



HM Government

# UK National Action Plan on Women, Peace & Security 2018 - 2022

January 2018



Cover image:

Darfur Women March in Campaign against Gender-Based Violence

Picture © UN Photo/Albert Gonzalez Farran

# UK National Action Plan on Women, Peace & Security 2018 - 2022

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# 1: Foreword

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**The Women, Peace and Security agenda and promoting global gender equality internationally is a key priority for the Government. It is in the UK’s national interest; empowering women and girls through the Government’s work improves peace and stability, economic growth and poverty reduction.**

We have made huge strides on this agenda over the last three years. Our strong domestic and international record on women and girls means that we are seen as a global leader. This National Action Plan demonstrates we want to do even more.

We are well placed to do this. The UK’s standing as a permanent member of the UN Security Council – along with our role in NATO, the G7 and the G20 – gives us the means to take forward this ambition. So does the Government’s commitment to spending 0.7% of national income on aid and 2% on defence.

Together, our departments will put women and girls at the heart of our work to prevent and resolve conflict. We do this because of our commitment to gender equality, and because we understand that this is an essential part of building lasting peace and stability. In particular, we shall aim to promote the participation of women in decision-making, ensure that humanitarian responses work for women, and seek to end gender-based violence, particularly violence against women and girls, and sexual exploitation and abuse in conflict settings.

Achieving this will require strong international partnerships, including through the new WPS Chief of Defence Staff Network. Civil society including women human rights defenders, will remain a critical partner.

The Foreign Secretary’s Special Envoy for Gender Equality will lead in delivering a foreign policy that seeks to improve the lives of women and girls, working closely with the Prime Minister’s Special Representative on Preventing Sexual Violence in Conflict. The MOD’s Gender Champion, the Vice Chief of Defence Staff, will lead the MOD’s work to integrate gender perspectives into armed forces and to promote the role of women in peacekeeping. DFID will continue to spend half of its budget in fragile and conflict-affected states while mandating that all programmes consider gender equality in line with the provisions of the Gender Equality Act.

These combined efforts will focus on our priorities for the Women, Peace and Security agenda as set out in this National Action Plan.



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Ministry  
of Defence



**The Rt Hon Boris  
Johnson MP**

*Secretary of State for Foreign Affairs*



**The Rt Hon Penny  
Mordaunt MP**

*Secretary of State for  
International Development*



**The Rt Hon Gavin  
Williamson MP**

*Secretary of State for Defence*

## 2: Introduction

The global Women, Peace and Security (WPS) agenda exists to promote and fulfil women's human rights and achieve gender equality, as part of efforts to build more peaceful and stable societies for all. The UK Government is committed to preventing violent conflict overseas because it saves lives and reduces human, social and economic costs. Conflict prevention reduces the need for the UK to deploy its Armed Forces, and in an interconnected world, preventing conflict directly contributes to our own national security. The 2015 National Security Strategy and Strategic Defence and Security Review states that the "full attainment of political, social and economic rights for women is one of the greatest prizes of the 21<sup>st</sup> century, and central to greater peace and stability overseas. This is a UK priority."<sup>1</sup>

The UK National Action Plan on Women, Peace and Security (NAP) is founded on an understanding that people experience violent conflict differently according to their gender, with women and girls being particularly affected. Conflict shapes and is shaped by gender norms, therefore we must take gender into account in our responses. The NAP sets out how the UK Government will integrate a gender perspective into its work to build security and stability overseas, protect the human rights of women and girls, and promote their meaningful participation in conflict prevention and resolution.

Promoting gender equality in fragile and conflict-affected states is a matter of human rights. Women and girls are more likely to experience gender-based violence (GBV) during conflict and after a peace agreement has been signed. Women and girls are also more likely to see their rights curtailed in times of conflict, including access to basic services such as sexual and reproductive health, education, security and justice. They often take on increased responsibilities in caring for dependents and other domestic labour. These effects have lasting impacts on gender equality and women and girls' ability to influence and participate in public life. Ensuring women's security forms part of our commitment to promoting human rights and the rule of law around the globe. The Ending Violence Against Women and Girls Strategy confirms that "ending violence against women and girls is a top priority for the UK Government."<sup>2</sup>

Evidence that gender equality is essential to building peace and security has grown substantially since UN Security Council Resolution (UNSCR) 1325 was adopted in 2000. Research shows that countries with high levels of gender-based discrimination are more likely to experience intra- and interstate conflict, while countries in which men and women have more fair and equal access to opportunities tend to be stable and peaceful.<sup>3</sup> In countries where a higher proportion of police officers are women, survivors of sexual assault are more likely to report it to police.<sup>4</sup> In peace processes where women are able to exert strong influence, it is much more

### National Action Plan 2018-2022

**National Action Plans bring together a country's plans for delivering its WPS commitments.**

The UK NAP is jointly owned by the Foreign and Commonwealth Office (FCO), Ministry of Defence (MOD) and Department for International Development (DFID), supported by the Stabilisation Unit. It was produced in collaboration with civil society and academics including the Gender Action for Peace and Security (GAPS) network of UK-based NGOs and the LSE Centre for Women, Peace and Security and following in-country civil society consultations in Afghanistan, Burma, Somalia and Syria to ensure the voices of women in fragile and conflict-affected states were included. The NAP is the UK's highest level strategy on gender and conflict.

The NAP is outward looking, focusing on what we can deliver internationally through diplomacy, development and defence, along with our bilateral and multilateral partners. It makes links to other UK policies (see section 4) but does not subsume or supercede them. Focus countries represent areas where there is both a high level need for WPS work, and the potential for the UK to have a substantial impact on the situation for women and girls over the lifetime of the NAP. Retaining a consistent set of focus countries from one NAP to the next enables us to map progress over a longer period of time. In addition to focus countries, the UK consistently works to promote WPS across its overseas network.

likely that an agreement will be reached and implemented, and the peace is 35% more likely to last for fifteen years.<sup>5</sup> Women are still regularly excluded, although the picture is changing. In 2014, women in senior positions were found in 75% of UN led or co-led peace processes.<sup>6</sup> The same year, 50% of all peace agreements signed contained articles referencing women or gender, up from 22% in 2010. However, there is much more work to do.



Inside a Bangladesh refugee camp a classroom of Rohingya children sing English songs at a UNICEF learning centre, funded by UK aid.

Picture © Anna Dubuis/DFID

## The International Policy Framework:

There have been eight UN Security Council Resolutions (UNSCR) adopted on WPS. UNSCR 1325 was the first landmark Resolution to be adopted in 2000, calling for increased representation of women at all decision-making levels for the prevention, management, and resolution of conflict.

There have been eight related Resolutions since then: 1820 (2008), 1888 (2009), 1889 (2009), 1960 (2010), 2106 (2013), 2122 (2013), 2242 (2015) and 2331 (2016). Women, Peace and Security is a key component of the Beijing Platform for Action (1995), and the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW, 1979), which was updated in 2015 to include General Recommendation No. 30 on women in conflict prevention, conflict and post-conflict situations. The UK worked with our international partners to ensure that the UN Sustainable Development Goals includes a standalone goal on gender equality and the empowerment of women and girls (goal 5) and that gender equality is integrated through the other goals, including goal 16 on peaceful and inclusive societies.

*The four pillars of the WPS agenda are:*

**Prevention:** Prevention of conflict and all forms of violence against women and girls in conflict and post-conflict situations

**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

**Protection:** Women's and girls' rights are protected and promoted in conflict-affected situations

**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

## 3: The Strategy

The 2018-2022 NAP identifies seven strategic outcomes which set the vision for UK WPS implementation in conflict settings. These strategic outcomes have been selected for their contributions to the four pillars of WPS (see page 3), their relevance across the nine focus countries, and the ability of the UK to lead or make a significant contribution. The outcomes are designed to be specific, measurable, achievable, relevant, and represent areas where we would expect to see progress over a five year period. We will pursue these outcomes based on evidence, local knowledge and contextual understanding accepting that interventions will be different across focus countries and that these may shift over time.

The NAP articulates HMG's overall priorities for WPS and provides guiding principles for action, but does not set out a prescriptive list of activities which should be undertaken in order to achieve these strategic outcomes, nor does it capture all of the UK's contributions to the WPS agenda. The pillars of UNSCR 1325 continue to represent the high level impact we are seeking to achieve through our work and that of others in the global community. Figure 1 illustrates how the seven strategic outcomes contribute toward progress on the four pillars.

The strategic outcomes are the UK's direction for our work on WPS. The following section outlines the UK's approach to each strategic outcome. The nature and stage of conflict is significantly different across the contexts in which the UK is active. Political, economic, and social realities are different and will change, sometimes rapidly, within the lifetime of the

NAP. Activities will be different across focus countries and over time, and will be based on evidence, local knowledge and contextual understanding. The strategic outcomes enable policy and programme teams to design and deliver interventions that contribute to multiple outcomes, although focus countries may not deliver against all of the outcomes as contextual factors allow. Figures 2-7 illustrate how existing UK Government activities in the NAP focus countries contribute to multiple strategic outcomes.

Across all strategic outcome areas, we will work to ensure that our efforts address the needs and rights of women and girls from all social backgrounds. The UK Government recognises that the challenges facing women and girls differ according to, for example, age, race, ethnicity, caste, class, disability, sexual orientation and gender identity, and urban/rural location. The needs of adolescent girls are frequently overlooked, yet they are a particularly important group to support in order to bring about change in the long term. Because systemic gender inequality disadvantages women and girls, they are the focus of our work on WPS. However we also recognise the need to work with men and boys, who may be opponents of or advocates for gender equality, as well as survivors of gender-based violence. Our work on WPS is supported by long term efforts to challenge structural causes of gender equality, set out in DFID's Strategic Vision for Gender Equality.

**This NAP has been developed based on lessons learned from the previous three UK NAPs and new research and evidence on WPS.**

**Key changes are:**

- The NAP covers a longer, five-year, period, enabling greater opportunity for the UK and implementing partners to demonstrate impact against our long-term objectives and outcomes
- It provides a vision of what the UK wants to achieve on WPS, not a fixed country-level implementation plan. This will enable us to respond flexibly to local realities and changes in the contexts and to adapt programmes and activities to global and local developments
- It has seven strategic outcomes, linked to the four pillars of WPS, where the UK can demonstrate a comparative advantage and expect to see real progress over this period
- It retains inclusion of focus countries, recognising that this helps the UK to raise issues and work in partnership with governments, and improves domestic and international visibility, but it increases the number from six to nine. They are: Afghanistan, Burma, Democratic Republic of Congo (DRC), Iraq, Libya, Nigeria, Somalia, South Sudan and Syria
- It sets out more clearly how it fits with wider HMG policies and strategies to ensure complementarity with other Government efforts



## UK NAP Strategic Outcomes



### 1. **Decision-making:**

An increase in women's meaningful and representative participation in decision making processes, including conflict prevention and peacebuilding at community and national levels



### 2. **Peacekeeping:**

A gender perspective is consistently applied in the setting and implementation of international standards and mandates for peace operations



### 3. **Gender-based violence:**

An increase in the number and scale of interventions that integrate effective measures to prevent and respond to gender-based violence, particularly violence against women and girls (VAWG) which is the most prevalent form of GBV



### 4. **Humanitarian response:**

Women's and girls' needs are more effectively met by humanitarian actors and interventions through needs-based responses that promote meaningful participation and leadership



### 5. **Security and justice:**

Security and justice actors are increasingly accountable to women and girls, and responsive to their rights and needs



### 6. **Preventing and countering violent extremism:**

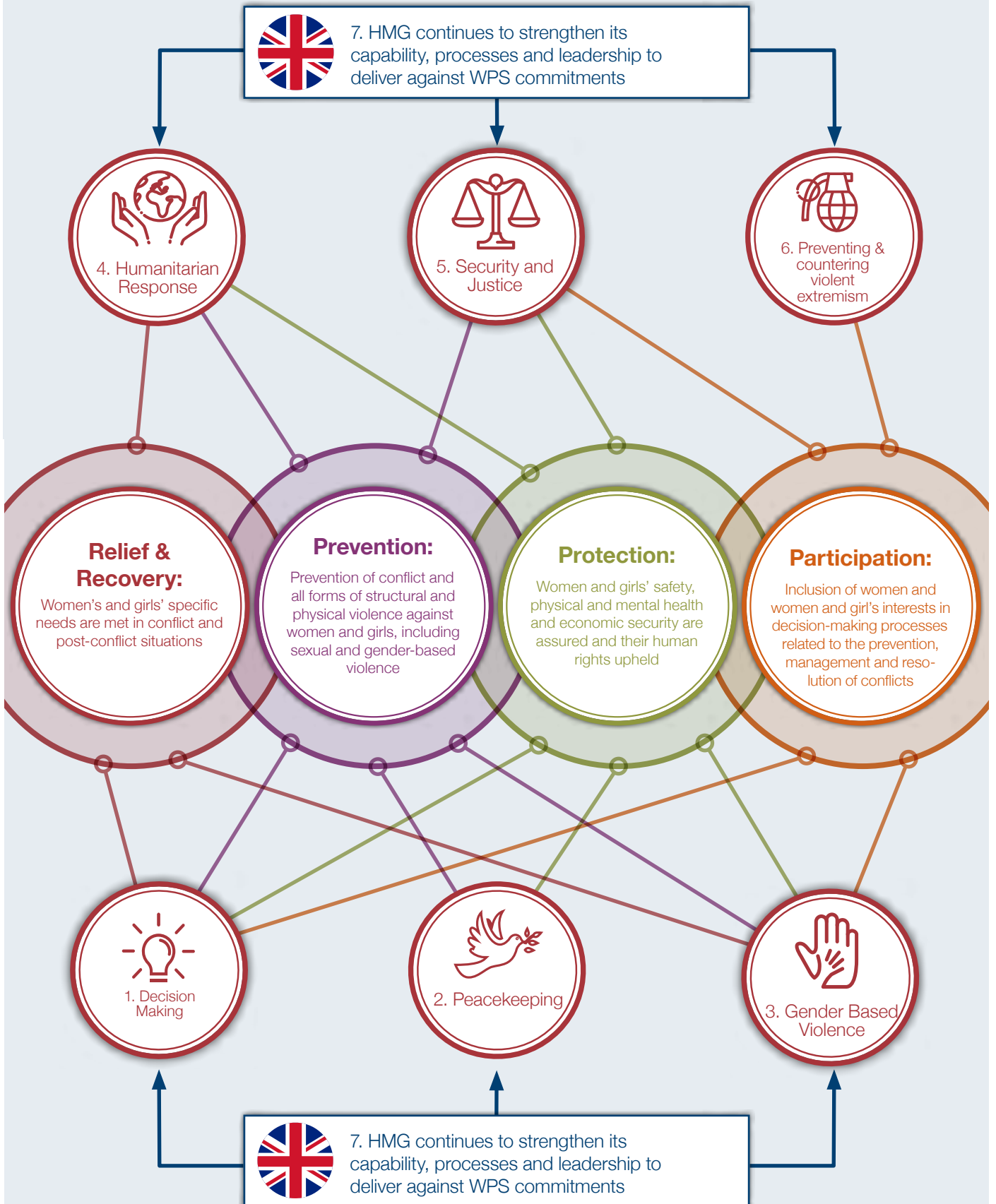
Ensure the participation and leadership of women in developing strategies to prevent and counter violent extremism



### 7. **UK capabilities:**

HMG continues to strengthen its capability, processes and leadership to deliver against WPS commitments

**Figure 1: The NAP's seven strategic outcomes contribute to the four pillars of WPS**





UNMISS Civil Affairs Division Conducts Mediation Workshop, 17 May 2016, Juba, South Sudan  
Picture © UN Photo/JC Mcllwaine

## Strategic Outcome 1: Decision-making

**An increase in women’s meaningful and representative participation and leadership in decision making processes, including conflict prevention and peacebuilding at community and national levels**

Women and girls continue to be under-represented in governance at all levels of decision-making, in both formal and informal spaces. Supporting women and girls’ meaningful mobilisation and participation in political life, mediation, conflict prevention, peacebuilding and in post-conflict processes to rebuild their countries and communities is essential to building lasting peace and stability.

When women participate in political life, policymaking is more inclusive, with the needs and concerns of women better represented.<sup>7</sup> Women in conflict and crises contexts can be a more reliable source of information for informing prevention and protection measures for the population at risk – and can help humanitarian/development actors develop strategies more relevant to the context – both for women and for the wider community.

Women have a right to be represented in the decision-making processes that affect their lives, and conflict resolution and peace processes in which women exert strong influence are more likely to succeed.<sup>8</sup> Social upheaval in conflict and post-conflict contexts offers an opportunity to address the root causes of gender inequality and enhance opportunities for women to play an increased role in political decision-making.

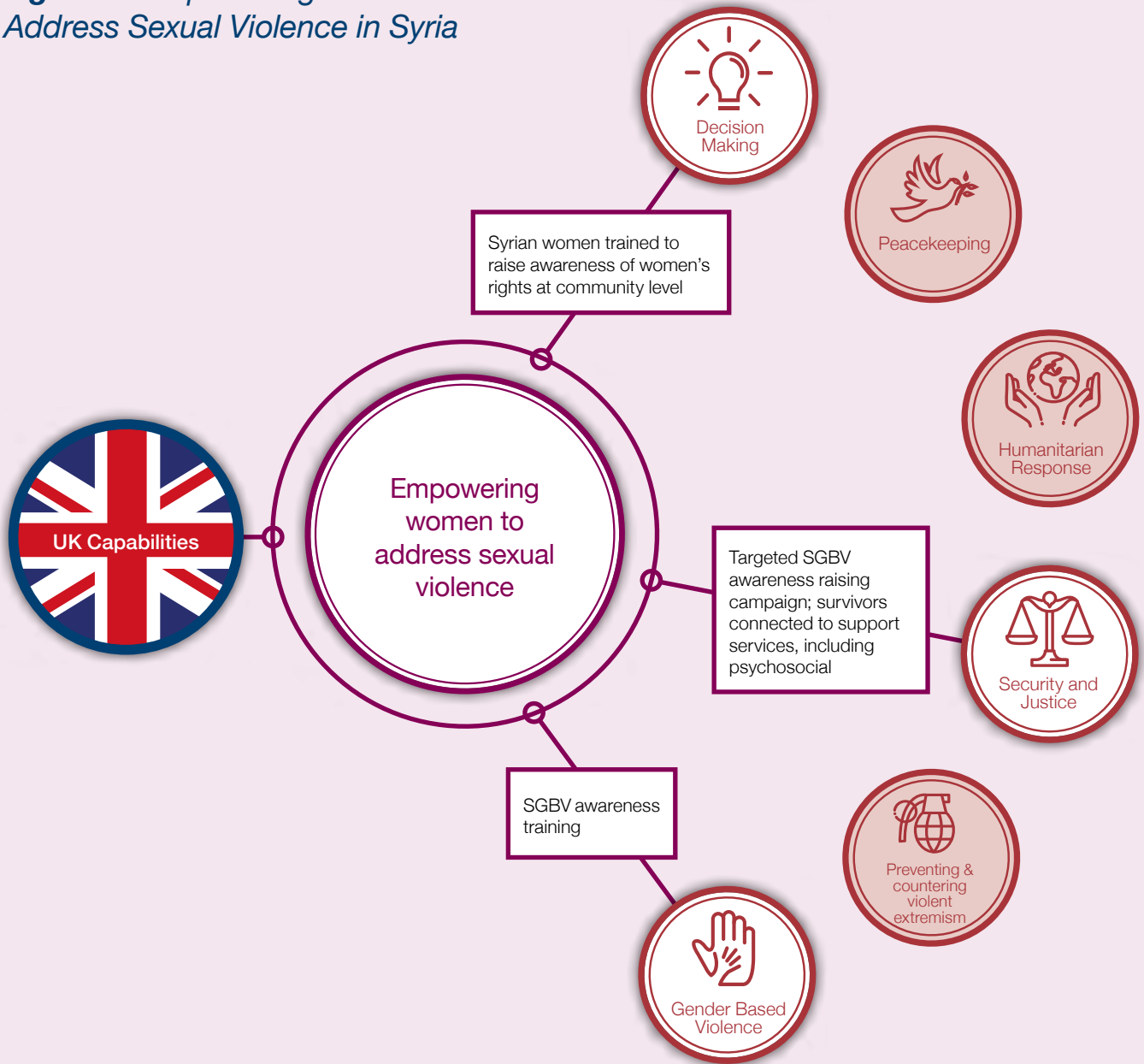
This outcome focuses specifically on the UK’s support for processes that directly aim to prevent or resolve conflict, including through early warning, mediation, dialogue and reconciliation processes, and through our support for legitimate and effective institutions of governance in places affected by conflict. These processes can be both formal and informal.

Gender equality within the far wider range of interventions that we support to build stability and address the long-term drivers of conflict is addressed within DFID’s Strategic Vision for Gender Equality. ‘Meaningful and representative participation’ means that women are not only present in decision-making spaces but are able to exert real influence, including (but not only) on the issues that particularly affect women and girls. ‘Representative’ means that those speaking for women should reflect the diversity of women’s views and experiences.

The UK will work on tackling the obstacles to women’s leadership and meaningful political participation such as the lack of public/social support and political party support; entrenched patriarchal views; gender, age and ethnic discrimination; violence and intimidation; lack of an enabling environment for women’s rights organisations and women human rights defenders (WHRDs) to mobilise freely; and financial means, skills, confidence or access to technology and legal services. The UK will pursue diplomatic policies at multilateral and bilateral level to influence and transform the political environment in fragile and conflict-affected states to enable and encourage the participation of women in decision making and support programme initiatives to enable women to play leadership roles.

Advocating for women’s right to participate in decision-making is fundamental to the implementation of the UK’s WPS commitments. While it contributes indirectly to all four pillars of the WPS agenda, this strategic outcome’s main goal is to further the implementation of the **participation** pillar, as well as to **relief and recovery**.

**Figure 2: Empowering Women to Address Sexual Violence in Syria**



The National Democratic Institute, funded by the Global Britain Fund, have operated the *Empowering Women to Address Sexual Violence* project in Syria since June 2015 (£400,000 for FY16/17). The project has enabled the training of a number of WHRDs, and supported a range of community outreach activities to raise awareness of GBV and women’s rights at a community level, addressing strategic outcome 1. The programme has equipped Syrians with the skills and resources to raise awareness on gender equality and GBV; connect victims to medical, social, and legal services; and develop policy recommendations for key stakeholders as an entry point to long-term measures for women’s empowerment, contributing to strategic outcome 3.

Operating in opposition held areas of Syria, WHRDs have led over 440 civic discussion sessions with over 3,000 community members in Syria and southern Turkey, increasing their understanding of women’s rights and GBV. These grassroots efforts have led to progress in raising awareness and changing attitudes on violence against Syrian women, and women are gradually becoming more empowered with the skills and experience to effect change on this issue within their communities. The project has also enabled survivors to access local support services, increasing access to support through partnership with Syrian civil society organisations, including the White Helmets and local councils, working towards outcome five.



Private Linda Mensah, one of the 41 female members of the Ghanaian Battalion (GhanaBat) 10 of the United Nations Mission in Liberia (UNMIL), is deployed to patrol the city.

Picture © UN Photo/Christopher Herwig

## Strategic Outcome 2: Peacekeeping

A gender perspective is consistently applied in the setting and implementation of international standards and mandates for peace operations.

UNSCR 1325 and related resolutions on WPS state that the integration of a gender perspective into peace missions, including peacekeeping and special political missions, is vital to ensuring that the needs of women, men, boys and girls are considered and met. Despite this, such interventions have sometimes failed to adequately respond to the distinct challenges and effects of conflict faced by marginalised groups, particularly women and girls.

Peace operations have a key role to play in preventing violence and protecting the rights of women and girls in conflict settings. It is essential that peacekeepers are able to recognise the different ways in which women and girls are affected by conflict and that they are adequately trained to prevent, recognise and respond to incidences of conflict-related GBV. Peacekeeping missions increasingly have provisions on WPS in their mandates and are equipped with gender expertise.<sup>9</sup> Evidence also shows that peacekeeping missions that include women are more effective and better able to engage with the local population, particularly women and girls,<sup>10</sup> yet the percentage of women deployed in military and police positions remains low at 3.7% and 9.5% respectively.<sup>11</sup> The reputation of international peacekeeping missions continues to be tainted by sexual exploitation and abuse (SEA) by some UN staff and peacekeepers. The UN has registered over 140 allegations of SEA in 2016 and 2017, affecting more than 300 people, the majority of whom were women and girls.<sup>12</sup> Many more cases may go unreported.

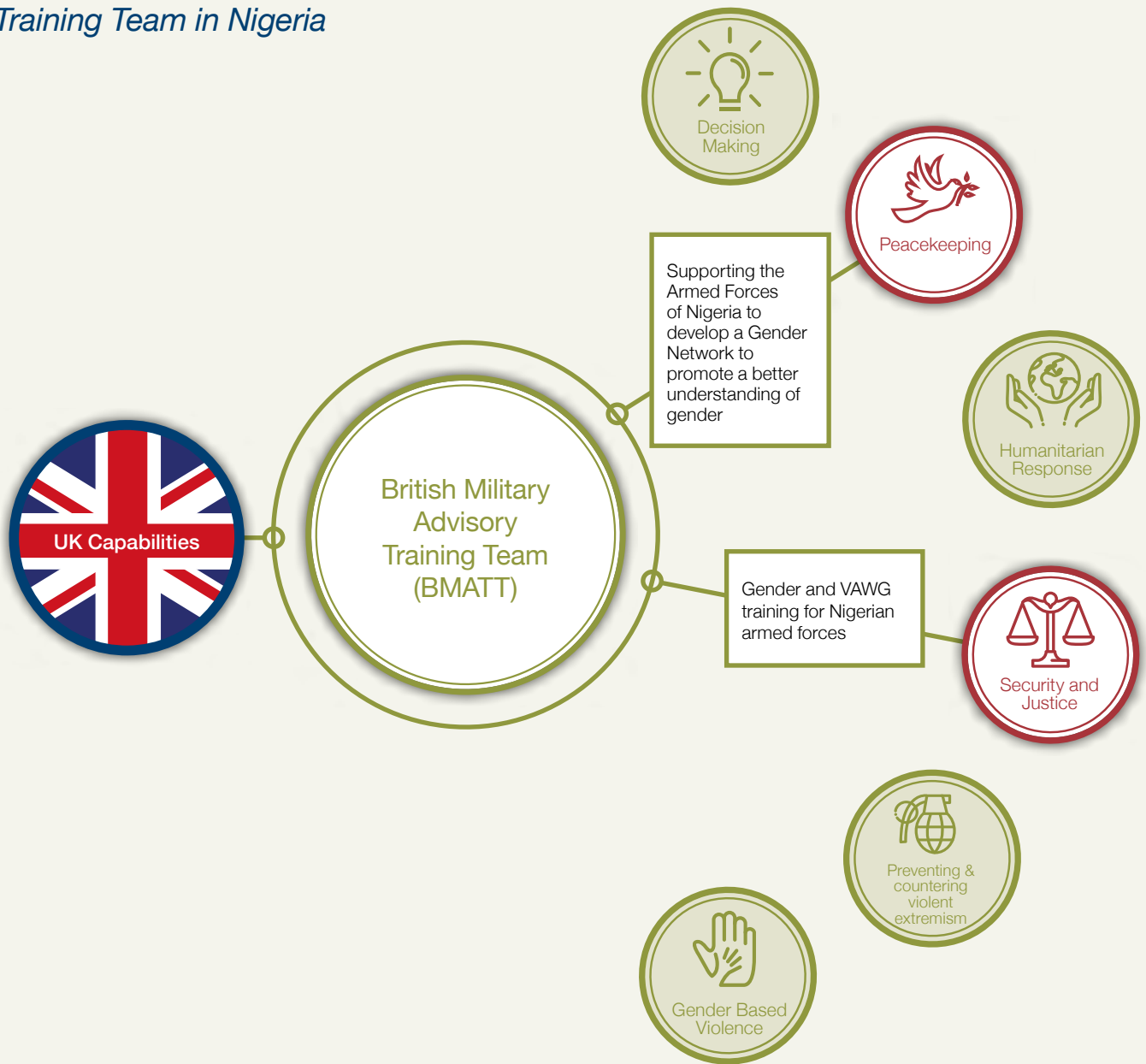
The integration of a gender perspective means making the concerns and experiences of both women, men, boys and

girls an integral dimension of the design, implementation, review and evaluation of policies, programmes and military operations, including monitoring and verification. Peace operation mandates that set and meet commitments on gender equality, and the application of a gender perspective by military, police and civilian actors, ensure that women and girls are more effectively supported and better protected.

'International standards' refers to formal institutional requirements – the rules and mandates that govern the field operations of political missions and peace operations, which the UK can influence through diplomatic efforts. The UK supports the meeting of standards through its military, political and humanitarian contributions to operations, and through building the capacity of international partners. The UK is clear that the UN must act to eradicate SEA and demonstrate the highest possible standards of protection for women and girls. We support the UN Secretary General's zero-tolerance approach, and concrete actions to prevent abuse, investigate all allegations, and to report annually on progress. The UK will support survivor-centred approaches and appropriate police, judicial and penal action against perpetrators; improved training for uniformed and non-uniformed personnel; and increased numbers of women deployed in peace operations.

Effective interventions to restore, maintain and support peace **prevent** the exacerbation or resumption of conflict and violence, including against women and girls. Gender sensitive peace operations will better protect women and girls, as well as men and boys, from violence.

**Figure 3: British Military Advisory Training Team in Nigeria**



The British Military Advisory Training Team is providing pre-deployment training to the Nigerian military going to fight Boko Haram in North East Nigeria. This includes training on relations between the military and civilians as well as gender issues including VAWG. Nigerian security forces have been accused of sexual abuse.<sup>13</sup> Such training contributes to increased acceptance of international norms and to improved behaviour by Nigerian soldiers while in field operations, therefore contributing to strategic outcome 5.

The team also works with the Nigerian Ministry of Defence on broad defence reform, including mainstreaming gender issues in the military doctrine and developing a Gender Network to promote better understanding of gender perspectives throughout the Nigerian military. Due to the role played by Nigeria in peacekeeping operations, in particular in West Africa, this work also contributes to strategic outcome 2.

### Strategic Outcome 3: Gender-based violence

An increase in the number and scale of interventions that integrate effective measures to prevent and respond to gender-based violence, particularly violence against women and girls which is the most prevalent form of gender-based violence

GBV is a widespread human rights abuse with heavy costs – for individuals, families, economies and societies. GBV increases in conflict due to displacement, the breakdown of social structures, a lack of law enforcement, the further entrenchment of harmful gender norms, and the loss of livelihood opportunities, among other reasons.<sup>14</sup> Such violence disproportionately affects women and girls as a result of the unequal distribution of power in society between women and men. The most common form of GBV is intimate partner violence against women, even in conflict-affected and emergency settings, showing that conflict-related gender violence is connected to broader trends of VAWG and gender inequality.<sup>15</sup> WHRDs working in conflict zones are at particular risk of GBV, including sexual violence, harassment and smear campaigns. GBV by combatants in conflict destroys communities, undermines transitions to peace and hinders relief and recovery. This is why sexual violence is used as a tactic of war. Men and boys can also experience conflict-related GBV, particularly in detention and within armed groups, while sexual and gender minorities also face high levels of discrimination and GBV worldwide.

‘Gender-based violence’ is an umbrella term for any harmful act that is perpetrated against a person’s will, and that is based on socially ascribed gender differences between males and females.<sup>16</sup> ‘Violence against women and girls’ is any act of gender-based violence that results in, or is likely to result in, physical, sexual, or psychological harm or suffering to women, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or private life.<sup>17</sup> ‘Intimate partner violence’ includes physical, sexual, and emotional abuse and controlling behaviours by an intimate partner.

Action to drive down and respond to conflict-related gender-based violence builds on and accelerates the UK’s track record of global leadership in this area. The Cross-Government Ending Violence Against Women and Girls Strategy (2016-20) sets out both domestic and international interests, including through the Women, Peace and Security agenda and the FCO-led Preventing Sexual Violence Initiative (PSVI). DFID’s Strategic Vision for Gender Equality has a focus on preventing and responding to all forms of VAWG, in peace, conflict and crisis. The outcome also supports the UK’s efforts to deliver on its international commitments, including Sustainable Development Goal 5.2 which was championed by the UK and aims to eliminate all forms of VAWG; as well as General Recommendation 35 on gender-based violence against women under CEDAW.

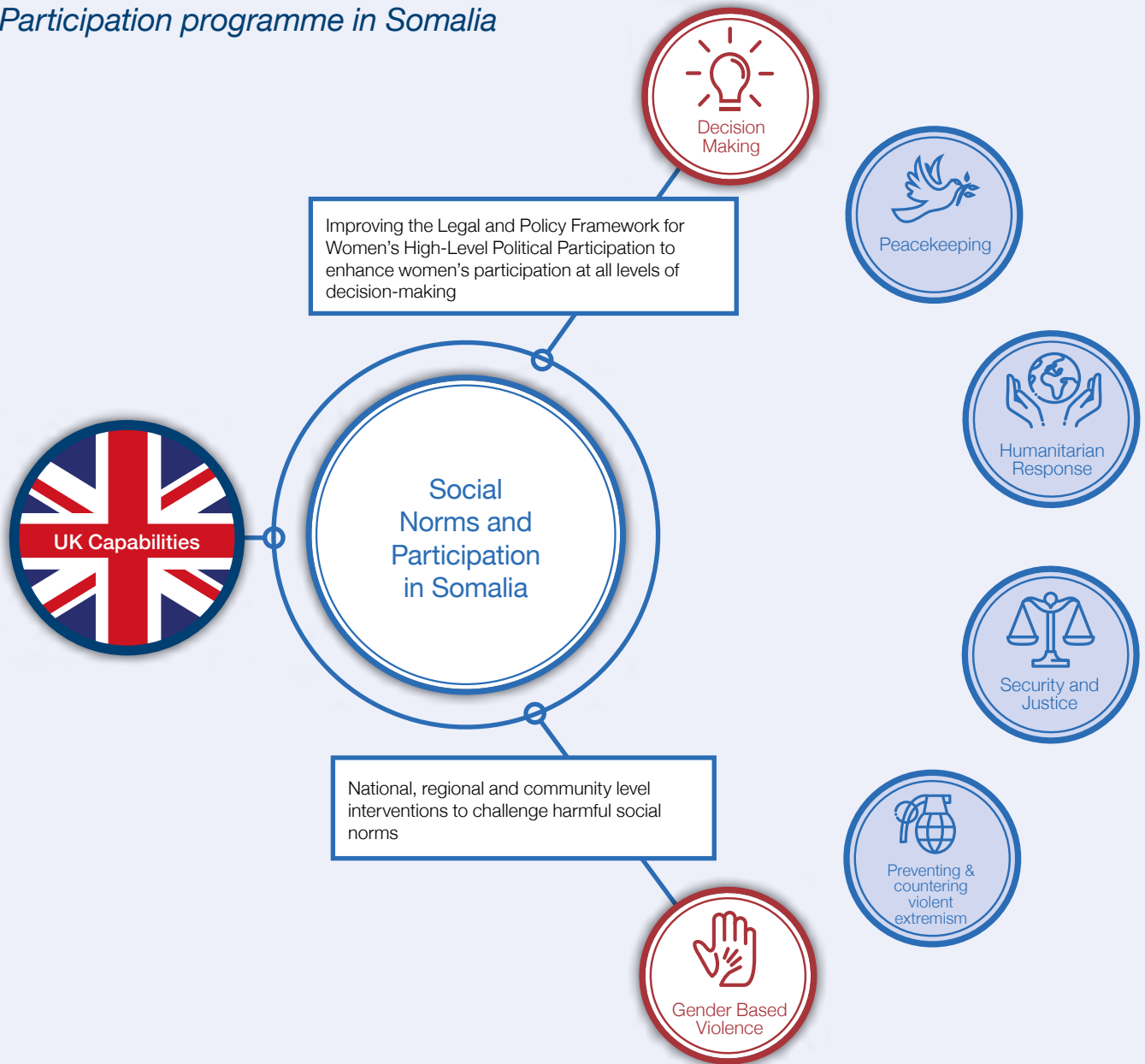
The evidence base is growing on what works to prevent and respond to GBV in conflict settings. This highlights the importance of addressing gender inequality and discriminatory attitudes, beliefs and behaviours as a root cause of GBV. It also points to the need to recognise links between prevention and response interventions, where responses to violence can integrate services that help protect survivors from further violence and combat stigma.

There is evidence that a range of comprehensive measures can help prevent GBV in conflict contexts and/or provide an essential enabling environment. These include supporting the development and implementation of a comprehensive legal framework criminalising violence, with survivor-centred protections for those who experience GBV; supporting women’s economic empowerment in combination with gender transformative interventions focused on promoting gender equality and addressing harmful gender norms; support to attitudinal, behavioural and norm change through group education (including with men and boys and in schools), relationship-level interventions and community mobilisation and advocacy.<sup>18</sup> The evidence suggests that the most effective responses to GBV include support for multi-sectoral services for survivors (medical, psychosocial, legal, economic support and safe spaces), including community-based psychosocial and livelihoods support.<sup>19</sup>

Security and justice actors can play an important role in protecting women and girls – and men and boys – from GBV and ensuring that survivors can access justice and obtain redress; this is addressed under **strategic outcome 5**. Addressing sexual exploitation and abuse by UN peacekeepers is also critical for the prevention of GBV, and is addressed under **strategic outcome 2**.

Prevention and response to GBV contributes directly to all four pillars of WPS: **participation, prevention, protection** and **relief and recovery**.

**Figure 4: Social Norms and Participation programme in Somalia**



DFID's Social Norms and Participation (SNAP) programme is a five year £10m programme that seeks to promote the participation, fair treatment and security of women across society in Somalia. It contributes to strategic outcomes 1 and 3 of the NAP. SNAP provides funding to encourage women's participation in parliamentary and public decision-making. This includes supporting nationwide consultation with women on key policy issues including elections, security, the Constitution and human rights as well as work to ensure that women have a fair (and safe) chance to stand as potential candidates in elections. SNAP is also supporting a consortium of NGOs (called CHANGE) to engage in activities to prevent harmful social practices that affect women and girls. This entails working with communities to address FGM/C, early and child marriage and intimate partner violence using behaviour-change communication, economic empowerment initiatives with women and standing-up appropriate referral and protection measures for women and girls, especially in crisis and conflict-affected settings.

Results already include: (a) agreement to women's parliamentary quota in elections and delivery of 24% seats represented by women; (b) more than 600 community leaders engaged on debate to end female genital mutilation/cutting (FGM/C); (c) targeted support during the current drought in Somalia to female-headed households with adolescent girls' members to head-off the risks of child, early and forced marriage of girls.





HMS Daring Sailors Taking Part in Humanitarian Relief Operation in the Philippines  
Picture © Crown Copyright 2013 Photographer: LPHOT Keith Morgan

## Strategic Outcome 4: Humanitarian response

Women's and girls' needs are more effectively met by humanitarian actors and interventions through needs-based responses that promote meaningful participation and leadership

Conflict leads to displacement, humanitarian emergencies and protracted crises. There are currently unprecedented global humanitarian needs, which have left record numbers of people hungry, sick and forced from their homes.<sup>20</sup> All of the NAP's nine focus countries required international humanitarian assistance in 2016. Women and girls are disproportionately affected by these crises due to pre-existing gender inequalities, increases in GBV, and a lack of opportunities to participate in shaping humanitarian responses to ensure their needs are met. Evidence shows that crises exacerbate existing unequal gender norms: women and girls suffer from inadequate sanitary provisions and conditions during menstruation, pregnancy and lactation; they are often unable to access sexual and reproductive health services; and they face heightened risks of violence, exploitation, and abuse.<sup>21</sup> For example, 60% of preventable maternal deaths take place in settings of conflict, displacement and natural disasters.<sup>22</sup>

Involving women and girls in the design and delivery of humanitarian interventions also has wider benefits: evidence shows that drawing on women's valuable knowledge and experience increases the overall effectiveness of humanitarian programmes, improving access to and use of services by everyone: women, men, girls and boys.<sup>23</sup> Responding to crises in a way that addresses the acute needs of women and girls can also present opportunities to promote their rights and shift gender norms towards equality, providing a longer-term opportunity for lasting change.

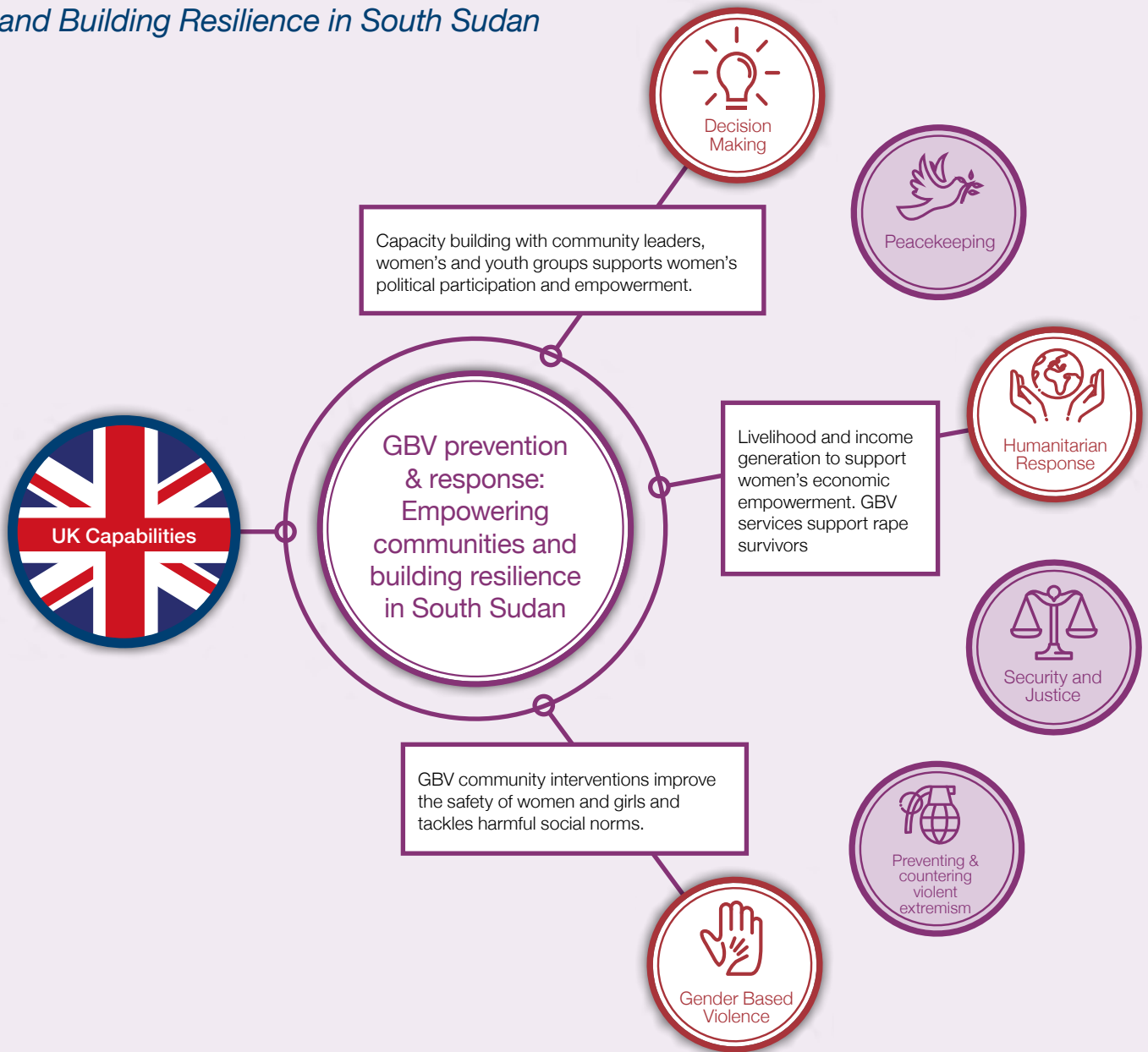
In this context 'women's and girls' needs' includes the provision of specific services and assessing and addressing specific risks faced by women and girls. 'Meaningful participation' is ensuring women have a clear role and influence over the design and delivery of responses.

The UK is involved in humanitarian interventions through: direct funding to partners on the ground; funding to multilateral agencies including but not limited to the UN Population Fund (UNFPA), the UN Refugee Agency (UNHCR), World Food Programme (WFP), UN Office for the Co-ordination of Humanitarian Affairs (OCHA), the United Nations Children's Fund (UNICEF), International Organisation for Migration (IOM), International Committee of the Red Cross (ICRC) and International Federation of Red Cross and Red Crescent Societies (IFRC); and our engagement with the UN including assessing need and planning and designing humanitarian operations. In countries where landmines and explosive remnants of war are causing humanitarian suffering, the UK is taking a leading role in clearing land and saving lives. The UK's approach to humanitarian response is set out in the UK Government's Humanitarian Policy,<sup>24</sup> which pushes for a more ambitious reform of the international humanitarian system and full implementation of commitments made by agencies and donors in the Grand Bargain to improve the efficiency of humanitarian aid.<sup>25</sup>

Successful delivery of this outcome would be responses to humanitarian emergencies and protracted crises where the UK is involved that: identify and meet the needs of women and girls; involve women in their design and implementation; and meet international standards, including the Inter Agency Standing Committee (IASC) Guidelines for Integrating Gender-Based Violence Interventions in Humanitarian Action.

Effective and gender-sensitive humanitarian interventions contribute to all pillars of WPS, most notably to **relief and recovery** from conflict and the **protection** of women and girls' human rights.

**Figure 5: Empowering Communities and Building Resilience in South Sudan**



This initiative, implemented by the International Medical Corp UK, and funded until 2020 by DFID, is a component of the larger Humanitarian Assistance in South Sudan programme. This project aims to provide a comprehensive approach to tackle the root causes of GBV through the provision of medical services, income generating activities and tackling harmful social norms in the Upper Nile, Jonglei and Unity states.

The project is focussed on GBV awareness raising work with communities (community leaders, women's and youth groups) and aims to tackle harmful social norms and gender discrimination. It works with vulnerable women and girls to improve livelihoods and income generating opportunities that will support their economic empowerment. It also ensures quality medical services will be provided to respond to and reduce the risk of GBV, sexual exploitation and abuse, including clinical management of rape, psychosocial support, HIV/AIDS prevention, case management and risk mitigation.

This work corresponds to the strategic outcomes 1, 3 and 4. There is a strong focus on humanitarian actors' response to the specific needs of women and girls through the provision of medical services and a focus on their economic empowerment (strategic outcome 4). Women's civic and political participation will be strengthened through their participation in capacity building for inclusive community structures (strategic outcome 1). The project contributes to strategic outcome 3 in seeking to prevent and respond to GBV through service provision and tackling harmful social norms.



The UN Military Experts on Mission Course (UNMEM) has 47 participants from 21 different nations, 27 of which are female officers mostly from African countries. The rest of the students come from the Nordic countries and Europe, Bhutan, El Salvador, South Korea and Saudi-Arabia.

## Strategic Outcome 5: Security and justice

Security and justice actors are increasingly accountable to women and girls, and responsive to their rights and needs.

The effective and accountable provision of security and justice is a core element of stable and peaceful societies but too often the specific needs of women and girls are ignored, despite international commitments to WPS. Girls and women face additional barriers in accessing their rights to security and justice, including lower levels of literacy, mobility, and information, the risk of secondary victimisation, or stigma from reporting GBV. Where violence has occurred, primarily male dominated and gender-biased security and justice systems mean that women and girls can remain unprotected from continued violence and be denied justice.

Evidence demonstrates that the integration of gender equality and gender perspectives into defence, security and justice management, provision and oversight increases operational effectiveness and accountability to the local population.<sup>26</sup> We know that improving the quality of and access to security and justice can directly reduce the risk of violent conflict and fragility, for example through more capable and accountable security forces. It can also improve legitimacy when the state is seen to help resolve disputes fairly, fight corruption or prevent VAWG.<sup>27</sup> Goal 16 of the Sustainable Development Goals also indicates that accountable security institutions are necessary for stability, growth and prosperity.<sup>28</sup>

The UK supports a wide variety of local, national and multilateral defence, security and justice processes and actors internationally. The UK will support the improved provision of defence, security and justice for girls and women, particularly in relation to GBV; increased recruitment, retention and promotion of women in the security sector; and the building of institutions that are able and willing to identify and formulate responses to gender-specific gaps and inequality in security provision. The UK recognises the importance of coordinated national and multilateral approaches to security in which every actor understands how and why to promote gender equality, and which are gender-sensitive. We will seek reforms that increase coordination between the security sector, GBV service providers, and civil society. UK interventions work with both formal and informal actors,

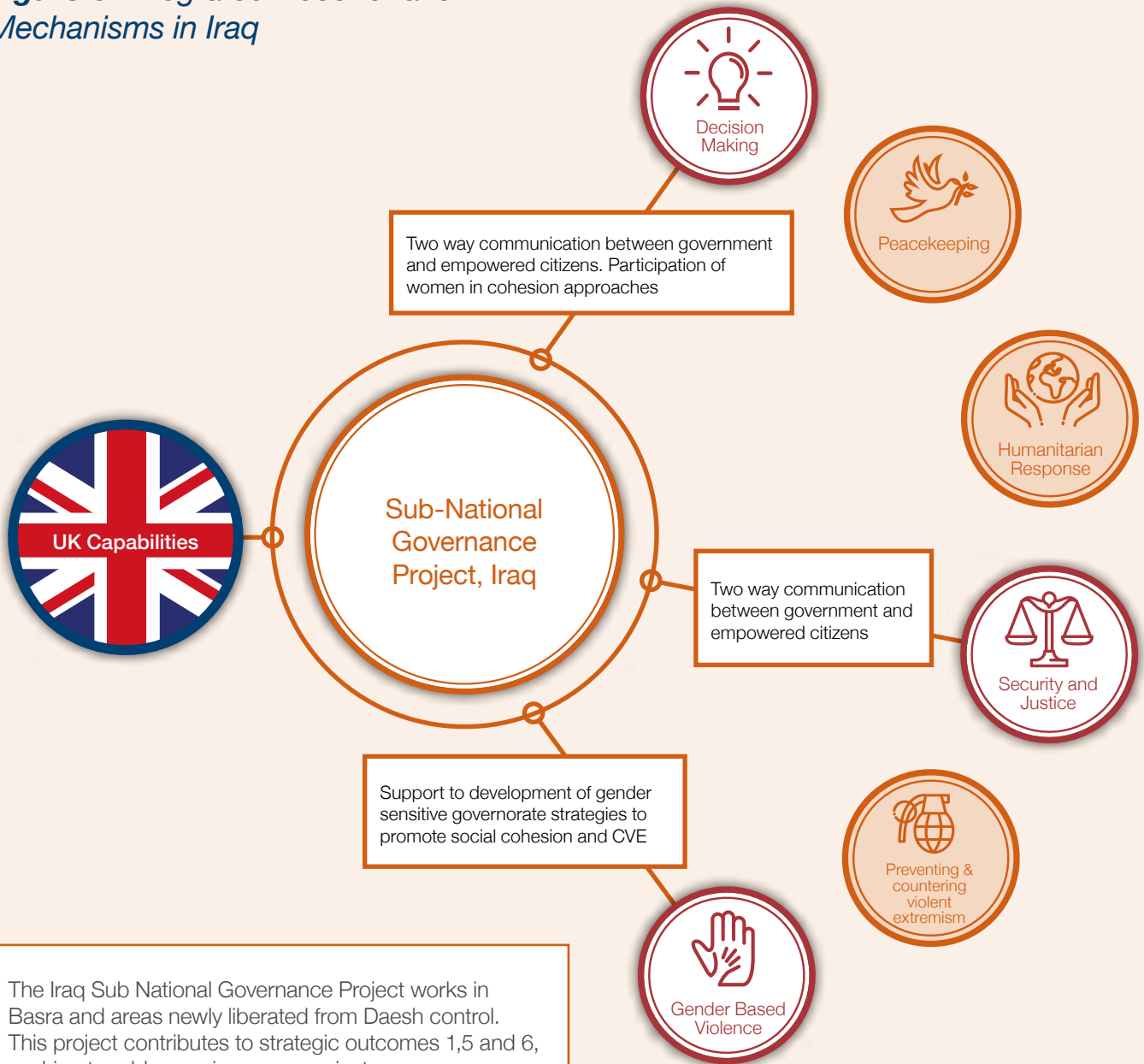
at all levels including multilateral, national and local, in order to improve international standards on human rights and in accordance with UK commitments.

‘Formal actors’ refers to government and statutory bodies, including armed forces, police and the judiciary. ‘Informal actors’ includes private, traditional or customary groups. While informal security and justice institutions may hold greater local legitimacy and be more active in provision of justice, there are often additional barriers and risks for women and other marginalised groups from discriminatory norms and practices.<sup>29</sup> Non-state justice mechanisms are at least as likely as state mechanisms to be beset by institutional discrimination in the form of family, customary and religious norms which undermine the rights of women.<sup>30</sup>

Security and justice actors should operate in a way that protects the human rights of civilian populations, taking into account any gender related differences in the defence, security and justice needs, and contribute to reducing inequality between genders. This includes the protection of the safety and rights of women working in the security sector and the full inclusion of women and gender equality in management structures and oversight mechanisms and in all level of judicial processes. Transitional justice and demobilisation, disarmament, and reintegration processes should account for the needs, opportunities and vulnerabilities of women, men, and sexual and gender minorities. Senior leadership on gender equality in security and justice organisations is essential to achieve our objectives. Stability and prosperity require that the whole population is protected from violence and discrimination and empowered to hold security and justice providers to account.

Security and justice actors have an important role to play contributing to all pillars of the NAP. Armed forces and police have obligations to **prevent** harm and **protect** human rights. Security sector organisations with higher proportions of women’s **participation** are more effective.

**Figure 6: Integrated Reconciliation Mechanisms in Iraq**



The Iraq Sub National Governance Project works in Basra and areas newly liberated from Daesh control. This project contributes to strategic outcomes 1,5 and 6, seeking to address grievances against poor governance as a driver of conflict and extremism, by supporting provincial level government to be more inclusive and increasing capability to deliver services in response to the needs of all Iraqi citizens (women, men, boys and girls). The project recognises that women’s participation is necessary for this, both as active citizens engaged in setting priorities and holding government to account, and as local government officials responsible for consulting with citizens and delivering services. There are three pillars to the programme: 1) Building the capability of governance institutions and actors, including women, to lead inclusive and responsive governance processes. This includes a focus on: gender sensitive planning such as the development of community cohesion strategies that respond to the needs of all citizens; supporting women in office to use their roles to advance the interests of women in their communities; and enhancing the meaningful participation of women in locally driven peace

and reconciliation process; 2) Establishing a diverse range of citizen-government consultation mechanisms to ensure inclusion of women’s voice, including through digital means and polling; and 3) Improved coordination and cooperation between provincial and federal level actors to enhance government cohesion. Complementary programming across the HMG programmes in Iraq will support the delivery of this project through empowerment of citizens and civil society groups, including women, to participate fully in citizen consultation mechanisms and building the communications capability of local government actors to communicate to all citizens their long-term plans, progress towards these, and to manage expectations of progress. Communications tools will also be used to promote gender equality messages.



Wafaa, 50, holds her grandchild, Haiban, 1, at their temporary accommodation in an unfinished building in Dohuk, northern Iraq having been displaced by ISIL.

Picture © Andrew McConnell/Panos for DFID.

## Strategic Outcome 6: Preventing and countering violent extremism

### Ensure the participation and leadership of women in developing strategies to prevent and counter violent extremism

It is widely recognised that women and girls are impacted by violent extremism; they are often targeted by extremist groups and sexual and gender based violence is used as a tactic by those groups.<sup>31</sup> Women also participate in violent extremism as well as in efforts to prevent it in multiple ways.<sup>32</sup> The roles of women and girls in relation to violent extremism have been far less visible than those of men and boys, and are often overlooked.

The evidence base in this area is emerging. Evidence suggests that violent extremism itself is a diverse phenomenon, and the role of gender is increasingly recognised in contributory factors. The drivers of radicalisation for both men and women can include (but are not limited to) political and socio-economic factors such as governance deficit, state failure and individual grievances, and gender issues for women specifically. More evidence is needed on how efforts to prevent or counter violent extremism can effectively integrate gender perspectives.

Commitments to include preventing and countering violent extremism in the WPS agenda are outlined in UNSCR 2242 (2015) and the UN Secretary General's Plan of Action to Prevent Violent Extremism, which urges Member States to ensure the participation and leadership of women in developing strategies to counter violent extremism and build their capacity to do so effectively. In 2015, at the High Level Review to mark the 15<sup>th</sup> anniversary of UNSCR 1325, the UK made a commitment to "ensure that our overseas work to counter violent extremism includes upstream activity targeted specifically at women. Women will be at the centre in the delivery of programming of overseas violent extremism

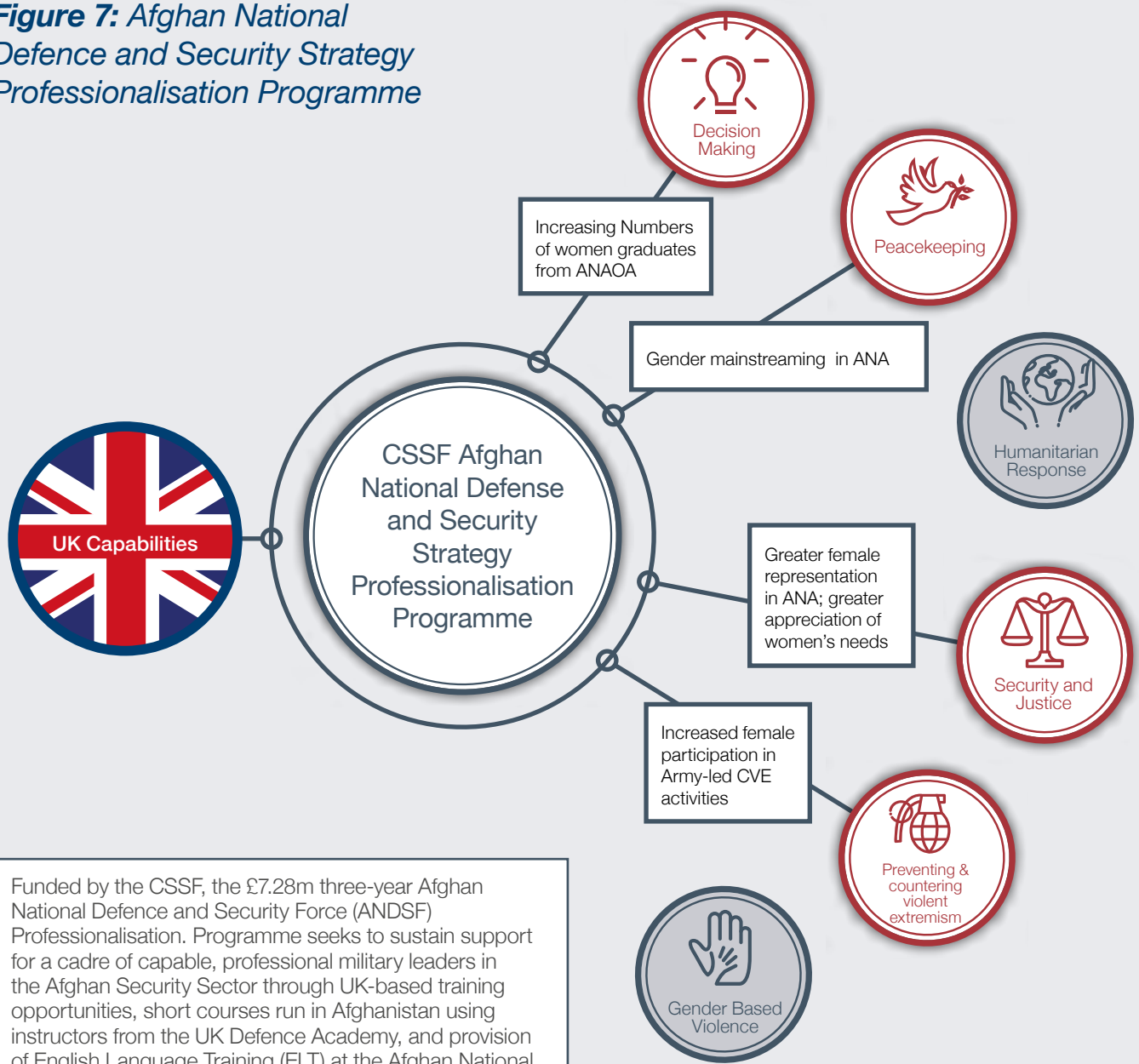
work, both nationally and locally."<sup>33</sup> UNSCR 2354 (2017) recommends that "counter-narratives should take into account the gender dimension, and narratives should be developed that address specific concerns and vulnerabilities of both men and women."

Mainstreaming gender across programming to prevent and counter violent extremism will be an important element in the delivery of this strategic outcome. Activities to tackle the drivers of radicalisation can span a wide range of social, economic and political fields; all of which can impact on, and contribute to, the rights, priorities, autonomy and leadership of women and girls. Programmes and approaches can take a variety of forms according to need, but should incorporate an increasing sensitivity to the rights and priorities of women and girls and engage with women on the design and delivery of strategies to prevent and counter violent extremism. Risks around the instrumentalisation of women should be considered and avoided when designing and implementing strategies to prevent and counter violent extremism, which should also explicitly consider wider UK goals on gender equality.

Work to deliver this strategic outcome will also support delivery of other strategic outcomes, particularly **strategic outcome 1** on participation and **strategic outcome 5** on security and justice.

This strategic outcome contributes most directly toward the **participation** pillar of WPS.

**Figure 7: Afghan National Defence and Security Strategy Professionalisation Programme**



Funded by the CSSF, the £7.28m three-year Afghan National Defence and Security Force (ANDSF) Professionalisation Programme seeks to sustain support for a cadre of capable, professional military leaders in the Afghan Security Sector through UK-based training opportunities, short courses run in Afghanistan using instructors from the UK Defence Academy, and provision of English Language Training (ELT) at the Afghan National Army Officer Academy (ANAOA).

Since 2014, the UK's influence at ANAOA has helped the Afghan National Army (ANA) train 2,500 officer cadets, including 90 women. While women remain a relatively small but growing percentage of the overall output, in the context of Afghanistan this is a significant achievement and the programme has seen consistent improvement from a position of struggling to fill female places on the course, to one where places are now oversubscribed. This has been influenced by the strong focus that the UK mentors put on the officer selection process at ANAOA, including selection of female officer cadets, but has also been attributed to the positive feedback from female graduates from their own experiences at ANAOA encouraging others to apply and join. Although all officer cadets at ANAOA already receive ELT under the ANDSF Professionalisation Programme, the UK is now expanding the training available for female cadets with a new project, delivered by the British Council, to provide ELT facilities exclusively for female cadets with a dedicated female instructor.

This programme corresponds to strategic outcomes 1, 2, 5 and 6. Greater numbers of women graduating from ANAOA is increasing the numbers of women in officer-level, decision-making roles in the military (strategic outcome 1). The integration of gender standards including PSVI in training curricula furthers progress towards strategic outcome 2. The English Language component allows equality of access to international training later in students' careers and helps to break down some of the cultural barriers during training, giving greater appreciation of the rights and needs of women and girls (strategic outcome 5). This will also be reflected in countering violent extremism interventions, including training ANAOA cadets receive in the rule of law, Afghan and international legal codes, critical thinking skills and leadership, that translates into more targeted messaging in communities and more sensitive security interventions led by the Afghan National Army (Strategic outcome 6).



Fatima (right), is one of five women members of the District Community Council in Nahr-e-Saraj district, in Afghanistan's Helmand Province, pictured on International Women's Day, 10 March 2012.

Picture © Mette Bastholm/Helmand PRT/Danish Ministry of Foreign Affairs/Department for International Development

## Strategic Outcome 7: UK capabilities

### HMG continues to strengthen its capability, processes and leadership to deliver against WPS commitments

This outcome focuses on ensuring HMG is able to deliver our WPS vision. It cuts across and supports delivery of the other six outcomes. The UK will seek to integrate gender equality into all efforts to prevent, resolve and recover from conflict and undertake activities specifically targeted at improving gender equality. A civil service with world leading capability and processes to meet the other six strategic outcomes is an outcome in its own right and requires planning, training and resourcing. This will contribute to HMG's wider gender equality priorities beyond the NAP.

'Capability' is HMG's ability to promote gender equality and fulfil WPS commitments in all its activities in conflict-affected contexts, including through developing the necessary resources, expertise and skills. 'Leadership' is external and internal, setting the vision for this work across government and championing WPS with partner governments, international institutions and implementing partners. 'Processes' are the necessary systems to ensure

that leadership and capabilities translate into concrete action to meet our WPS commitments, including internal guidance, policies and toolkits.

We will continue to work collaboratively across Government at all levels. We will ensure opportunities are available for decision-makers at all levels to be trained in WPS, including through the Stabilisation Unit course on Gender, Conflict and Stability, and have committed mandatory pre-deployment training for all UK military personnel. We will ensure gender analysis is built into all conflict analysis, and that this is kept up to date as contexts change. We will continue to raise awareness of the NAP and WPS in our engagement across government and with external partners.

## Focus Countries

The inclusion of focus countries in the NAP provides an opportunity to showcase progress made on WPS through our annual reporting process, which is outlined in section four. However, the UK implements its WPS commitments across its defence, diplomatic and development in all fragile and conflict-affected contexts.

This section sets out the context in each of the nine focus countries at the start of the period covered by the NAP.

### Afghanistan

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Afghanistan is emerging from more than 40 years of conflict and large parts of the country remain highly insecure. 87% of women report having experienced physical or sexual violence; only 19% are literate; and 19% participate in the labour market. The National Unity Government of Afghanistan has made efforts to empower women: the First Lady's office has been established to further women's rights; President Ghani set up a group of women civil society activists to advise him directly; and women's rights issues are part of the Afghanistan National Peace and Development Framework. Afghanistan launched its NAP on WPS in 2015.

### Burma

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Burma's Constitution ostensibly guarantees equal rights and protection before the law, yet the four Race and Religion laws passed in 2015 under the previous military government discriminate against women and religious minorities, including specific restrictions around co-habiting with unmarried partners, religious conversion, and marriage of Buddhist women to non-Buddhists. Burma remains a patriarchal society at all levels with women's participation in political activities limited. While women's parliamentary representation has risen from below 5% in 2012 to about 10% in 2016, Burma still lags behind its neighbours. Women account for less than 5% of regional parliamentarians and have virtually no representation (0.25%) among village-level administrators. Women were largely excluded from peace negotiations under the military government; only 2 of 32 negotiators for the Nationwide Ceasefire Agreement were women. But under the National League for Democracy (NLD) government more women have been involved in the Panglong Peace conferences (20% at the May 2017 conference). There is evidence of sexual violence linked to conflict, including growing evidence emerging from recent events in northern Rakhine State. HMG is developing a revised strategy on gender in line with the new UK NAP framework, as well as a specific crisis response strategy.

### Democratic Republic of Congo

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The DRC is one of the poorest countries in the world and has been affected by prolonged periods of conflict. Although the situation has improved since the end of the Congo wars in 2003, instability and violence have continued to erupt in the East and have spread to new areas. Women and girls have suffered the consequences of poverty and conflict disproportionately, they are exposed to multiple forms of violence with limited control over resources, assets and decision-making and little access to basic services both within and outside conflict zones. Fifty two per cent of women report having experienced physical violence in their lifetime and 27% report having experienced sexual violence.<sup>34</sup> Only 8.2% of elected parliamentarians at national level are women, with few holding ministerial portfolios or gubernatorial posts. Discriminatory social norms, lower levels of education and confidence, and unequal distribution of household burdens lead to their marginalisation in public and private decision-making.

### Iraq

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Iraq has suffered many years of conflict. Perceived historical and sectarian grievances have been manipulated by elites on all sides, Sunni, Shia and Kurdish. Influence by external actors on internal Iraqi affairs and localised disputes such as tribal rivalries have exacerbated and prolonged the conflict. Public anger at high levels of corruption, particularly by politicians, and a failure of the state to deliver basic services, jobs and justice to hundreds of thousands of victims as well as alleged perpetrators have also contributed to the lack of social cohesion. The fight against Daesh has compounded many of these issues and further driven conflict. While the constitution requires 25% of MPs to be women, years of conflict and economic decline have seen a commensurate severe decline in the status of women in most spheres of Iraqi life. Women remain sidelined from making a positive contribution to peace and security initiatives and reconciliations efforts. Greater consideration needs to be given to the specific services needed by women and girls in the aftermath of the conflict with Daesh, given both the level of violence and abuses committed against them and the rise in female-headed households as a result of the conflict. Iraq has a NAP on WPS, but implementation has been slow.



## Libya

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The security and political situation in Libya has deteriorated significantly since July 2014, with pockets of conflict throughout the country. There are three governments and two parliaments, with other parallel Ministries and institutions created. Many Libyans are internally displaced, there is poor access to basic services in some communities, and people are in urgent need of humanitarian assistance. The situation for women in Libya remains challenging. Women's interests are widely seen as a secondary priority. Quotas have helped ensure a growing role for women in the political process, but numbers have not necessarily translated into influence, in part due to cultural obstacles. Violence against women is widely underreported. Libya's long term stability will be closely linked to the extent to which women are allowed to operate in Libyan public life, and are included and represented by their government.

## Nigeria

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In Nigeria, men dominate and control social, economic and political life, and women and girls often experience discrimination under traditional and religious practices. Nigeria has a very low level of female representation in politics (5.6% in the Lower House of Parliament), violence against women and girls is endemic, with women in North East Nigeria particularly at risk due to the conflict with Boko Haram. Nigeria has a NAP as well as eight State Action Plans (out of 32 states) and five State Action Plans now budgeted for. However, WPS is not prioritised and implementation has therefore been slow. Violence against women and girls is prevalent, yet rarely reported to authorities. Thirty per cent of women aged 15-49 have undergone some form of female genital mutilation/cutting (FGM/C). Women are marginalised when it comes to peace and security initiatives but their needs will need to be addressed, particularly in North East Nigeria, where high levels of sexual violence have been recorded and there are large numbers of female-headed households.

## Somalia

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Against a backdrop of decades of civil war, Somalia has made substantive progress in a number of vital areas. In 2016/17 Somalia underwent a landmark electoral process for a new President and parliament; in which 24% of seats were won by women. However, Somalia is still a country facing great challenges and has been assessed as the second most fragile state in the world. The country faces its third famine in 25 years and half the population have no reliable access to food. Somalia is one of the worst places in the world to be a woman. A patriarchal Somali clan system perpetuates gender inequality in Somalia, a major barrier to development and stability. Women in Somalia are systematically excluded from economic, social and political networks and decision making, despite their increasing role in the Somali economy, where they often undertake labour seen as unsuitable for men as bearers of clan honour. FGM/C is nearly universal (98%), child, early and forced marriage is common. Girls start school late and drop out early. The legacy of two decades of civil war is extreme and endemic levels of violence against women and girls, vulnerability to which has been exacerbated by displacement due to ongoing drought.

## South Sudan

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Severe crisis has prevailed in South Sudan since shortly after its independence in 2011, including outbreaks of violence in Juba in 2013 and 2016. Tens of thousands have been killed, thousands of homes have been destroyed, and 2 million refugees have fled to neighbouring countries, with a similar number are internally displaced. The Agreement on the Resolution of the Conflict in the Republic of South Sudan, signed in 2015, has collapsed and has failed to contain violence. Gender inequality is severe, with the status of women subject to many discriminatory customary laws and social norms. There are high levels of child marriage, lower levels of schooling for girls, girls given as compensation to resolve local disputes, and very high levels of gender based violence in both domestic and conflict contexts. The UN Independent Commission on Human Rights in South Sudan has reported high levels of sexual violence in the conflict. The UN Mission in the Republic of South Sudan (UNMISS) and Office of the High Commissioner for Human Rights (OHCHR) claim that sexual violence has been mainly perpetrated by the Sudan People's Liberation Army, the Sudan People's Liberation Movement/Army in Opposition and armed groups aligned to them, members of the National Security Services and the police. South Sudan agreed its first NAP in 2015.

## Syria

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Six years of conflict has had a particularly significant impact on women and girls in Syria. Women have limited voice in national political processes, and they are frequently under-represented in local community-level governance structures. Gender-based exclusion, discrimination and violence against women are prevalent across Syria. There is significant documentation of GBV and torture within regime detention facilities. Most communities have few resources to support GBV survivors, with little medical or psychosocial care equipped to meet their needs, limited judiciary and law enforcement institutions to pursue cases, a culture of impunity, and persistent stigmatisation of survivors.

## 4: How the UK will deliver

The NAP sets out the strategy for the UK's work on WPS. There is senior political leadership from FCO, DFID and MOD Ministers including the Prime Minister's Special Representative on Preventing Sexual Violence in Conflict. WPS is championed at official level by the National Security Adviser, the FCO's Special Envoy for Gender Equality, the MOD's Military WPS Champions, DFID's Conflict, Humanitarian, Security and Migration Director, and the Director of the Stabilisation Unit. Diplomatic, development and defence interventions on WPS are led by policy and programme teams in the UK and abroad.

### Working in focus countries

The UK has a strong global presence through our diplomatic, development and military relationships with countries across the globe. In our nine focus countries we recognise that the nature and stage of conflict is significantly different across the contexts in which the UK is active, and that these are subject to change. UK teams in focus countries will therefore adopt a flexible approach, selecting the strategic outcomes that are most relevant based on gender-sensitive conflict analysis and using these to inform the development of strategies, country plans and business cases and funding bids. Focus country contribution to NAP outcomes may be revised over time according to changes in the context. A five year NAP will allow the strategic outcomes to be reflected in full business planning cycles, and to be aligned with multi-year programmes. Annual reports to Parliament will include information on activities undertaken and results achieved in each of the focus countries. While the NAP focuses on nine countries, we will also encourage other UK country teams in fragile and conflict-affected contexts to adopt the NAP's approach. For example, in Yemen we support women's political participation, including in peace processes.

The UK will help to support the implementation of existing NAPs in focus countries (Afghanistan, DRC, Iraq, Nigeria, South Sudan), and we will support the development of NAPs where there is local demand to do so. The UK Government will work with a range of stakeholders in each context, including governments, multilateral organisations, civil society and the private sector. We will strengthen existing links with local organisations, including women's rights organisations, building their capacity and ensuring that our work is based on local leadership and needs. Where partners face specific risks on the ground, including gender-based vulnerabilities, we will apply existing risk management processes to mitigate these.

### Working at the global level

The UK is in a strong position to exert influence on the implementation of WPS on the international stage given our commitment to spend 0.7% of GNI on overseas development assistance and 2% of GDP on defence, and our permanent position on the UN Security Council. The UK holds the pen on WPS at the UN Security Council and we will continue our efforts there to ensure that WPS remains a priority for member states. The UK will continue to work with and support organisations such as the UN, NATO, the Organisation for Security and Co-operation in Europe

(OSCE) and the African Union to prioritise and deliver WPS commitments. We will also ensure our core funding to multilateral partners targets the priorities in the NAP including efforts to end SEA and to deliver more inclusive and effective humanitarian responses.

### Working with partners

Bilaterally, the UK will work with host governments and other donor governments to deliver on WPS objectives in country, seeking to deliver joint programming with other donors in countries such as Iraq and Syria. We will continue to work with governments' ambassadors, special representatives and envoys on gender equality and WPS where these have been appointed. Civil society remain key partners for the UK, particularly GAPS and our partners in-country, including women's rights organisations and WHRDs. We will continue to engage with academics to build the evidence base on what works, and to work with the All Party Parliamentary Groups (APPGs) on WPS and PSVI to monitor progress. Through the WPS Focal Points Network, a high-level group of country governments, civil society and academics, we will build our own and others' understanding of the issues by sharing and exchanging lessons on what works in delivering WPS.

### Working across government

The UK takes a whole of government approach to WPS. The majority of our work is jointly led by FCO, MOD, and DFID with support from the Stabilisation Unit. Diplomatic, development and defence efforts on WPS are led by policy and programme teams in the UK and abroad and monitored by the cross-government Working Group on WPS. A Senior Officials' Group on WPS meets at least once a year, chaired by the Prime Minister's Special Representative on Preventing Sexual Violence in Conflict.

Programme and policy teams design and deliver activities based on evidence, contextual analysis and UK priorities. The teams in NAP focus countries are supported by policy teams in the UK including the FCO Gender Equality Unit, DFID's Conflict, Humanitarian and Security Department (CHASE), and MOD Defence Engagement. The National Security Secretariat Joint Programme Hub provides advisory and programme management support to Conflict, Stability and Security Fund (CSSF) teams. The Stabilisation Unit is an HMG centre for excellence on WPS providing analysis and advice for programme and policy design, implementation, and monitoring and evaluation. The Stabilisation Unit also provides a cadre of Gender and Conflict Advisers and the PSVI Team of Experts through its Civilian Stabilisation Group.

The NAP should also be seen as part of a wider range of government policies and strategies on gender equality and conflict and stability and has been designed to complement and contribute to them. Guided by DFID's Strategic Vision for Gender Equality<sup>35</sup> DFID is tackling the root causes of gender inequality through its work on education, health, economic empowerment and preventing violence against women and girls, among other areas, including in conflict and crisis. WPS is a part of FCO work on gender equality, led by the Special Envoy for Gender Equality. The importance of the WPS agenda in delivering defence engagement objectives is flagged in the Defence Engagement Strategy<sup>36</sup>.

The 2014 International Development (Gender Equality) Act requires all development assistance to give due regard to its impact on gender equality. This legislation applies to all government departments and cross-departmental funds, including the CSSF. The NAP strengthens cross-government work to meet this requirement. The Building Stability Overseas Strategy<sup>37</sup> contains commitments to strengthen women's roles in conflict prevention and resolution, and DFID's Building Stability Framework provides practical guidance. At the country level, WPS work forms part of country business plans and National Security Council strategies, which are expected to set gender-relevant strategic objectives.

While the NAP is internationally focused, it complements domestic strategies such as the Ending Violence Against Women and Girls Strategy;<sup>38</sup> and strategies on transnational priorities such as countering violent extremism, migration, modern slavery, FGM/C, and child, early and forced marriage. The UK is committed to working to integrate gender perspectives into strategies when they are developed and refreshed. It also sits alongside efforts to enhance diversity and inclusion within the civil service, including the cross-departmental Talent Action Plan,<sup>39</sup> the Mission Critical guidance on inclusion and national security, and individual departmental policies and networks that promote gender equality and women's advancement within government.

## How we fund our WPS work

The UK delivers its WPS commitments through targeted projects and integrating gender equality into wider policy and programming. The external evaluation of the NAP 2014-17 found "little evidence that a ring fenced funding pool would significantly improve the UK's delivery of WPS initiatives compared to other measures such as ensuring that WPS is strategically and meaningful mainstreamed throughout programming".<sup>40</sup> UK Government departments fund work on WPS from their core budgets, such as the FCO's Global Britain Fund, and the cross-government funds including CSSF.

In line with the 2014 International Development (Gender Equality) Act, all development assistance must meaningfully consider the impact on gender equality. The Government has also committed to spend more than 50% of DFID's budget every year in fragile states and regions.<sup>41</sup> In 2017/18, DFID will spend over £1bn in the nine focus countries through our bilateral programmes alone. The £1.2bn per year cross-

government CSSF, which seeks to tackle fragility in conflict-affected countries, requires all programmes to integrate gender equality, measured by the Gender Equality Marker (GEM). All programme portfolios must include at least one project marked 'GEM 2' indicating its principal objective is the promotion of gender equality.

## Assessing progress

For the 2018-2022 NAP we will adopt a more strategic approach to monitoring, evaluation and learning that maintains accountability to Parliament and streamlines reporting for implementing teams, reflecting the more flexible approach set out here. The monitoring, evaluation and learning framework is intended to describe the UK's contribution to progress toward the strategic outcomes. These are seven areas where the UK identifies clear UK comparative advantage, but not all progress will be attributable to the UK. UK Government activity will be monitored by the cross-government working group on WPS throughout the year in partnership with bilateral and multilateral policy and programme teams, including focus country teams. Annual reporting to Parliament will reflect UK activity across departments and funding mechanisms covering diplomacy, development and defence and will be used to hold us to account for delivery of the NAP.

Internationally recognised indicators will be tracked to maintain a situational awareness of WPS issues in the nine focus countries to support better our analysis, plans and activities to deliver the seven strategic outcomes. We do not expect to report against every indicator in each focus country but we have prioritised indicators for which data is already gathered. Where it is not we will seek to integrate these indicators into new programmes and activities. We recognise that data gathering is particularly challenging in some contexts.

The NAP will be subject to an independent external process evaluation, which will be procured through an open and transparent tender process, and commissioned during the first year of the NAP. The evaluation will examine the extent to which the NAP's strategic outcomes have been integrated through HMG planning and delivery processes. Areas of focus may include business planning, human and financial resources, training and development, and integration of WPS into HMG core business. A separate internal review during year three will assess the relevance and strategic contribution of the outcomes.

The NAP will facilitate continuous lesson learning between teams and departments, led by the cross government Working Group on WPS. Monitoring data will highlight gaps and areas of opportunity for policy and programme teams to respond to. The Working Group will seek to identify instances of best practice as well as emerging challenges and share this across departments, including with the overseas network.

## External scrutiny

The UK values external oversight and accountability, which is critical to achieving our WPS objectives. There is regular interaction between Ministers and the APPGs on WPS and PSVI, and for this NAP we are introducing a new WPS steering group to bring together civil society and senior officials from the three NAP departments and chaired by the Prime Minister's Special Representative on Preventing Sexual Violence in Conflict. We look forward to engaging with the annual GAPS shadow report on the NAP and continued dialogue with civil society and women's right organisations in the UK and focus countries.

## NAP indicators

### Strategic outcome 1: Decision-making

An increase in women's meaningful and representative participation and leadership in decision making processes, including conflict prevention and peace building at community and national levels

Indicator	Indicator source	Collected by
Proportion of seats held by women in national parliaments and local governments	Sustainable Development Goals indicator 5.5.1	Inter Parliamentary Union / UN Statistics Division
Percentage of population who believe decision-making is inclusive and responsive, disaggregated by sex, age, disability and population group	Sustainable Development Goals indicator 16.7.2	UN Statistics Division
Representation of women among mediators, negotiators and technical experts in formal peace negotiations	Global WPS Indicator 11a	UN SG Reports

### Strategic outcome 2: Peacekeeping

A gender perspective is consistently applied in the setting and implementation of international standards and mandates for peace operations.

Indicator	Indicator source	Collected by
Percentage of UN Security Council mandates that include Women, Peace and Security language	Mapping Women, Peace and Security in the UN Security Council	NGO Working Group on Women, Peace and Security
Percentage of reported cases of sexual exploitation and abuse allegedly perpetrated by uniformed or civilian peacekeepers and/or humanitarian workers that are acted upon, out of the total number of referred cases	UN Global Indicators on Women, Peace and Security, indicator 4	UN Department of Field Support
Percentage of UN peacekeeping troops who are female	UN Strategic Framework on Women, Peace and Security, output 2.2.1	UN Department of Peacekeeping Operations

### Strategic outcome 3: Gender-based violence

An increase in the number and scale of interventions that integrate effective measures to prevent and respond to gender-based violence, particularly violence against women and girls which is the most prevalent form of gender-based violence.

Internationally, data gathering on the prevalence of gender-based violence and measures to prevent and respond to it is inadequate. No data is currently gathered systematically across the nine focus countries which could be used to measure progress against this outcome. Data gathering in these issues is challenging, particularly in fragile contexts. The indicators included here are ones the UK government will seek to gather data against where possible in the focus countries where it works on these issues. The UK also continues to advocate for better data gathering internationally on this issue, including through the Sustainable Development Goals.

Indicator	Indicator source
Proportion of ever-partnered / married women and girls aged 15-49 years who report being subjected to physical and/or sexual violence by a current or former intimate partner in the previous 12 months	Demographic and Health Surveys
Proportion of women and girls aged 15-49 years who report being subjected to sexual violence by persons other than an intimate partner in the previous 12 months	Demographic and Health Surveys
Proportion of women and men (aged 15-49 years) who agree that a husband is justified in hitting or beating his wife under at least one specified circumstance	Demographic and Health Surveys
Proportion of VAWG survivors who accessed specified response service who were satisfied that the service met their needs: (i) Police; (ii) Justice / courts; (iii) Health / medical services; (iv) Shelter; (v) Psychosocial support; (vi) socio-economic re-integration	New

### Strategic outcome 4: Humanitarian response

Women's and girls' needs are more effectively met by humanitarian actors and interventions through needs-based responses that increase women's leadership and meaningful participation

Indicator	Indicator source	Collected by
Extent to which humanitarian responses meet the needs of women and girls, including:		
<ul style="list-style-type: none"> <li>Percentage of UNHCR refugee and IDP operations that provide comprehensive support to GBV survivors</li> </ul>	UNHCR Global Strategic Priorities Progress Report	UNHCR
<ul style="list-style-type: none"> <li>Number of countries that have budgeted emergency preparedness and response and disaster risk reduction plans which integrate sexual and reproductive health</li> </ul>	UNFPA results framework	UNFPA
<ul style="list-style-type: none"> <li>Number of health service providers and managers trained on the minimum initial service package with support from UNFPA</li> </ul>	UNFPA results framework	UNFPA
Percentage of UNHCR refugee and IDP operations with at least 35% women's participation in leadership and management structures	UNHCR Global Strategic Priorities Progress Report	UNHCR
Number of countries that have applied the minimum standards for the prevention of and response to gender-based violence in emergencies	UNFPA results framework	UNFPA

### Strategic outcome 5: Security and justice

Security and justice actors are increasingly accountable to women and girls, and responsive to their rights and needs.

Indicator	Indicator source	Collected by
Proportion of victims of violence in the previous 12 months who reported their victimisation to competent authorities or other officially recognised conflict resolution mechanisms (disaggregated by sex)	Sustainable Development Goals, indicator 16.3.1	UN Statistics Division
Percentage of women who say they have confidence in the judicial system and courts in their country	Gallup World Poll	Gallup
Proportion of positions (by age group, sex, persons with disabilities and population groups) in public institutions (national and local legislatures, public service and judiciary) compared to national distributions	Sustainable Development Goals, indicator 16.7.1	UN Statistics Division

### Strategic outcome 6: Violent extremism

Ensure the participation and leadership of women in developing strategies to prevent and counter violent extremism

The links between women, peace and security and preventing and countering violence extremism are an emerging concern for the international community.. As such, meaningful indicators have not yet been developed and data is not gathered systematically. We will work to develop meaningful measures over the course of the NAP period.

### Strategic outcome 7: UK capabilities

HMG continues to strengthen its capability, processes and leadership to deliver against WPS commitments

Indicator	Indicator source
Mainstreaming of gender in National Security Council country strategies	New
Integration of women, peace and security into cross-departmental operational plans and programmes at country level	New
Mainstreaming of gender where appropriate and applicable in military doctrine and training materials, and appointment military gender advisers	New
Integration of gender analysis into conflict analysis and research	New
Training and capacity building of HMG staff to implement women, peace and security commitments	New

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