not specified
Monitoring and Evaluation	10	Indicators	No
	11	Reporting	Not specified
	12	Civil Society Monitoring	Not specified

**Macedonia** (2013; 2013-2015; 18 pgs.)

The Macedonian 1325 NAP lacks detail on many of studied elements because of its bizarre structure. It lacks an action matrix and fails to mention many concrete actions that are to be taken. Interestingly, the annex includes detail on the process of NAP development, including holding local workshops in eight different cities across the country. The Macedonian 1325 NAP is unique in explicitly stating (on page 7) that “the activities envisaged in the NAP shall not have any financial implications” and that responsible institutions will need to make use of the funds they have as they deem necessary.

Drafting	1	Leading Agents	Not specified but we can guess that the Ministry of Labor and Social Policy (MLSP) was the main actor
	2	Involved Parties	Working Group for the Preparation of NAP on Resolution 1325 but not clear which agencies are involved in this working group. Although the following institutions are identified as key for <i>implementation</i> : MLSP, the Ministry of Foreign Affairs, the Ministry of the Interior, the Ministry of Defense, and the Center for Crisis Management
	3	Civil Society Involvement	Not specified
Implementation	4	Timeline	Not specified
	5	Roles	Not specified
	6	Communication	Inter-ministerial Working Group for Monitoring of the Implementation of the NAP for Resolution 1325 for WPS, comprised of relevant ministries and experts, will coordinate implementation
	7	Priority Areas	<ol style="list-style-type: none"> <li>1. Strengthen the gender perspective in the formulation and implementation of the peace, security and defense policy</li> <li>2. Strengthen the participation and contribution of women to international, civilian and military missions</li> <li>3. Prevent violence and protect women's rights in the time of peace, conflict, and humanitarian disasters</li> </ol>
	8	Financial Allocation	Non-specific; activities will be implemented within the available budget of responsible institutions
	9	Partnership(s)	Vaguely references cooperation with other countries in the region for implementation and has received support from UN Women to undertaken the situational analysis that informed the NAP development process
Monitoring and	10	Indicators	Not mentioned



Evaluation	11	Reporting	Inter-ministerial Working Group for Monitoring of the Implementation of the NAP for Resolution 1325 for WPS, comprised of relevant ministries and experts, will monitor implementation. Also, the MLSP is to inform the Government who will then inform Parliament, although it is not clear how frequently this will occur.
	12	Civil Society Monitoring	Not mentioned

**Nepal** (2011; 2011-2016; 63 pgs.)

The Nepali NAP was developed out of one of the most, if not the most, consultative process including 52 district level consultations, 10 regional consultations, and separate special consultations with women and girls directly affected by conflict. These consultations were attended by over 3000 participants and generated more than 1500 action points which were clustered under the five pillars of the NAP. The plan also includes one of the most comprehensive background sections, highlighting the history of conflict, other policies and NAPs that support women’s empowerment, and particular concerns of women in Nepal as they relate to the WPS agenda. This background section is followed by an equally comprehensive action plan that is among the most specific NAPs across the featured criterion in this paper.

Drafting	1	Leading Agents	Ministry of Peace and Reconstruction
	2	Involved Parties	Various government ministries
	3	Civil Society Involvement	Separate special consultations held with women and girls directly affected by conflict
Implementation	4	Timeline	Yes
	5	Roles	Yes
	6	Communication	An 18 member Steering Committee with the Minister for Foreign Affairs as Chair
	7	Priority Areas	1. Establish equal, proportional and meaningful participation of women in every decision-making level of conflict transformation and peace building process 2. Protect and promote the rights of women and girls 3. Mainstream the gender perspective 4. Address special needs of women and girls and to ensure their participation in relief and recovery 5. Mobilize resources, monitor and evaluate progress
	8	Financial Allocation	Mentions that the success of this Action Plan will also depend on foreign assistance
	9	Partnership(s)	UN Women helped in preparing the plan.
Monitoring and Evaluation	10	Indicators	Yes
	11	Reporting	An Implementation Committee is to prepare annual progress reports and submit it to the Steering Committee
	12	Civil Society Monitoring	Not specified

**Netherlands** (2007; 2007-2011; 80 pgs.)

The first Dutch NAP of 2007 is probably the most comprehensive NAP of its time. It includes extensive background regarding UNSCR 1325 and presents literature on “women before, during and after wars: victims, combatants and pillars of development”. Moreover, it includes actions taken to date to advance the WPS agenda by each of the main government agencies (Foreign Affairs, Defense, and the Interior and Kingdom Relations) as well as Dutch civil society organizations and knowledge institutions. Interestingly, there were many parties involved in the NAP’s development with no one agency specified as taking a leading role.

Drafting	1	Leading Agents	Not specified
	2	Involved Parties	Amnesty International Netherlands Centre for Conflict Studies, University of Utrecht Platform for Women and Sustainable Peace (member organisations) Cordaid Department of Social Sciences, Wageningen University Gender Concerns International ICCO and Kerk in Actie (Church in Action) Ministry of Defence Ministry of Foreign Affairs Ministry of the Interior and Kingdom Relations Netherlands Organisation for Scientific Research Oxfam Novib People Building Peace Netherlands (steering committee) SNV Netherlands Development Organisation Women's Global Network for Reproductive Rights Women's International League for Peace and Freedom Women Peacemakers Programme / International Fellowship of Reconciliation WO=MEN / Dutch Gender Platform
	3	Civil Society Involvement	Several NGOs and CSOs included in involved parties list
Implementation	4	Timeline	Not specified
	5	Roles	Yes
	6	Communication	The Ministry of Foreign Affairs will take responsibility for organising and coordinating a working group of implementing agents
	7	Priority Areas	1. international legal framework 2. prevention, mediation and reconstruction 3. international cooperation 4. peace missions 5. harmonisation and coordination
	8	Financial Allocation	Not specified
	9	Partnership(s)	International cooperation is a priority area and
Monitoring and Evaluation	10	Indicators	Not specified
	11	Reporting	Not specified
	12	Civil Society Monitoring	Dutch NGOs and women's organisations will work together at international level to establish monitoring systems which will keep track of progress on implementing 1325

**Netherlands** (2011; 2012-2015; 66 pgs.)

The second Dutch NAP of 2011 is the only NAP that includes a detailed table of financial and human resource commitment from involved parties. Perhaps related to this is that it is also the only NAP to have been co-signed by civil society organizations. The NAP is very casual, including text boxes referencing specific stories or titling sections as “Let’s Keep Going! Dutch National Action Plan for 1325 (2012-2015)”. The NAP also includes a lessons learned section

explaining how it improved upon the first Dutch NAP. It references that the original NAP consisted of too many goals and activities - 19 goals and 72 activities and thus the 2012 NAP has fewer goals and activities.

Drafting	1	Leading Agents	Not specified; although the Ministry of Foreign Affairs provides an institutional umbrella for the NAP
	2	Involved Parties	Ministries of Defense (also has an internal action plan), Education, Culture and Science, Foreign Affairs and four research institutions
	3	Civil Society Involvement	Over 30 civil society organizations signed and contributed to the NAP development
Implementation	4	Timeline	Not specified
	5	Roles	No
	6	Communication	Day-to-day coordination is shared by the Ministry of Foreign Affairs and a representative of civil society
	7	Priority Areas	1. Increase in women's representation at all decision-making levels in the prevention, management and resolution of conflict in fragile states 2. Integrate gender and 1325 into all policies and actions 3. Increase national and international awareness of gender issues and increase public support for 1325 implementation 4. Promote cooperation for worldwide implementation of UNSCR 1325
	8	Financial Allocation	Detailed table of financial and human resource commitments from involved parties including NGOs.
	9	Partnership(s)	Extensive work with women's civil society groups in various conflict afflicted countries. Specifically in Afghanistan, Burundi, Colombia, the Democratic Republic of the Congo (DRC), South Sudan, Sudan, and the Middle East and North Africa (MENA) region.
Monitoring and	10	Indicators	Non-specific

Evaluation	11	Reporting	Monitoring and evaluation at two levels: (1) Collaborative efforts will be evaluated first - monitoring matrix will be measured annually in all the focus countries. (2) The impact of the activities will be measured once every two years - using innovative participatory techniques, such as the Most Significant Change (MSC) technique.
	12	Civil Society Monitoring	Not Specified

**Norway** (2006; not specified; 23 pgs.)

The first Norwegian NAP of 2006 doesn't specify the timeframe it is meant to cover. Norway's NAP is unique in specifying the different actions it will take in, or with, various multilateral organizations including, but not limited to, the UN, NATO, and EU. Given the lack of an action matrix or table, the plan sometimes references specific implementing agencies and some indicators. Yet, many other times the plan will say that 'Norway' will carry out an action and it is unclear which agency or agencies are responsible for that particular action.

Drafting	1	Leading Agents	Ministry of Foreign Affairs
	2	Involved Parties	Ministries of Defense, of Justice and the Police, and of Children and Equality
	3	Civil Society Involvement	Not specified
Implementation	4	Timeline	Not specified
	5	Roles	Sometimes specified but mostly not
	6	Communication	Ministry of Foreign Affairs in charge but each ministry responsible for implementation will appoint a person to coordinate
	7	Priority Areas	1. Increased participation and representation of women in local and international peace processes 2. Increase the recruitment of women to peace operations run by international organization 3. Safeguard women's right to protection in conflict situations
	8	Financial Allocation	Not specified
	9	Partnership(s)	The Government will cooperate with national and international NGOs for implementation; will establish dialogue with the UNDP on UNSCR 1325
Monitoring and Evaluation	10	Indicators	Some indicators but most activities don't have specific measurable indicators
	11	Reporting	Yearly evaluations drawn up by the Ministry of Foreign Affairs based on reports from the relevant ministries
	12	Civil Society Monitoring	Not specified

**Norway** (2011; 2011-2013; 23 pgs.)

Unlike the previous NAP, the latest Norwegian NAP includes a timeframe for action but only spanning three years. It also expands the priority areas from three to five. Yet, civil society involvement in developing or monitoring the NAP is neither specified. A marked difference it has with the previous NAP is that it includes a table for each priority area, which ensures that it specifies roles and indicators across all the sub-activities.

Drafting	1	Leading Agents	Ministry of Foreign Affairs
	2	Involved Parties	The Ministries of Defence, Children, Equality and Social Inclusion, Justice and the Police
	3	Civil Society Involvement	Not specified
Implementation	4	Timeline	Non-specific
	5	Roles	Yes
	6	Communication	Ministry of Foreign Affairs has the overall responsibility for coordination
	7	Priority Areas	1. Promote the participation of women and an integrated gender perspective in peace processes and negotiations 2. Strengthen the gender perspective in international operations and to increase the participation of women. 3. Increase the participation of women in peacebuilding and post-conflict situations, and to strengthen the gender perspective in reconstruction processes. 4. Strengthen its efforts to prevent and protect against sexual violence, promote the prosecution of perpetrators and increase support to victims. 5. Improve implementation of SCR 1325 by focusing more strongly on results and accountability
	8	Financial Allocation	Not specified; but does mention NOK 140 million from the allocations for humanitarian assistance and peace and reconciliation is earmarked each year
	9	Partnership(s)	A particular focus on the UN, NATO and the African Union (AU); Focus on Afghanistan, Sudan, Nepal, the Philippines, Israel and the Palestinian Territory, Haiti, DR Congo, Liberia and Colombia.
Monitoring and Evaluation	10	Indicators	Yes
	11	Reporting	Annual reports will be made public. Each ministry will report on the goals, activities and indicators for which it is responsible.
	12	Civil Society Monitoring	Not specified

**Philippines** (2010; 2010-2016; 22 pgs.)

The Philippines was the first country in Asia to adopt a NAP in 2010. Its NAP is unique for having such a long time-period spanning seven year from 2010 to 2016. Like other NAPs, it is quick to mention measures already taken to implement UNSCR 1325 and subsequent resolutions prior to adopting a NAP. Most notably, in 2009 the Philippines enacted the Magna Carta of Women (MCW), which provides for increased participation of women in peace building

processes and their protection from gender-based violence in situations of armed conflicts. The NAP also includes a relatively comprehensive historical background of the Women, Peace and Security (WPS) situation in the country dating back to the 1960s.

Drafting	1	Leading Agents	Not specified
	2	Involved Parties	State agencies supported by the Presidential Adviser on the Peace Process
	3	Civil Society Involvement	Civil society organizations joined the preparatory committee (CPE, GZO, Peace Institute, Women and Gender Institute)
Implementation	4	Timeline	Yes
	5	Roles	Yes
	6	Communication	Not specified
	7	Priority Areas	1. Ensure the protection of women's human rights and prevention of violation of these rights in armed conflict and post-conflict situations 2. Build the capacity of women to engender peace and reconstruction processes 3. Mainstream gender perspective within the ongoing peace agreements and security reform agenda 4. Institutionalize monitoring, evaluation and reporting on the implementation of the NAP
	8	Financial Allocation	Not specified
Monitoring and Evaluation	9	Partnership(s)	Not specified
	10	Indicators	Yes
	11	Reporting	A key priority area but no sign of what particular actor will take a lead on this
	12	Civil Society Monitoring	Promote the involvement of civil society organizations in M&E

**Portugal** (2009; 2009-2013; 29 pgs.)

Portugal's NAP cites the efforts of Portuguese peacekeeping missions, national campaigns and initiatives already in place to further gender equality at a national and international level. It mentions a preoccupation in increasing the participation of women in peacekeeping missions both on the ground and at decision-making levels, and reiterates its commitment to working with both European and international organizations in peacekeeping and conflict resolution situations paying special attention to gender vulnerability in particular and women's human rights in general.

Drafting	1	Leading Agents	Not specified
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	2	Involved Parties	Ministry Counsel Presidency (PCM); National Defense Ministry (MDN); Internal Administration Ministry (MAI); Justice Ministry (MJ); and International Affairs Ministry (MNE).
	3	Civil Society Involvement	NGOs, Research Centers and other civil society representatives collaborated with government representatives in the creation of the NAP.
Implementation	4	Timeline	Not specified
	5	Roles	Not specified
	6	Communication	Inter-ministerial working group.
	7	Priority Areas	<ol style="list-style-type: none"> <li>1. Increase women’s participation and integrate gender equality in all phases of peace building processes including at decision-making levels.</li> <li>2. Guarantee formative instruction in gender equality and violence against women of all personnel involved in peacekeeping processes.</li> <li>3. Promote and protect human rights of women and girls in conflict and post-conflict zones.</li> <li>4. Expand and disseminate knowledge about “Women, Peace and Security” by raising public opinion and decision-making entities awareness of the subject.</li> <li>5. Promote civil society participation in the implementation of Resolution 1325.</li> </ol>
	8	Financial Allocation	Not specified
	9	Partnership(s)	Working with UN, EU, NATO and OSCE in Peacekeeping missions in African countries of Portuguese language giving special attention to situations of gender vulnerability.
Monitoring and Evaluation	10	Indicators	Specified for each priority area.
	11	Reporting	The working group will release two Evaluation Reports and one Annual Execution Report.
	12	Civil Society Monitoring	The working group will be collaborating with other entities and expanding its membership to include civil society

**Rwanda** (2010; 2009-2012; 31 pgs.)

The Rwandan NAP includes a background section outlining the basic institutional and legal framework of Rwanda, including details on the social welfare system of the country. It even identifies good practices such as adopting a National Gender Policy to illustrate the positive strides the country has taken prior to adoption of a NAP. Moreover, it highlights six key challenges, of which the lack of a UNSCR 1325 NAP is one. The Rwanda NAP includes a chronogram illustrating a specific timeline for implementation. It also includes one of the most specific budget estimates, which is specified by sub-activity and year.

Drafting	1	Leading Agents	The Ministry of Gender and Family Protection
	2	Involved Parties	A Steering Committee comprised of ten ministries, Forum of Rwandan Women Parliamentarians, National Women Council, National Unity and Reconciliation Commission, National Human Rights Commission, Rwanda Demobilization and Reintegration Commission, Center for Conflict Management/ National University of Rwanda -UNR, Center for Conflict Management / CCM, United Nations Women Development Fund, National Coordination Mechanism/Great Lakes International Conference, Gender Monitoring Office
	3	Civil Society Involvement	Civil Society was included in the Steering Committee, including: Pro Femmes/Twese Hamwe, Umbrella Human Rights Associations (Collectif et Ligue des Associations des Droits de l'Homme -CLADHO)
Implementation	4	Timeline	Yes
	5	Roles	Yes
	6	Communication	Refers to Inter-government collaboration as a key priority

	7	Priority Areas	1. Prevention of violence and conflicts 2. Protect women's rights 3. Increase participation of women in decisions making matters related to peace and security 4. Support women's empowerment in relief and recovery 5. Coordinate and evaluate stakeholders' activities
	8	Financial Allocation	Express need to hold roundtables with donors to secure required funding
	9	Partnership(s)	Learn from other countries' experiences; meetings with Great Lakes Countries
Monitoring and Evaluation	10	Indicators	Yes
	11	Reporting	The steering committee, headed by the Ministry of Gender and Family Promotion, to produce quarterly reports
	12	Civil Society Monitoring	Not specified

**Senegal** (2011; not specified; 88 pages)

Senegal's NAP is elaborate and specific, including all actors in a chapter on stakeholder mapping, with clear sets of indicators and action plans. Slightly less specific on the drafting process it still mentions inclusion of civil society actors in the drafting process. The implementation process is well laid out, with a matrix specifying the parties involved in coordination, the priority areas concerned and the finances needed to realize these activities. Likewise, specified indicators are subject to a clear task division for monitoring and evaluation, which encompasses all branches of government concerned as well as a multiplicity of civil society actors.

Drafting	1	Leading Agents	Ministry of Gender and Relations with African and Foreign Women's Associations
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	2	Involved Parties	1: Ministry of Family, Women's Organizations and Youth 2: Ministry of Defense 3: Ministry of the Interior 4: Ministry of Justice 5: Ministry of Health and Prevention 6: Ministry of Education
	3	Civil Society Involvement	Parliament, and a host of local collectivities, universities and research centers, which are specifically identified as key actors but it is unclear who exactly was involved in drafting given the lack of information on the drafting process
Implementation	4	Timeline	Not specified
	5	Roles	Specified
	6	Communication	Steering Committee to facilitate coordination and communication between implementing agencies
	7	Priority Areas	3 pillars (with 18 objectives under these): 1. Prevention 2. Participation 3. Relief and Recovery
	8	Financial Allocation	Projected cost by sub-activity and by year is laid out. It also mentions holding a Roundtable of Funders, headed by the Ministry of Gender and Relations with African and Foreign Women's Associations, to raise required finances
	9	Partnership(s)	16 different international and regional organizations are involved in implementation with their specific roles identified
Monitoring and Evaluation	10	Indicators	Specified
	11	Reporting	Steering Committee coordinated by the Ministry of Gender and Relations with African and Foreign Women's Associations submits reports to government every three months
	12	Civil Society Monitoring	Civil society groups are members of the Steering Committee

**Serbia** (2011; 2010-2015; 78 pgs.)

The Serbian NAP is unique in that the Ministry of Defense was charged the lead role in its development. In terms of content, it calls for the establishment of three bodies – the Political Council (a high level political body to create political conditions necessary for realization of NAP objectives), the Multi-sector Coordination Body as the operational body of the Serbian Government, and the Supervisory Body as a democratic monitoring mechanism overseeing the implementation of the NAP. Finally, the Serbian NAP has a specific strategic object of enlisting the support of media outlets to support objectives laid out in the NAP.

Drafting	1	Leading Agents	Ministry of Defense
	2	Involved Parties	Ministry of Internal Affairs, Ministry of Finance, Ministry of Foreign Affairs, Security Information Agency, Ministry of Justice, Ministry of Human and Minority Rights, Ministry of Labour and Social Policy, Ministry of Public Administration and Local Self-Government, Ministry of Education and the Ministry for Kosovo and Metohija
	3	Civil Society Involvement	Not specified
Implementation	4	Timeline	Specified
	5	Roles	Specified
	6	Communication	Specified; Multi-sectoral Coordinating Body (MSCB) to be established, composed of representatives of the relevant ministries
	7	Priority Areas	<ol style="list-style-type: none"> <li>1. Increase the proportion of women in the security sector and their impact on issues related to peace and security</li> <li>2. Increase the participation and influence of women in decision-making in defence and security</li> <li>3. Increase the participation of women in conflict resolution, post-conflict situations, and in multinational operations</li> <li>4. Use instruments of legal protection for women</li> <li>5. Educate and support professional development of security sector employees</li> </ol>

	8	Financial Allocation	Funds to be provided by the Ministry of Finance based on needs of relevant ministries; also references gender-responsive analysis of the budgets of relevant institutions and organizations in the security sector
	9	Partnership(s)	Mentions possibility to work with UNIFEM, OSCE Mission to Serbia, the EU and other partners
Monitoring and Evaluation	10	Indicators	Not specified
	11	Reporting	Supervisory Body, comprising of representatives of relevant Parliamentary committees and gender equality mechanism, to be established by the National Parliament. Will get reports from the National Council and MSCB every six months to monitor implementation progress.
	12	Civil Society Monitoring	Non-specific; mentions independent monitoring to be carried out by public in general but with participation of appropriate government bodies

**Sierra Leone** (2010; 2010-2013; 40 pgs.)

The Sierra Leonean NAP includes detailed budgets on what is required for implementation as well as for monitoring and evaluation. Yet, the sources of funding are not specified – although the NAP does identify of potential sources of donations including multilaterals (such as the UNDP or the World Bank), bilaterals (such as China), the private sector, NGOs, and government agencies. A very unique feature of the NAP was that it summarizes the main findings from a baseline survey that the Civil Society National Task Force conducted, gathering information from 697 organizations, on the institutional environment for the implementation of UN WPS resolutions.

Drafting	1	Leading Agents	Ministry of Social Welfare, Gender and Children's Affairs
	2	Involved Parties	Ministries of Foreign Affairs and International Co-operation, Information and Communication, Internal Affairs, Local Government, Sierra Leone Police and Prisons Departments, Republic of Sierra Leone Armed Forces, Ministerial Interagency Relations Dept., Office of National Security, Parliamentary Female Caucus, National Forum for Human Rights, Gender Research Center - University of Sierra Leone, Justice Sector Coordinating Office, media
	3	Civil Society Involvement	Mentions the West Africa Network for Peacebuilding-Sierra Leone (WANEP-SL), Mano River Women's Peace Network Sierra Leone (MARWOPNET), Civil Society Organizations/Coalitions, Interfaith Groups, Traditional Leaders
Implementation	4	Timeline	Non-specific timeframe for implementation for each sub-activity
	5	Roles	Yes
	6	Communication	National Steering Committee, but no description of members
	7	Priority Areas	1. Prevent conflict including SGBV 2. Protect and empower women and girls 3. Safeguard women through effective judicial processes 4. Increase the participation and representation of women 5. Promote coordination, increase resource mobilization, and M&E
	8	Financial Allocation	US\$ 21 million budget; includes a budget breakdown by year; the government will take major responsibility for resource mobilization; external funding will be required
Monitoring and Evaluation	9	Partnership(s)	Funding support from Cordaid (Netherlands), financial and technical support from the UN System especially UNFPA and UNIFEM
	10	Indicators	Yes
	11	Reporting	A core technical group (CTG) to monitor the NAP within the framework of an established national M&E National Steering Committee.
	12	Civil Society Monitoring	The M&E framework is anchored on participatory and community based engagement

**Slovenia** (2011; 2010-2015; 41 pgs.)

The Slovenian NAP clearly identifies responsible implementing agencies for each activity and even sometimes identifies parties responsible for coordination of activities when there is more than one implementing party. Moreover, the Slovenian NAP closely resembles the Swiss NAP by making a distinction between three levels of commitment: political, operational, and human

resources. A unique feature of the Slovenian action matrix is that it includes a column for status, which elaborates on actions that Slovenian has already taken in certain areas.

Drafting	1	Leading Agents	Not specified
	2	Involved Parties	Working group made up of the Ministries of Foreign Affairs, Defence, Labour, Family and Social Affairs, Justice, Health, and the Office of the Government of the Republic of Slovenia for Equal Opportunities; Representatives of other ministries and government offices
	3	Civil Society Involvement	Mentions that civil society cooperated with the working group
Implementation	4	Timeline	Not specified
	5	Roles	Yes; coordination role within activities sometimes identified
	6	Communication	Not specified
	7	Priority Areas	1. Gender mainstreaming into policies for conflict prevention and resolution and into decision-making and implementation processes, and strengthening of the role of local women in conflict prevention and post-conflict reconstruction; 2. Increased participation of women in international peace operations and missions and in peace-building; 3. Prevention of sexual violence against girls and women and their protection during and after armed conflicts.
	8	Financial Allocation	Not specified
	9	Partnership(s)	Not specified
Monitoring and Evaluation	10	Indicators	Expressed in terms of objective rather than easily measurable indicators
	11	Reporting	Coordinated by Ministry of Foreign Affairs; the Inter-ministerial Working Commission on Human Rights will review the Action Plan every two years; the government will inform the National Assembly on the implementation of the Action Plan every two years
	12	Civil Society Monitoring	Not specified

**Spain** (2007; not specified; 13 pgs.)

Spain's national action plan is relatively short. It is mostly foreign policy based, and addresses collaborations with the European Union, the OSCE and other international bodies. There are six key objectives outlined by the plan and partnerships are identified with internal and external bodies in order to help achieve these objectives. There are no specific leading agents, although



involved parties are outlined and civil society participation is acknowledged if not discussed in depth. There is very little specifically in terms of monitoring and evaluation.

Drafting	1	Leading Agents	Not specified
	2	Involved Parties	Ministry of Foreign Affairs and Cooperation, Defense, Work and Social Affairs, Interior, Justice, Education and Science, Public Health and Consumption, Spanish Agency of International Cooperation and Development, Women's Institute, Secretary of State of International Cooperation (SECI)
	3	Civil Society Involvement	Civil society representatives were part of the process of producing the NAP; Did not state specific parties or roles
Implementation	4	Timeline	Not specified
	5	Roles	Objectives and actions with non-specific roles assigned between the Spanish government or the SECI
	6	Communication	Government ministries and representatives of civil society responsible for communication
	7	Priority Areas	1. Promote the inclusion of a gender perspective and the participation of women in peace missions and in decision-making roles 2. Train peacekeeping personnel in gender equality and the specific aspects of UNSCR 1325 3. Protect the human rights of women and girls in conflict and post-conflict zones, and foster the empowerment and participation of women in peace treaties 4. Incorporate the principle of equality of treatment and opportunity between men and women in DDR activities 5. Foster the participation of civil society for UNSCR 1325
	8	Financial Allocation	Not specified
	9	Partnership(s)	Support and collaboration with members of the UN, EU-Political European Security and Defense Policy, NATO, and the OSCE; contact with decision makers and representatives of women's organizations in countries where peace missions are present
Monitoring and Evaluation	10	Indicators	No
	11	Reporting	Annual reporting by appointed inter-ministerial group formed of representatives from involved parties
	12	Civil Society Monitoring	Inter-ministerial group is to establish coordination with civil society to exchange information about fulfilled actions; disseminates M&E results to civil society organizations

**Sweden** (2006; 2006-2008; 17 pgs.)

The first Swedish NAP, adopted in 2006, clearly states that activities mentioned in the NAP represent both a continuation of initiatives and the launch of new actions. This is actually relatively common throughout many NAPs, which stress the fact that the country was taking action even before developing and formally adopting a NAP for UNSCR 1325. This NAP is one of the few NAPs to mention working with (Swedish) NGOs to *implement* UNSCR 1325. Like some other NAPs it makes a distinction between efforts taken at the national, regional, and global level.

Drafting	1	Leading Agents	Ministry of Foreign Affairs
	2	Involved Parties	Prime Minister's Office and the Ministries of Defense, Justice, and Industry, Employment and Communications
	3	Civil Society Involvement	Dialogue with NGOs and a consultative seminar with the participation of representatives of civil society
Implementation	4	Timeline	Not specified
	5	Roles	Sometimes the main implementing agency or agencies is/are identified
	6	Communication	The inter-ministry Resolution 1325 group will coordinate work in the Government Offices on implementation
	7	Priority Areas	1. Full and equal participation of women in conflict areas 2. Strengthen protection of women and girls in connection with conflicts 3. More women will take part in international peace support and security-building operations
	8	Financial Allocation	The implementation of the plan will be financed within the framework of existing appropriations and funds
	9	Partnership(s)	The African Union and sub-regional African organizations are of particular importance
Monitoring and Evaluation	10	Indicators	Not specified
	11	Reporting	Government authorities will be instructed to include reports in their annual reports or reports on special issues; Regular reports made to the commissioning group of State Secretaries as well as meeting of the proposed Delegation for Monitoring Implementation of Resolution 1325
	12	Civil Society Monitoring	Not specified

**Sweden** (2009; 2009-2012; 24 pgs.)

The 2009 Swedish NAP is remarkably similar to the original NAP in appearance as well as substance. It does, however, include new factors such as UN SCR 1820. Yet, much of the text is copied verbatim from the 2006 NAP. Just like the original NAP, the 2009 Swedish NAP doesn't

include a matrix, which may explain why roles are non-specific and not universally specified across the proposed actions. Similarly, both Swedish NAPs only identify three priority areas just like the Swiss NAPs.

Drafting	1	Leading Agents	Not specified
	2	Involved Parties	Government agencies, research institutions, international organizations and other countries.
	3	Civil Society Involvement	NGOs identified as involved parties
Implementation	4	Timeline	Not specified
	5	Roles	Sometimes the main implementing agency or agencies is/are identified
	6	Communication	The Folke Bernadotte Academy has a special responsibility for ensuring that forms of cooperation are developed
	7	Priority Areas	1. Increase participation of women in international peace-support and security-building operations 2. Protect women and girls in conflict situations 3. Participation of women fully and on equal terms with men in conflict areas
	8	Financial Allocation	Plan will be financed within the framework of existing appropriations and funds, the regular budget, and other control processes
Monitoring and	9	Partnership(s)	Sweden has been proactive in developing Resolution 1325 in policy and specific initiatives within the framework of the EU and the European Security and Defence Policy (ESDP). It has also worked with the Council of Europe and UN entities.
	10	Indicators	No

Evaluation	11	Reporting	A review of the action plan will take place through annual meetings where the Ministry for Foreign Affairs will call those involved in the Government Offices, agencies and NGOs for discussions
	12	Civil Society Monitoring	NGO presence at annual review with MFA

**Switzerland** (2007; 2007-2009; 18 pgs.)

The first Swiss NAP of 2007 is unique in identifying three different levels of commitment under each priority area – those being: policy/institutional level, operational level, and human resources/policy level. The NAP also mentions cooperation with Sweden to include civilian observers in UN military observer missions. Another unique feature of the Swiss 2007 NAP is that it only identifies three priority areas compared to most other NAPs that specify at least four priority areas.

Drafting	1	Leading Agents	Federal Department of Foreign Affairs (FDFA) - Political Affairs Division IV
	2	Involved Parties	Working Group included representatives from the Federal Department of Defense, Civil Protection and Sports (DDPS)
	3	Civil Society Involvement	Not specified
Implementation	4	Timeline	Not specified
	5	Roles	Not specified
	6	Communication	Coordination Committee for Peace Policy comprised of the FDFA, DDPS, and the Federal Department of Justice and Police (FDJP)
	7	Priority Areas	1. Greater involvement of women in peacebuilding 2. Prevention of gender-based violence and protection of the rights and needs of women and girls during and after armed conflicts 3. A gender-sensitive approach to all peacebuilding projects and programs
	8	Financial Allocation	In deciding on the commitment of either human or financial resources, the offices concerned must bear in mind that the implementation of UNSCR 1325 is a priority
Monitoring and Evaluation	9	Partnership(s)	Working with Sweden regarding civilian observers in UN military observer missions
	10	Indicators	Not specified
	11	Reporting	Yearly meeting attended by a representative from each office involved in implementation
	12	Civil Society Monitoring	Representatives of NGOs will be informed about the annual meeting and current status of implementation

**Switzerland** (2010; 2010-2012; 20 pgs.)

Interestingly, the second Swiss NAP is not much more specific than the first version. It also shares a unique characteristic with the first NAP in only covering a three-year span, compared to four or five years which most other NAPs tend to cover. The 2010 Swiss NAP also shares the same three priority areas as the first Swiss NAP. A major different is that civil society was consulted during the development of this version yet civil society is still not included in monitoring and evaluation.

Drafting	1	Leading Agents	Federal Department of Foreign Affairs
	2	Involved Parties	Working Group 1325 including representatives from FDFA, Civil Protection and Sport (DDPS), Federal Departments of Defence, Finance, Justice and Policy, Economic Affairs (FDEA) and Federal Office of Police
	3	Civil Society Involvement	NGO Platform 1325 consulted via Swisspeace/KOFF
Implementation	4	Timeline	Not specified
	5	Roles	Yes
	6	Communication	A Coordination Committee for Peace Policy acts in an advisory capacity and serves to improve coordination and coherence amongst the different federal agencies involved in peacebuilding
	7	Priority Areas	1. Increase participation of women in peacebuilding 2. Prevent gender-based violence and protect the needs and rights of women and girls during and after violent crimes 3. Take a gender-sensitive approach to peacebuilding projects and programs
	8	Financial Allocation	Not specified
Monitoring and Evaluation	9	Partnership(s)	Not specified
	10	Indicators	Yes
	11	Reporting	WG 1325 will meet at least once a year to monitor implementation measures with a representative from each implementing body being present at these meetings.
	12	Civil Society Monitoring	The NGO Platform 1325 will be informed about the annual meeting at Gender and Peacebuilding Roundtables

**Uganda** (2008; not specified; 80 pgs.)

The Ugandan NAP is actually not only directed at implementing UNSCR 1325 but also UNSCR 1820 and the Goma declaration. The sub-heading of their plan is “commitments to address sexual violence against women in armed conflict”, nevertheless, the plan does prioritize other issues apart from protection from GBV. The UNFPA financed NAP development but there was no indication of who would finance NAP implementation. The action plan includes an extensive situational analysis of the existing legal and policy framework governing WPS as well as offering a historical background of GBV in Uganda.

Drafting	1	Leading Agents	Ministry of Gender, Labor, and Social Development
	2	Involved Parties	Various line Ministries and Local Governments
	3	Civil Society Involvement	Individuals participated in different consultations, meetings and workshops for the formulation of the Action Plan
Implementation	4	Timeline	Not specified
	5	Roles	Yes, with a lead agency identified for each action area followed by other key actors
	6	Communication	MGLSD is in charge of coordinating efforts including creation of inter-departmental and inter-ministerial plans to improve coordination and prevent duplication
	7	Priority Areas	1. Protect women and girls 2. Increase women's participation in the conflict prevention and resolution, the maintenance of peace and security, and post-conflict peace building 3. Increase awareness of UNSCR 1325 and the Goma Declaration 4. Improve coordination between local authorities and government as well as government and international donors 5. Develop the capacities of key actors responsible for implementing the Plan and improve coordination
	8	Financial Allocation	Not specified
	9	Partnership(s)	UNFPA financed all the processes in the production of this Action Plan.
Monitoring and Evaluation	10	Indicators	Yes
	11	Reporting	Extensive matrix highlighting different actors responsible for reporting under each action area
	12	Civil Society Monitoring	Not specified

**United Kingdom** (2006; not specified; 18 pgs.)

UK Ministers launched the UK's first NAP on UNSCR 1325 on International Women's Day in 2006. The plan gives few details across the featured criterion. The priority areas are very unique and make it explicit that the NAP is applicable domestically as well as internationally. The UK commits to training its own government officials as well as supporting the UN and working with NGOs – domestic and international – in advancing the WPS agenda.

Drafting	1	Leading Agents	Foreign and Commonwealth Office (FCO), Ministry of Defense (MOD), and Department for International Development (DFID)
	2	Involved Parties	Mentions but does not specify other Government departments
	3	Civil Society Involvement	Not specified
Implementation	4	Timeline	Not specified
	5	Roles	Sometimes mentions specific agency but this is rare
	6	Communication	Not specified
	7	Priority Areas	1. UK support to the UN 2. Training and Policy within the UK Government 3. Gender Justice including gender-based violence 4. Disarmament, Demobilization and Reintegration 5. Working with NGOs
	8	Financial Allocation	Not specified
	9	Partnership(s)	Working with UN and NGOs are priority areas
Monitoring and Evaluation	10	Indicators	Not specified
	11	Reporting	Not specified
	12	Civil Society Monitoring	Not specified

**United Kingdom** (2012; 2010-2013; 75 pgs.)

The 2012 revision of the 2010 UK plan is much more thorough and specific than the 2006 UK plan. In fact, it is the most specific NAP based on our content analysis. The plan is the only one to actually include country plans for actions in specific countries (Afghanistan, DRC, and Nepal). Yet, like its predecessors it fails to cite specific funding needs and sources, although it does suggest that the three leading departments will contribute to funding the proposed activities.



Drafting	1	Leading Agents	The Foreign and Commonwealth Office, Ministry of Defense (MOD), and the Department for International Development
	2	Involved Parties	Home Office and the cross-Government Stabilization Unit (SU)
	3	Civil Society Involvement	The civil society coalition group Gender Action for Peace and Security and the Associate Parliamentary Working Group on Women, Peace, and Security were both consulted
Implementation	4	Timeline	Timeline for development but not of implementation
	5	Roles	Yes
	6	Communication	Cross Whitehall working group (MOD, FCO, DFID and Stabilization Unit) meet quarterly to coordinate the Government's activity and progress against the NAP
	7	Priority Areas	1. Prevention, protection, participation, and relief and recovery in conflict afflicted countries 2. Training of national staff working on conflict 3. Develop programs addressing conflict to consider the needs of women and girls 4. Mainstream gender considerations into core working practices.
	8	Financial Allocation	Expenditure is drawn from a variety of budgets across three leading government departments
Monitoring and Evaluation	9	Partnership(s)	Held meetings with multilateral organizations including UN and EU; Working with UN Women, the OSCE, EU, NATO, and the Commonwealth Secretariat; Country plans have been developed for Afghanistan, DRC, and Nepal; regional plan for the MENA region with specific country plans in the process of development
	10	Indicators	Yes
	11	Reporting	The FCO will lead efforts to produce a tri-departmental narrative report review of the NAP annually and present it to the Parliament
	12	Civil Society Monitoring	Cross Whitehall working group meet with civil society bi-annually; Civil society formally comment on the narrative report and possibly develop 'shadow reports'

**United States** (2011; not specified; 26 pgs.)

The United States NAP is unique in setting a timeline for the three main departments in charge of implementation - State, DoD, and USAID – to develop their own departmental implementation plans. In August 2012 both State and USAID launched their organizational action plans. Moreover, the NAP mentions that the Interagency Policy Committee dedicated to Women, Peace and Security (WPS IPC) will later develop specific indicators for the purpose of

monitoring implementation. Thus, the U.S. NAP comes across as relatively unspecific because it delegates specifics to the future.

Drafting	1	Leading Agents	White House National Security Staff
	2	Involved Parties	Departments of State, Defense (DoD), Justice, Treasury, and Homeland Security (DHS), the U.S. Mission to the UN (USUN), the U.S. Agency for International Development (USAID), the U.S. Centers for Disease Control and Prevention (CDC), and the Office of the U.S Trade Representative (USTR)
	3	Civil Society Involvement	The interagency group conducted consultations with representatives of civil society in the United States and congressional staff
Implementation	4	Timeline	No but State, DoD, and USAID are supposed to develop individual implementation plans within 150 days to include time-bound actions that they will take
	5	Roles	Yes
	6	Communication	White House National Security Staff will establish and chair an Interagency Policy Committee dedicated to Women, Peace, and Security(WPS IPC)
	7	Priority Areas	<ol style="list-style-type: none"> <li>1. National integration and institutionalization of a gender-sensitive approach to its diplomatic, development, and defense-related work in conflict-affected environments</li> <li>2. Promote and strengthen women’s rights and effective leadership and substantive participation in peace processes, conflict prevention, peacebuilding, transitional processes, and decision-making institutions in conflict-affected environments</li> <li>3. Strengthen efforts to prevent and protect women and children from violence and to hold perpetrators accountable in conflict-affected environments</li> <li>4. Promote women’s roles in conflict prevention, improve conflict early-warning and response systems through the integration of gender perspectives</li> <li>5. Respond to the distinct needs of women and children in conflict-affected disasters and crises</li> </ol>
	8	Financial Allocation	Not specified
	9	Partnership(s)	For countries of particular concern or countries that represent a unique opportunity, the IPC may coordinate government-wide country plans or provide a coordination function as individual agencies elect to develop country-level plans; provide humanitarian assistance in countries affected by crisis and conflict
Monitoring and Evaluation	10	Indicators	Progress will be monitored and evaluated against specific indicators, to be identified at the direction of the WPS IPC.
	11	Reporting	Through the WPS IPC, agencies will report annually to the National Security Council Deputies Committee on progress made toward achieving the commitments in the NAP and agency-level implementation plans; the Assistant to the President and National Security Advisor will provide an annual report to the President
	12	Civil Society Monitoring	The WPS IPC will establish a mechanism for regular consultation with civil society representatives on the status of the NAP’s implementation.

## Appendix E: Regional Action Plans

### ECOWAS (2010; by 2015; 14 pgs.)

The Economic Community of West African States (ECOWAS) Action Plan for Implementing UNSCR 1325 came out of a 3 day forum, attended by high level government officials from various West African countries as well as various CSOs and UN entities. The development of national action plans is an action item with a goal of having 100% of Member States with plans of action that are being implemented. Finally, the plan is unique for establishing an annual prize giving event for “heroes of implementation of resolutions 1325 and 1820”.

Drafting	1	Leading Agents	Not specified
	2	Involved Parties	Vice President of the Republic of the Gambia, the Ministers in charge of gender and women empowerment of Senegal, Niger, Togo, Sierre Leone, Ghani, Mali, Guinea, Guinea-Bissau, Mauritania and senior government officials from Cote d’Ivoire, Benin, Liberia and Nigeria
	3	Civil Society Involvement	Non-specific; mentions that representatives from Civil Society institutions and organizations from West Africa participated at the forum
Implementation	4	Timeline	Not specified
	5	Roles	Non-specific; specified by priority area rather than sub-activities
	6	Communication	Gender Development Center of ECOWAS to coordinate implementation and the Network on Peace and Security for Women in the ECOWAS Region (NOPSWECO) to serve as the coordinating body for CSOs in West Africa
	7	Priority Areas	<ol style="list-style-type: none"> <li>1. To improve women’s participation in the prevention of conflicts in ECOWAS countries</li> <li>2. To ensure effective protection of women and girls in pre-conflict, conflicts and post conflicts</li> <li>3. To ensure equal participation of women and men in peace, security and reconstruction processes in post conflict situations</li> </ol>

	8	Financial Allocation	Not specified; but does mention providing financial assistance to women entrepreneurs as an action
	9	Partnership(s)	Various UN entities helped to develop the Action Plan. UN entities included under all three priority areas as a responsible actor in implementation.
Monitoring and Evaluation	10	Indicators	Yes
	11	Reporting	Non-specific; mentions putting in place a M & E mechanism including establishing a network of Gender and women empowerment Ministers as well as conducting quarterly reviews of implementation
	12	Civil Society Monitoring	Not specified

**European Union** (2008; not specified; 43 pgs.)

The EU Action Plan includes 17 pages of annexes highlighting European Commission relevant instruments and recent indicative examples of support to actions in the area of women, peace and security. In this section it highlights good practices as well. Despite the lack of specificity along the criteria measured, the EU Plan is relatively comprehensive, including a section on current EU policies and practice on women, peace and security, which includes references to various other documents that detail the EU's commitment to implement UNSCR 1325.

Drafting	1	Leading Agents	Not specified
	2	Involved Parties	Not specified
	3	Civil Society Involvement	Not specified
Implementation	4	Timeline	Not specified
	5	Roles	Not specified
	6	Communication	Not specified

	7	Priority Areas	1) Integrate women, peace and security issues in EU political and policy dialogue with partner governments 2) Mainstream a gender quality approach in EU policies and activities 3) Support specific strategic actions targeted at protecting, supporting and empowering women
	8	Financial Allocation	Not specified
	9	Partnership(s)	Strategic cooperation with UNIFEM and the ICRC as well as an EU-UN Steering Committee on Crisis Management, which will periodically review progress on implementation of UNSCR 1325 and 1820
Monitoring and Evaluation	10	Indicators	Non-specific; the ‘Women, Peace and Security Task Force’ will develop further indicators...
	11	Reporting	Non-specific; the implementation of the action plan will be reviewed in due time
	12	Civil Society Monitoring	Not specified

**NATO** (2011; not specified; 4 pgs.)

The document we analyzed is very short but makes reference to a NATO Action Plan on mainstreaming UNSCR 1325 into NATO-led operations and missions. It also references an Implementation Plan to support the policy that “identifies goals, concrete actions, action authorities, measurement of progress, timelines and status of work.” Yet, the authors have not been able to find either document. Therefore, the fact that the policy document lacks these elements may be explained by the apparent existence of an implementation plan that provides details for the various criteria studied here.

Drafting	1	Leading Agents	Not specified
	2	Involved Parties	Not specified
	3	Civil Society Involvement	Not specified

Implementation	4	Timeline	Not specified
	5	Roles	Not specified
	6	Communication	Not specified
	7	Priority Areas	<ol style="list-style-type: none"> <li>1. Mainstreaming UNSCR 1325 in policies, programs and documentation</li> <li>2. Cooperating with International Organizations, NGOs and civil society</li> <li>3. Operations</li> <li>4. Education and training</li> <li>5. Public diplomacy</li> <li>6. National initiatives</li> </ol>
	8	Financial Allocation	Mentions that the strategy for implementation is based on a practical approach that draws upon both internal and external resources to NATO.
Monitoring and Evaluation	9	Partnership(s)	Cooperation with IOs is one of the priority areas and this includes “exchanges of information, best practices and expertise, as well as practical cooperation.”
	10	Indicators	Not specified
	11	Reporting	The Political Partnerships Committee will review the policy every two years and it will be approved by the EU Council. Additionally, the Implementation Plan will be review on an annual basis in June.
	12	Civil Society Monitoring	Not specified

**Pacific Regional Action Plan** (2012; 2012-2015; 28 pgs.)

The Pacific RAP covers all members of the Pacific Islands Forum: Australia, Cook Islands, Federated States of Micronesia, Fiji, Kiribati, Nauru, New Zealand, Niue, Palau, Papua New Guinea, Republic of Marshall Islands, Samoa, Solomon Islands, Tonga, Tuvalu and Vanuatu. It includes two full pages with details of the drafting process (pp. 18-19). And it commits to

translating and disseminating the RAP widely to increase public awareness and knowledge on WPS.

Drafting	1	Leading Agents	Not specified
	2	Involved Parties	Council of Regional Organizations of the Pacific (CROP) agencies, government representatives (senior officials from countries that are in the process or have developed NAPs and those that are considering moving forward in this area), and members of the Pacific Islander’s Forum Reference Group on SGBV
	3	Civil Society Involvement	CSOs involved in the drafting process
Implementation	4	Timeline	Yes
	5	Roles	Specified; lead agencies and supporting groups listed by sub-activity
	6	Communication	Not specified
	7	Priority Areas	<ol style="list-style-type: none"> <li>1. Gender mainstreaming and women’s leadership in conflict prevention and management, political decision-making and peacebuilding and peacekeeping</li> <li>2. Gender mainstreaming and women’s participation in security sector oversight and accountability</li> <li>3. Protection of women’s human rights in transitional and post-conflict contexts</li> </ol>
	8	Financial Allocation	A budget will be developed and presented at a regional donor roundtable with development partners (pg. 20)
Monitoring and Evaluation	9	Partnership(s)	UN agencies involved in drafting – including UNDP, UNFPA, UN Women, OHCHR, OCHA, ESCAP and UNICEF - “this is the first time the UN will be collectively pooling its support to assist a region to implement UNSCR 1325.” (pg. 4)
	10	Indicators	Yes
	11	Reporting	Annual report provided to PIF Leaders’ lead by PIFS and supported by the WPS Reference Group

	12	Civil Society Monitoring	Civil society involved in WPS Reference Group
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**United Nations** (2011; 2011-2020, 12 pgs.)

The UN Strategic Results Framework on Women, Peace and Security includes only two pages of text followed by an action matrix. In fact, the Framework explicitly states that “it is not intended to be comprehensive – it is intended to be strategic...” The document is unique for including intermediate targets but this is perhaps not surprising given that it covers a ten year timeframe and thus necessitates such targets.

Drafting	1	Leading Agents	Not specified
	2	Involved Parties	Not specified
	3	Civil Society Involvement	Not specified
Implementation	4	Timeline	Intermediate goals for 2014
	5	Roles	Lead entities are specified for each action
	6	Communication	Non-specific; “entities responsible for coordinating its implementation will provide regular updates...”
	7	Priority Areas	<ol style="list-style-type: none"> <li>1. Prevention: prevention of conflict and all forms of violence against women and girls in conflict and post-conflict situations</li> <li>2. Participation: women participate equally with men and gender equality is promoted in peace and security decision-making processes at national, local, regional and international levels</li> <li>3. Protection: women’s and girls’ rights are protected and promoted in conflict-affected situations</li> <li>4. Relief and recovery: women and girls’ specific relief needs are met and women’s capacities to act as agents in relief and recovery are reinforced in conflict and post-conflict situations</li> </ol>



	8	Financial Allocation	Not specified
	9	Partnership(s)	Not specified
Monitoring and Evaluation	10	Indicators	Specified; 26 global indicators under the four pillars
	11	Reporting	The High-Level UN Steering Committee on Women, Peace and Security (HLSC-WPS) will oversee and monitor progress and will be updated regularly by the entities responsible for coordination of implementation
	12	Civil Society Monitoring	Not specified

## Appendix F: Content Analysis of 1325 NAPs

	Description	Ideal characteristics
<b>Date</b>	When was the NAP formally adopted?	The earlier the better!
<b>Plan period</b>	Is it made clear how many years the plan covers?	Setting a plan period is useful for the enforcement and evaluation of the plan.
<b>Length</b>	How long is the document in pages until the end of its main content (i.e. don't include pages they put to insert UNSCR1325)?	A national action plan probably needs at least 25-30 pages to cover necessary detail
<b>Leading Agents</b>	Who lead the process? Was there one party to do this?	It helps to identify a lead agency because the convener is clearly identified as a point of contact with responsibility.
<b>Involved Parties</b>	What government agencies involved in the preparation process?	Knowing the agents also can help make it possible to understand why some specific topics are or are not included in the plan.
<b>Civil Society Involvement</b>	Were civil society organizations involved in the preparation phase? Are they explicitly identified?	Countries should note that they have representatives involved with all aspects of the plan - from development to evaluation/monitoring - and, if there are main civil society organizations that have been involved, those organizations probably should be named at some point(s) in the documents
<b>Timeline</b>	Are proposed actions scheduled to happen at a specific time?	Timelines are important for both implementation and evaluation.
<b>Roles</b>	Are the specific roles of different departments/agents identified?	The action plans should not leave any holes regarding implementation and each agent should be identified
<b>Communication</b>	Is there a mechanism or plan to facilitate communication and coordination between various implementing agents?	It is important to include specific information about the coordination of the implementation efforts (e.g., how and how often participants will communicate with each other and the public).
<b>Priority Areas</b>	What are the main focus areas?	Setting a smaller number of priority areas can help to focus efforts on less broad yet deeper implementation
<b>Financial Allocation</b>	Is there reference to how activities will be funded?	Financial allocation is crucial because implementation depends on adequate financing, which is necessary but insufficient.
<b>Partnership(s)</b>	Does the plan mention any other countries or external organizations that the country will or has partnered with?	Working with other states can prove to be an effective strategy when implementing the tenets of UNSCR 1325
<b>Indicators</b>	Are measurable and specific indicators identified?	Identifying specific outcomes will not only make it easier to measure the success of the plan, but also will provide a framework for identifying problems and modifying the action plan.
<b>Reporting</b>	Does a reporting and feedback process exist? If so, what is it?	Specifics about the reporting and feedback processes should be included in plans as they are important to assess performance and for the further development of plans.
<b>Civil Society Monitoring</b>	Does the plan mention the specific role and mandate of civil society within M & E?	The role of civil society as monitors should be explicit and encouraged.

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