



**GREAT LAKES REGION OF AFRICA**

**REGIONAL ACTION PLAN  
FOR THE IMPLEMENTATION, OF  
UNITED NATIONS RESOLUTION 1325 (2000)  
2018-2023**

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## FOREWORD

On October 31, 2000, The United Nations (UN) adopted the landmark United Nations Security Council Resolution (UNSCR) 1325 (2000) on Women, Peace, and Security (WPS). UNSCR1325 reaffirms the important role of women in the prevention and resolution of conflicts, peace negotiations, peace building, peace keeping, humanitarian response, and in post-conflict reconstruction and stresses the importance of their equal participation and full involvement in all efforts for the maintenance and promotion of peace and security.

It urges all actors to increase the participation of women and incorporate gender perspectives in all United Nations peace and security initiatives. It calls on all parties in conflict to take special measures to protect women and girls from gender-based violence, particularly rape and other forms of sexual and gender-based violence and abuse, particularly in situations of armed conflict. The resolution provides a number of important operational mandates, with implications for Member States and the entities of the United Nations system. It is also central to efforts to engage women in peace processes in meaningful ways. Numerous instances, frameworks and instruments within the Great Lakes region have recognized that excluding women from conflict prevention and peace building interventions, leaves them disenfranchised, disempowered and denies them their right to contribute to these processes.

Member States of the Great Lakes region and the Secretariat of International Conference of the Great Lakes Region (ICGLR), through its various organs, have strived to ensure the spirit and vision of UNSCR 1325 is achieved through the development of National action plans. These plans recognize that women's meaningful involvement in resolving the deadly conflicts that directly affect their lives, contributes to sustainable peace for all and the advancement of society as a whole. Extensive efforts have been made to listen and hear their voices, and in ensuring their contributions are recognized and promoted.

UNSCR 1325 compliments regional policy and legal frameworks on peace and security. More specifically the Pact on Security, Stability and Development and those of its sister Agreement, the Peace Security and Cooperation Framework (PSCF). UNSCR 1325 and its related subsequent resolutions also underscore ICGLR's commitment to promote, protect and fulfill women's rights. In this regard, ICGLR Member States have demonstrated an increasing commitment in protecting the rights of women to be free from violence by signing various instruments, such as the Protocol for Eradication and Prevention of Sexual and Gender Based Violence (SGBV) Against Women and Children and the Kampala Declaration on Combating Sexual Violence.

The ICGLR Regional Action Plan (ICGLR-RAP) is an additional milestone on this essential journey to ensure a region that is free of violence against women and capable of delivering sustainable peace to its people. Peace in the region is possible through the adoption of clear, coherent, measurable engagement and a sustained effort from a range of relevant stakeholders.

This ICGLR-RAP marks a renewed commitment and confirms ICGLR's resolve to uphold women's rights in the search for peace and security in the Great Lakes region.

**Signed: Executive Secretary ICGLR**

**UN Office of the Special Envoy**

## **ACKNOWLEDGMENT**

Development of the ICGLR-RAP was a collaborative effort by two consultants, led by Mr. Eugene Ntaganda, an Independent Gender and Peace-building Consultant based in Kigali and Hon. Dora C. Kanabahita Byamukama, a Ugandan Member of Parliament and Human Rights, Gender and Governance expert. Valuable inputs were provided by various focal persons at ICGLR, notably Ambassador Eliane Mokodopo, Head of Gender Department at the ICGLR Secretariat, and Dr. Chantal Niyokindi, Head of Fora and Observatories Department at the ICGLR Lusaka Centre for Democracy, Human Rights and Governance.

The first draft of this work was presented to the ICGLR Advisory Board Meeting, held in Nairobi in February 2018. Further inputs were received during the meeting and in subsequent engagements with various groups linked to WPS to arrive at this final version.

ICGLR wishes to acknowledge the financial support provided by development partners who sponsored the preparation of this important work. We would particularly like to thank the Office of the Special Envoy of the Secretary General for the Great Lakes for the guidance and advice it provided for the successful completion of the ICGLR- RAP, and to UNWOMEN, as the UN entity for Gender Equality and Women's Rights, for the extensive review and comments in reaching this final stage.

Similarly, our appreciation goes to all those who participated in the development and completion of this ICGLR-RAP.

**Signed**

**Gender Directorate of the ICGLR Secretariat**

## INTRODUCTION

The Great Lakes Region has the economic potential to advance the overall standard of living of its populations. However, over the last two decades the Region has been plagued with complex and devastating open conflicts, primarily driven through a series of political crisis, which present grave threats to peace and security in the Region. It is also widely documented that in this context, women and girls have been disproportionately affected by the impact of these conflicts due to their low social, economic and political status. Despite their efforts to mobilise to resist violence and war at various levels, women and girls have been systematically excluded from the conflict prevention and transformation processes set by national and international institutions.

To pave the way towards creating conditions for improved security, stability and development across the region, Heads of State and Government of the twelve ICGLR Member States adopted the Pact on Security, Stability and Development in the Great Lakes in December 2006, for implementation in June 2008. The Pact's sister agreement, the Peace, Security and Cooperation Framework, for the Democratic Republic of Congo (DRC)<sup>1</sup> and the Region,<sup>2</sup> has also been adopted by all ICGLR Member States.

To-date nine Member States of the ICGLR have developed National Action Plans (NAPs) on implementation of UNSCR 1325. These include: Republic of Angola, Republic of Burundi, Central African Republic, Democratic Republic of Congo, Republic of Kenya, Republic of Rwanda, Republic of South Sudan, United Republic of Tanzania and Republic of Uganda.

The Republic of Congo, Republic of Sudan and Republic of Zambia are yet to report on progress made in developing NAPs for the implementation of UNSCR 1325.

Seventeen years after its adoption, UNSCR 1325, results of implementation of the Resolution across the Great Lakes region is uneven, particularly regarding women's participation in national, regional, and international conflict prevention, conflict resolution and peace-building processes. Concerted efforts at the international level to increase the prevention of crimes against women and girls, improve protection measures, and increase women's participation have resulted in the adoption of additional regional security pacts and additional Security Council Resolutions that affirm and strengthen the implementation of UNSCR 1325<sup>3</sup>.

In recognition of the uneven progress in implementing commitments made to both the Peace, Security and Cooperation Framework in the Great Lakes and UNSCR 1325, and in order to infuse a new life and a renewed spirit of cooperation and coordination between major stakeholders, a strategy for accelerating implementation of commitments made on WPS in the Great Lakes was developed by the Office of the Special Envoy of the Secretary General (O/SESG) for the Great Lakes in February 2018.

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<sup>1</sup>Signed in 2006.

<sup>2</sup>Signed in 2013.

<sup>3</sup> Please refer to Annex I for the list and content of these subsequent resolutions.

## **BACKGROUND AND CONTEXT**

### **A. UNITED NATIONS SECURITY COUNCIL RESOLUTION (UNSCR) 1325**

Largely due to global civil society activism and the political will generated within the Security Council, UNSCR1325 on WPS was unanimously adopted on 31 October 2000. This landmark Resolution urges UN Member States to ensure increased representation of women at all decision-making levels in national, regional and international institutions, and mechanisms for the prevention, management and resolution of conflict. It was the first time that the Security Council formally recognized the distinct roles and experiences of women in different phases of conflict, their contribution in its resolution and its long-term management. Furthermore, the Resolution recognized that by involving women, peace processes and agreements, and post-conflict stabilization and reconstruction efforts, could be more effective and sustainable.

The four pillars of prevention, protection, participation, relief and recovery, stress the importance of equal participation and full involvement of women in all efforts for maintaining and promoting peace and security.

Unlike other international Treaties and Conventions, UNSCRs are binding, and resulted in a call being made to Member states to develop and adopt National Action Plans (NAPs) on WPS as one of a range of mechanisms to implement the resolutions and monitor progress of the WPS agenda. Regional Action Plans (RAPs) on WPS have also been developed notably by the Southern Africa Development Community (SADC), the East African Community (EAC) the Economic Commission for West African States (ECOWAS) and the Economic Community of Central African States (ECCAS). as frameworks that provide effective strategies and mechanisms for women's increased participation in the promotion of peace and security and enhance protection of women in conflict and post-conflict situations

In the years following its adoption additional resolutions on WPS have been adopted. These are UNSCR 1820 (2008), 1888 (2009), 1960 (2010), 2106 (2013), 2122 (2013)<sup>2</sup> and 2242 (2015). The vision and content of these resolutions provide a framework for the implementation of the WPS agenda that reinforces existing global and regional commitments, Treaties and Conventions on women's rights imbedded, mainly the Convention on the Elimination of all Forms of Discrimination against Women (1979) and the Beijing Declaration and Platform for Action (1995).

UNSCR 1325 has contributed enormously to advancing the debate on engendering peace and security processes and mechanisms, and has expanded the understanding and acceptance of women's diverse roles in conflict resolution and peace-building. The Resolution provides an important advocacy tool for promoting women's participation in decision making, conflict prevention and conflict resolution processes. UNSCR 1325 and subsequent resolutions on WPS have also catalyzed interest and action in policy formulation and research on the gender impacts of war, peace-building, security, and conflict resolution.

Despite growing international recognition of UNSCR 1325 as a global norm, implementation has been slow and arduous on the ground. Issues of implementation range from lack of timely and disaggregated data on violence against women to lack of sufficient resources allocated for implementation of commitments made, particularly weak or absence of funding to grassroots women's organizations, as well as challenges evaluating implementation. Moreover, gender and women rights tend to be moved down the list of priorities in precarious transitions from war to peace – by international as well as national stakeholders.

## **B. IMPLEMENTATION OF UNSCR1325 IN THE GREAT LAKES REGION<sup>4</sup>**

At the National level, a number of countries of the Great Lakes region have taken significant steps towards addressing gender disparities in the region. For example, legislation and policies in countries such as Kenya, Rwanda, Uganda and Burundi expressly guarantee affirmative action to achieve gender parity in decision making bodies, including women occupying at least 30 percent (30%) of positions in these bodies. The preamble of the 2006 promulgated DRC Constitution upholds the principle of equality between men and women. Articles 5, 14 and 15 set up the foundations of legitimisation of any policy of equality and equity.

In order to achieve the objectives, set by the various programmes and protocols, the Executive Secretariat of the ICGLR was established and tasked with coordinating, facilitating, monitoring and ensuring implementation of the Pact on Security, Stability and Development in the Great Lakes Region and its 10 Protocols<sup>5</sup>.

The ICGLR Pact also addresses the cross-cutting issues of Gender, Environment, Human Rights, HIV/AIDS and Human Settlements.

Of particular significance at the Institutional level is the recognition by ICGLR Member States of the importance of strengthening institutional capacity and accountability to protect women, girls, men, and boys from sexual and gender-based violence in peace time, during conflict, and post-conflict situations.

It is in light of this recognition that ICGLR established two centres.

The ICGLR-Regional Training Facility (ICGLR-RTF), in Uganda, which is a decentralized organ of the ICGLR and whose main purpose is to undertake research, sensitize and train professionals and the general population who deal with cases of SGBV in ICGLR's Member States.

The Levy Mwanawasa Centre for Democracy and Good Governance, in Zambia, whose aim is to reinforce the capacities of social and political institutions of ICGLR States in the areas of

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<sup>4</sup> Content of this chapter were extracted from UNWOMEN document title: "Progress report on the implementation of the UNRES on Women, Peace and Security in East and Southern Africa" in preparation of the Symposium organized in May 2018

<sup>5</sup>For a list of these protocols please refer to Annex III

democracy, good governance, human rights and civic education. Under its programme of supporting implementation of ICGLR Pact and Protocols through Monitoring and Evaluation, it has put in-place the two Regional Observatories on Human Rights and Gender and the Regional Observatory on Governance and Democracy.

In an attempt to further consolidate efforts to end the recurring cycles of devastating conflict in eastern DRC, which impacts on stability and development in the Great Lakes Region, the O/SESG Region was created to supplement the existing initiatives of the ICGLR. As part of its mandate, the O/SESG mainstreams gender, as well as WPS perspectives, in conflict-related sexual violence in close collaboration with the ICGLR Secretariat and ICGLR-RTF.

UNSCR2098 (2013) called on the Special Envoy of the Secretary General (SESG), in coordination with the Special Representative for the DRC to *“lead, coordinate and assess the implementation of national and regional commitments under the PSC Framework, including through the establishment of benchmarks and appropriate follow-up measures”*.

Recognizing the need for a multi-sectorial approach to addressing gender inequality and women rights in the region, the 8<sup>th</sup> Regional Oversight Mechanism (ROM) held on 19 October 2017 in Brazzaville, the Heads of State and Government directed the O/SESG, in consultation with the African Union (AU), the ICGLR Secretariat, and the SADC to review progress in the implementation of the Goma Declaration (2016).

Furthermore, both the 8<sup>th</sup> High-Level Meeting of the ROM and UNSCR 2389(2017) *“encouraged the Office of the United Nations Special Envoy for the Great Lakes Region, in consultation with the ICGLR Secretariat, SADC and the African Union, to convene regular meetings to review progress in the implementation of the Declaration of the Women’s Platform of the PSC Framework adopted in Goma, Democratic Republic of the Congo in July 2016”*, and further *“Urges continued regional and international support for initiatives aimed at promoting inclusive dialogue amongst national stakeholders”*. Importance of opening political space to enable the full and free participation of peaceful political parties, civil society and the media as well as the full participation of both men and women in the political process was equally stressed.

A strategy for accelerating implementation of UNSCR 1325 and the Goma Declaration has thus been developed in a joint approach. The strategy aims to guide advocacy and good offices of the O/SESG towards greater implementation of established gender equality and women’s rights commitments. It further aims to continue efforts to ensure women across the diversity of civil society and women's organisations substantively and qualitatively participate in conflict and violence prevention initiatives, including mediation, as specified in existing instruments and frameworks.

At the initiative of the O/SESG, joint solidarity missions were also undertaken by the UN, AU, ICGLR and UNWOMEN to Burundi, CAR and DRC and South Sudan in mid-2018. Key recommendations from these solidarity missions were submitted for consideration by Heads of State and Government of the Great Lakes Region.



## JUSTIFICATION AND RATIONALE FOR A RAP

The development of the RAP has been prompted by a number of factors, including: the need to facilitate a harmonized consideration of issues that form the basis of UNSCR 1325 and its related Resolutions, and thus provides an appropriate holistic and integrated Regional response to issues on women, peace and security that transcend national boundaries; to consolidate the gains made so far and foster exchanges and mutual learning of experiences and practices between ICGLR Member States. The RAP therefore derives from the analysis of achievements made by ICGLR Member States and the challenges still to be addressed and proposes transformative actions and mechanisms.

### A. STATUS OF IMPLEMENTATION OF UNRES 1325 IN THE GREAT LAKES REGION<sup>6</sup>

#### (I) ACHIEVEMENTS:

Much has been achieved in the Great Lakes region since the adoption of UNSCR 1325. These achievements relate to policies, actions and special measures taken by Member States as a way of implementing recommendations made in the four pillars of the Resolution.

#### **Prevention:**

- The principle of non-discrimination on the basis of sex is mentioned in the Constitutions of some countries (DRC, Tanzania, “eradication” in Rwanda). South Sudan and Sudan currently have provisional constitutions that provide for gender equality.
- Several countries, have introduced specialized units to deal with SGBV cases within their police forces, with officers trained specifically to handle cases of SGBV. Other than Sudan and South Sudan, all countries have introduced at least one functioning one-stop centre to holistically respond to the needs of victims of SGBV. Many countries have specific legal aid mechanisms to assist victims of SGBV in accessing justice.
- All the countries have national gender policies and some have specific national strategic plans on SGBV

#### **Participation:**

- The Great Lakes region places considerable significance on Rwanda, being ranked first in the world in terms of women's participation in politics. Overall, there has been an increase in the number of women involved in formal political bodies in the Great Lakes region, including legislative and local government bodies. Burundi, Rwanda, South Sudan, Sudan

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<sup>6</sup>Content of this chapter were extracted from UNWOMEN document title: “Progress report on the implementation of the UNRES on Women, Peace and Security in East and Southern Africa” in preparation of the Symposium organized in May 2018

and Tanzania have legislated specific percentage quotas for women's representation in parliament, while Uganda has allocated a specific number of seats to women. There has also been an increase in the number of women holding ministerial positions, as well as leadership positions in national human rights institutions.

- Women are best represented in the judiciary, with rates in most countries that hold available data being between 20-40%.
- Peace agreements signed in Burundi, the DRC, Kenya, South Sudan, Sudan, Uganda since 2000 have included at least one provision to improve the security and status of women and girls.

### **Protection:**

- Most Member States of the Great Lakes have either amended or introduced legislations to enhance gender equality and better protect women and girls from SGBV. Kenya and Tanzania have specific sexual offences legislation, while Kenya, and Uganda have specific domestic violence legislation. Rwanda has an all-encompassing SGBV legislation. Burundi, the DRC, Sudan and Uganda all include crimes of SGBV in their respective penal codes. In most countries, national legislation is in-line with, or comes close to being in-line with, international standards on the protection and enhancement of women's rights. DRC has decriminalized homosexuality.
- Most countries have, at different times, provided trainings on gender equality and SGBV for security sector personnel. Pre-deployment training on gender and SGBV for peacekeepers is probably the most consistently provided. (Kenya and Uganda being good examples).
- The existence of the ICGLR-RTF for the prevention and suppression of sexual violence against women and children as the leading research, information, education and training sharing facility on SGBV in the Great Lakes Region, has enabled the provision of quality training material and quality training to professional groups that deal with survivors of SGBV to improve the response to SGBV in the GLR.

### **Relief and Recovery:**

- Awareness has been raised at the political level on the need for gender-responsive budgeting (GRB) to enable financial resource allocations from Member States budgets, and as a consequence there is growing political support for developing GRB at national levels for humanitarian and post conflict recovery initiatives.

Two countries that have achieved notable success in their efforts to introduce GRB are Uganda and Rwanda, both of which have integrated gender-oriented goals into budget policies, programs, and processes in fundamental ways especially in addressing sexual and gender based violence.

## (II) CHALLENGES

Despite the above achievements a number of challenges still persist. A report of the Expert Group meeting held in March 2018<sup>7</sup> identified seven major global challenges that limit progress in implementing the agenda on WPS<sup>8</sup>

- Patriarchal systems and persistent gender inequality
- Nature of contemporary conflict
- Shrinking political space and threats against women's human rights defenders
- Funding challenges and insufficient investment in gender expertise
- Limited recognition of women's expertise and lived experience
- Tension between transformative and technocratic approaches
- Knowledge gaps

These structural challenges are also pervasive in political structures that are responsible for the implementation of UNSCR 1325. In addition, a literature review of studies and reviews of national actions plans' implementation, points to weakness of coordination and communication (including documentation, data availability) on relevant issues related to women's rights in the Great Lakes Region, especially regarding violation of these rights, as well as the absence and/or weakness of mechanisms of prevention such as an early warning mechanism to avert conflict.

With regards to countries of the Great Lakes, the following summarises the main challenges to implementing the Resolution.

### **Prevention:**

- Three countries of the Great Lakes Region still do not have a NAP (Congo, Zambia and Sudan)
- High rates of SGBV are consistent across countries and across their respective peace, security and political contexts. SGBV also remains largely invisible and its victims silent, hampering efforts to respond effectively.
- There is generally poor operational capacity for gender desks within police forces, which are generally under-funded and lack adequate training for officers to respond adequately to SGBV crimes. Medical facilities also often lack skilled staff, and there are gaps in the availability of proper equipment. Psychosocial support and counseling is only available if human and monetary resources allow, which is seldom.

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<sup>8</sup> UNWOMEN: Women meaningful participation in negotiating Peace and the implementation of Peace agreements. Report of the Expert Group Meeting, New York 15-16 May 2018.

- Women also continue to be the target of violence in conflict settings. The perpetrators are state and non-state armed actors, as well as peacekeepers. Large numbers of women and children refugees and internally displaced people (IDPs) face very specific threats and are vulnerable to SGBV.

### **Participation:**

- The number of women in high-level political decision-making positions remains relatively low, although there has been some improvement. Interestingly, the largest number of women in decisions-making positions are from countries that have experienced armed conflict<sup>9</sup>
- Over the 20-year period between 1992 and 2016, women were routinely excluded from formal peace processes in the region: women represented between 1% and 13% of the mediation and negotiating teams in peace negotiations<sup>10</sup>. Further research is required to establish more recent statistics.

### **Protection:**

- There is tension between the formal legislative framework and customary law in most countries in the region. The right to customary practices is enshrined in many constitutions, but customary law is generally interpreted and implemented by men, which keeps women in a subordinate position and reinforces gender inequality.
- Women remain under-represented or unrepresented in the security sector: women's representation in the police is exceptionally low, while women's representation in the military is between 2-3% for most countries.
- There is a severe lack of information regarding the number of cases of SGBV that are reported to the authorities, investigated by police, prosecuted in court and result in convictions.
- Access to justice is hampered by the poor quality of police investigations, over-burdened and ill-functioning criminal justice systems, and corruption. Laws for the protection of women from violence are not implemented adequately due to the challenges of seeking justice through the courts and security institutions.

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<sup>9</sup>Souad Abdennebi-Abderrahim, in "Study on discrimination against women in law and in practice in political and public life, including during times of political transitions", OHCHR,

<sup>10</sup> Please refer to the table in Annex V for the percentage of women's participation in peace processes (1992-2011)

- It is very difficult to assess impact of the gender-related training programmes provided to security sector institutions due to the lack of monitoring and evaluations systems in place to assess their efficacy. Where such training does exist, it is generally not uniform, mandatory or comprehensive.

### **Relief and recovery:**

- There is very little transparent and accessible information around both international funding of gender equality issues, as well as national budgeting for gender equality issues in strategic planning frameworks. Information is not readily available, or not available at all, on the percentage of multi-donor trust funds allocated to gender and women specific activities.
- Resources are either not available, or appropriately channeled into implemented NAPs, and the resources allocated to WPS are limited.
- Most of the DDR and SSR programmes that had been developed in the region have marginalized or ignored women's specific needs.
- In addition to the above challenges general underfunding, or non-funding- of issues of WPS has been identified by several fora as one of the impediment to progress.

## **B. GLOBAL AND REGIONAL NORMATIVE FRAMEWORK:**

### **(a) GLOBAL FRAMEWORKS**

Since the adoption of the Convention for the Elimination of Discrimination against Women (CEDAW), the nine resolutions adopted by the Security Council on WPS have formed a strong foundation for the operationalization of the WPS agenda by the UN System and Member States.

In addition to these landmark Conventions and Resolutions, the RAP is also informed by the global frameworks listed below:

- The Universal Declaration on Human Rights (1948)
- The Convention on the Elimination of All Forms of Discrimination against Women (1979)
- The United Nations Charter (1945)
- The Convention on the Rights of the Child (1990)
- The International Covenant on Civil and Political Rights (1966)
- The International Covenant on Economic, Social, and Cultural Rights (1966)

- The Beijing Platform for Action (1995)
- The Rome Statue (2002)
- The United Nations Convention on the Rights of Persons with Disabilities
- United Nations Programme of Action to Prevent, Combat, and Eradicate the Illicit Trade in Small Arms and Light Weapons in All Its Aspects (2001)

#### **(b) AFRICA REGIONAL FRAMEWORKS:<sup>11</sup>**

In Africa, the implementation of UNSCR 1325 has been made possible through the legal, policy and normative frameworks that champion gender issues. At the AU 38th Ordinary Session of the Assembly of Heads of State and Governments, held in July 2002 in Durban, South Africa, it was declared that policies on gender mainstreaming are binding and should be realised at all levels.

The AU's normative framework on WPS is guided by the Protocol on Women's Rights in Africa (2003) and the AU Gender Policy, (2009). Among other relevant frameworks, are : the Solemn Declaration on Gender Equality in Africa, the AU Framework for Post Conflict Reconstruction and Development (2006), the AU Convention for the Protection and Assistance of Internally Displaced Persons in Africa (2009), the AU Policy Framework for Security Sector Reform (2011) The Bamako Declaration on an Africa Common Position on the Illicit Proliferation, Circulation, and Trafficking of Small Arms and Light Weapons (2000), The Nairobi Protocol for the Prevention, Control, and Reduction of Small Arms and Light Weapons in the Great Lakes Region and the Horn of Africa (2006).

Regional organisations in Africa have also adopted a series of instruments and protocols on gender mainstreaming to support UNSCR 1325. These legal instruments reaffirm African leaders' commitment towards gender parity at all levels, including peace and security. The recent establishment of the Panel of the Wise contributes both directly and indirectly to this agenda.

More recently its Africa Agenda 2063 specifies Africa's aspiration by defining a clear vision for:

- An Africa of good governance, democracy, respect for human rights, justice and the rule of law;
- A peaceful and secure Africa, and;
- An Africa where development is people-driven, unleashing the potential of its women and youth.

Although the AU has explicitly embraced gender equality and gender mainstreaming, including in peace and security structures and processes through all the instruments listed above, and there

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<sup>11</sup>Extracted from the AU DOC: **PSC: Briefing note on the continental results framework for monitoring and reporting on Women, Peace and Security agenda in Africa-2018- 2028**

is recognition of the special situation of women and their central role in all peace and development processes, impacts of their implementation has not been identified.

Twenty-Two African Union member states (nine of which are in the Great Lakes region) and three Regional Economic Communities (RECs) have adopted specific mechanisms for implementing the WPS agenda in the form of an Action Plan. However, the majority of these Action Plans have expired or will expire soon. Regrettably, their impact on the ground cannot fully be ascertained due to a lack of a common instrument to systematically and consistently track and report on progress made and their impact.

Implementation of UNSCR 1325 for the Great Lakes countries using the RAP aims to contribute to the attainment of its objectives. The RAP is also a direct answer to the call made at various meetings of the need to respond to the UNSCR 2242, which, among other things, reaffirmed the critical role for regional organizations in driving the agenda of WPS and further progress at the national level.

## **THE ICGLR RAP FOR IMPLEMENTING UNSCR1325**

The duration of this first ICGLR RAP will be for five years' period (2019-2024).

The RAP builds on existing policies in the fields of WPS, development, and diplomacy, and will contribute to their implementation, taking into consideration the achievements and addressing the challenges mentioned above. It encompasses all the pillars of UNSCR 1325 and adopts the concepts of human security, through a transformative processes and mechanisms for protection, prevention, relief and recovery and sustainable peace through participation in projecting outcomes.

Aligned with major African regional instruments on WPS and major International Instruments, including with basic recommendations of the CEDAW, the Sustainable Development Goals (SDGs), the RAP is owned by the ICGLR Member States and seeks to enhance women's leadership and promote young women's participation towards a peaceful and inclusive societies for sustainable peace and development

More specifically the RAP calls on Institutions and decision-making bodies of the ICGLR, as well as Members States, to take the following concrete initiatives:

- Through the establishment of a dedicated fund with innovative funding mechanisms, provide systematic and increased resources that will ensure funding of women's organisations and the women's movement in the Great Lakes, to promote ICGLR's women leadership, increase the presence and participation of young women, facilitate their meaningful participation and agency in all Great Lakes Regional Peace and Security processes and institutions, including peace processes and negotiations, election processes, mediation,

- To open the political spaces where all decisions on Peace and Security are made, to enable young women's participation in all key decision-making processes and mechanisms on Peace and Security.
- To develop relevant policy and governance measures, as well as tools, for reforming the Security Sector (security, judicial, health, education, finance) and enable Great Lakes Member States to prevent incidence of violence against women and protect them, both in-time of relative peace and in-time of conflict,
- To connect with specialised agencies, institutions to end impunity, punish the perpetrators, provide access to justice to all in particularly women victims and survivors of SGBV, and compensate women for the damage caused
- To build effective, accountable, and inclusive institutions which facilitate linkages between Government and the women movement of the Great Lakes

#### **A. METHODOLOGY OF DEVELOPMENT OF THE RAP:**

Development of the RAP was essentially through a wide literature review of major relevant documents from ICGLR Member States, United Nations agencies UNWomen researched by consultants, under the leadership and supervision of the ICGLR Gender Director and the Gender Advisor a.i in the O/SESG.

Documents reviewed were obtained via various websites and with ICGLR 's Member States, and include ICGLR Member State's National Action Plans particularly those of Burundi, DRC, Kenya, Uganda, Rwanda, and South Sudan, as well as existing Regional Action Plans (ECOWAS, IGAD, ECA and ECCAS).

UNWOMEN's documents on "*Analysis of implementation of UNRES 1325 in East and Central Africa*", which was used as a background document for the Symposium on UNSCR 1325 in May 2018, was crucial for this review.

Other relevant documents of policy, studies, analysis, programmes and research undertaken by Civil Society in the region, and beyond, particularly those by Regional /International Institutions and organizations, such as the AU and its related organs, the UN, the World Bank and the IMF as well as few academic articles, were also consulted.

Criteria for the choice of documents were their relevance to issues of WPS, quality of the analysis and availability of data.

Resource constraints did not permit face-to-face interactions with each ICGLR Member State in order to seek information on the implementation of UNSCR 1325. Interviews were, however, held in Uganda and Rwanda. Telephone discussions took place between the consultants and focal



contacts in Burundi and the DRC and email correspondence exchanges with individuals involved in actions on WPS in CAR and South Sudan were also made.

A first draft version of the RAP was presented to the Advisory Board of the Great Lakes Women Platform's meeting held in Nairobi in February 2018. In attendance at this Advisory Board meeting were, the AU Special Envoy on WPS, the SESG for the Great Lakes, representatives of AU FEM-Wise, including the former President of the Central Africa Republic and the former Vice President of Uganda. ICGLR Gender director, representatives of Governments in the Great Lakes, representatives of the Great Lakes Women Forum and the Women's Platform, youth representative, various experts from different international organizations, including AU, UN, DPA, AFDB, and representatives of major women networks working on WPS, namely AMWA and ISIS-WICC were also in attendance.

Several versions of the RAP were submitted and reviewed by ICGLR and O/SESG since, until late October 2018, and this final version has incorporated to the extent possible all comments received.

## **B. PURPOSE OF THE RAP:**

The RAP translates the strategy on accelerating implementation of UNSCR 1325 and the Goma Declaration into concrete actions. It will play a complementary and mutually supportive role with NAPs. It is a tool for the use of ICGLR Member States to enable them to benchmark their own responses and respective NAPs with set targets, and will facilitate monitoring and evaluation of implementation of the Resolution.

As a standardised mechanism that will promote a coordinated approach in achieving set outcomes it will be an important tool for resource mobilisation.

## **C. MATRIX OF PRIORITY ACTIONS FOR IMPLEMENTATION**

Please refer to document in Annex VI

## **D. COORDINATION MECHANISM FOR IMPLEMENTATION OF THE REGIONAL ACTION PLAN**

Coordination mechanisms for implementation of the RAP will be the responsibility of ICGLR and its existing organs. A specific desk will be established in the office of ICGLR's Gender Directorate. The main function of the dedicated desk will be to coordinate day-to-day activities and engage with Member States, the National coordinators and all other stakeholders implementing UNSCR 1325.

**Women's Forum** and **Women's Platform**, representatives of **Women's networks**, as well as the **Young Women's Platform**, will provide oversight and ensure compliance and accountability of actors who implement UNSCR 1325 in the Great Lakes.

A **Regional Steering Committee** will be established whose main functions are: to provide strategic direction and guidance for the RAP's implementation (sometimes making decisions); to oversee progress and facilitate global collaboration among all stakeholders; provide advice to the ICCGLR secretariat in planning, coordination and resource mobilization.

Members of the Regional Executive Steering committee will be representatives of the following organizations:

- Women Forum and the Women platform, 2 representatives
- Representative of young women platform: 2 representatives
- ICGLR Gender Director: 1
- OSESG Gender Advisor: 1
- Representative of national coordinators: 2
- Representative of the Observatory on Democracy and Good governance :1
- Representative of the Regional Training facility: 1
- Experts and representative from the WPS Advisory Board of the Great Lakes. :2

Total: 12 persons

The Regional Steering Committee will meet at the beginning of the RAP's implementation to confirm the first year's actions and thereafter once a year before the meeting of the ICGLR's ROM and that of the TSC, in order to prepare progress reports to be presented to these two governing bodies. The Regional Steering Committee is also expected to hold virtual meetings, with frequency to be determined, but as a minimum every six months.

## **E. MONITORING AND EVALUATION OF THE REGIONAL ACTION PLAN**

### **A: MONITORING**

Africa in general, and countries of the Great Lakes have steadily built-up an extensive body of instruments and policies of relevance to the WPS agenda at all levels. These policies have been predominantly been in terms of process - but deeper implementation, impact, and monitoring has been weak.

Monitoring and reporting (both statutory and voluntary) of this basket of commitments has been to-date limited and insufficient.<sup>12</sup>

Monitoring and Evaluation (M&E) have also been weak due to the absence of a comprehensive monitoring and accountability framework to guide and report on implementation of commitments, achievements and challenges faced by all stakeholders in the Great Lakes Region. This lacuna also prevents reporting on results and fails to give a qualitative assessment of women's participation and contributions.

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<sup>12</sup> Source: Implementation of the Women, Peace, and Security Agenda in Africa, AUC, July 2016

At the level of the ICGLR, the main issues identified are among others, inertia on the part of local M&E teams to update the ICGLR website on implementation of activities and realization of indicators. Absence of reactions to monitoring questionnaires sent by the ICGLR Secretariat.

To address these challenges, the immediate priority will be the development of a monitoring framework of the RAP's implementation, which ICGLR, through the Observatory on Governance and Human Rights of the LMRC will oversee and undertake its development. Development of the framework will include: a) outlining the activities for implementing each priority actions; b) gathering the baseline data, identify their source, define the indicators using the 26 Global (UN) and 28 Regional (AU) indicators<sup>13</sup>, Setting the targets based on quantitative and qualitative indicators derived from Global (UN) and Regional indicators (AU).

Baseline data will be collected over a one-year period and the stakeholders, (women and their organizations/networks/platform) responsible for implementing the activities in the RAP will ensure continuous monitoring of progress.

The ICGLR Secretariat, through the Gender Directorate, will report to the ICGLR Member States and the O/SESG on results of the monitoring exercise as required.

The Observatory will establish a Monitoring Committee, Representatives of women's organizations (Forum, Platform, Youth, networks); representatives of Member States, OSESG, Gender Directorate of ICGLR will form this Committee. The monitoring committee will meet virtually twice a year to:

- Consider the data collected and map the next steps to be taken with Member States.
- Consider the quality and reliability of data (Specific, measurable, attainable, relevance and time bound).
- Agree on targets to be set
- Review progress in relation with the indicators.

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<sup>13</sup> See Annex VII for a comprehensive list of these indicators.

## **B. EVALUATION**

Implementation of the RAP will be subject to a mid-term evaluation in 2021 and a final evaluation in 2023, with the main purpose being:<sup>14</sup>

- To demonstrate results and accountability to stakeholders by providing information about processes of implementation of the RAP, and about intended and unintended effects on women's empowerment, gender equality and human rights as a result of the intervention resulting from these processes.
- To provide credible and reliable evidence for decision-making by providing information about, implementation, and resource allocation and providing knowledge on participants and stakeholders' needs, programme functioning and programme effects.
- To contribute important lessons learned about normative, operational and coordination work in the four areas of the Resolution's pillars, including what has worked well, what has not, and what this means for WPS.

## **F. BUDGET AND FUNDING OF THE RAP PRIORITY ACTIONS**

Costing of the RAP priority actions will be undertaken once activities for implementation of each priority will be finalized.

This will be carried out in the RAP's first year and in collaboration with all stakeholders of the specific priority action, under the coordination of the ICGLR Gender Directorate and the O/SESG.

This costing will enable the establishment of a Comprehensive Budget, which will be funded by a dedicated Special Fund and by ensuring that 15% of all available Funds and/ or instruments established on Peace and Security are allocated for WPS, as per standard established by the UN.

Member states of the ICGLR will contribute to funding activities that will be undertaken specifically within their borders or which are cross border in nature. Contribution for the former will be through budget allocation as per the internationally agreed target of 15% of total budget to WPS, and through the special fund for the later.

{END}

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<sup>14</sup> Adapted from UNWOMEN evaluation handbook: [How to manage gender-responsive evaluation](#), 2015

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## ANNEXES

I. List and contents of the various Resolutions on Women Peace and Security

II. Comprehensive list of ICGLR National Actions Plans

III. ICGLR Protocols

IV. Table of women representation in parliaments in the Great Lakes

V. Table on percentage of women's participation in peace processes

VI. MATRIX OF IMPLEMENTATION

VII. Comprehensive list of global and regional indicators.

VIII. Available funding instruments