

# CONTINENTAL RESULTS FRAMEWORK

MONITORING AND REPORTING ON THE IMPLEMENTATION  
OF THE WOMEN, PEACE AND SECURITY AGENDA IN AFRICA (2018 - 2028)





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# **ACRONYMS**

<b>ACHPR</b>	African Charter on Human and Peoples' Rights
<b>APSA</b>	African Peace and Security Architecture
<b>AU</b>	African Union
<b>AUC</b>	African Union Commission
<b>CRF</b>	Continental Results Framework
<b>CSO</b>	Civil society organization
<b>CSW</b>	Commission on the Status of Women
<b>DDR</b>	Disarmament, demobilization and reintegration
<b>EU</b>	European Union
<b>GBV</b>	Gender-based violence
<b>NAPs</b>	National action plans
<b>OSAA</b>	Office of the Special Adviser on Africa
<b>OSE</b>	Office of the Special Envoy
<b>PAP</b>	Pan-African Parliament
<b>PCRD</b>	Post-Conflict Reconstruction and Development
<b>PSC</b>	Peace and Security Council
<b>RAPs</b>	Regional action plans
<b>RECs</b>	Regional Economic Communities
<b>SDGEA</b>	Solemn Declaration on Gender Equality in Africa
<b>SGBV</b>	Sexual and gender-based violence
<b>SSR</b>	Security sector reform
<b>UNDP</b>	United Nations Development Programme
<b>UNSCR</b>	United Nations Security Council Resolution
<b>UN-Women</b>	United Nations Entity for Gender Equality and the Empowerment of Women
<b>WPS</b>	Women, Peace and Security

# Foreword

**H.E. MOUSSA FAKI MAHAMAT**  
Chairperson, African Union Commission



The African Union is committed to attaining gender equality and women's empowerment as a critical goal and strategy in the realization of Agenda 2063: The Africa We Want. We recognize that our efforts towards peace and security cannot be achieved without the meaningful participation and leadership of women. In particular, efforts towards silencing the guns, enhancing good governance, democracy, respect for human rights, justice, the rule of law and a peaceful and secure Africa must integrate the Women, Peace and Security (WPS) Agenda for them to be successful.

Building on the adoption of the landmark United Nations Security Council Resolution 1325 in 2000, the African Union founding documents, particularly the African Union Constitutive Act of 2002, enshrined the principle of gender equality and female participation in decision-making processes—a norm that the African Union has continuously advocated for with all our Member States and Regional Economic Communities (RECs). In addition, we have adopted various norms and standard-setting frameworks related to the WPS Agenda, including the Solemn Declaration on Gender Equality in Africa (SDGEA), the Maputo Protocol, the African Union Gender Policy and above all, Agenda 2063 (Aspiration 6 specifically recognizes the centrality of women in Africa's development).

The WPS Agenda is an important part of the comprehensive approach to preventing and resolving conflict. The protection of women's rights and the importance of their participation and leadership in conflict prevention, resolution, peacebuilding and post-conflict reconstruction cannot be overstated. This was made clear in the three high-level reviews of the United Nations peace operations, peacebuilding and the implementation of Security Council Resolution 1325 in 2015. The reviews converged on the particular impact of conflict on women and girls and the importance of the WPS Agenda as a tool for strengthening the effectiveness of conflict prevention and resolution efforts.

I congratulate the Member States and RECs on their ongoing initiatives on WPS and welcome the adoption of national and regional strategies for implementing the agenda. As of June 2018, 23 African Member States had adopted a national action plan (NAP): Côte D'Ivoire, Uganda, Liberia, Democratic Republic of the Congo, Sierra Leone, Ghana, Rwanda, Guinea-Bissau, Guinea, Burundi, Senegal, Burkina Faso, Gambia, Mali, Togo, Nigeria, Central

African Republic, Kenya, South Sudan, Niger, Angola, Cameroon and Mozambique. The Economic Community of West African States, the Intergovernmental Authority on Development, the Mano River Union and the Great Lakes Region have also adopted regional action plans (RAPs).

However, despite these positive commitments, implementation is wanting, yet commitments are only meaningful and life-transforming when implemented. In response to this implementation gap, the African Union Peace and Security Council (PSC), at its 476<sup>th</sup> meeting in December 2014, "...urged the AU Commission, through the coordination of the Office of the Special Envoy on Women, Peace and Security to formulate a Continental Results Framework to monitor the implementation by AU Member States and other relevant stakeholders of the various African and international instruments and other commitments on women, peace and security in Africa".<sup>1</sup> I congratulate the Special Envoy on Women, Peace and Security, Mme. Bineta Diop, for successfully completing the task. I welcome the Continental Results Framework (CRF) as tool that will go a long way to catalysing achievement of the goals of United Nations Security Council Resolution 1325 for the benefit of African women and all members of African societies.

This CRF for Monitoring and Reporting on the Implementation of the WPS Agenda in Africa capitalizes on the reforms of laws, policies and institutions currently occurring in the context of Agenda 2063 for Africa's transformation. It complements the agenda's efforts, specifically in the area of gender, peace and security, by providing a means for monitoring and reporting on how specific gender goals and actions under different aspirations are being implemented. It will therefore catalyse the implementation of the WPS Agenda in Africa, not only by providing an accountability tool, but also by incentivizing Member States and RECs. In addition, the framework will contribute to data collection and inform peace and security decisions.

I call upon our Member States, RECs and development partners to embrace the framework and demonstrate consistent political will, resourcing, accountability, expertise and attitudinal change to ensure its full implementation.

## Preface

**AMB. SMAIL CHERGUI**

Commissioner for Peace and Security,  
African Union Commission



In 2000, the United Nations Security Council adopted Resolution 1325 on Women, Peace and Security, the cornerstone of the current global Women, Peace and Security (WPS) Agenda. On the African continent, this global agenda is domesticated through several instruments, including the African Union (AU) Solemn Declaration on Gender Equality in Africa (SDGEA), which calls for the need to ensure the full and effective participation and representation of women in peace processes. At the regional and country level, the Regional Economic Communities and AU Member States have developed gender policies and adopted gender declarations and United Nations Security Council Resolution (UNSCR) 1325 action plans that guide their gender-mainstreaming programmes in peace processes.

The AU has continued to provide leadership on this agenda by, among other things, adopting peace and security policies, strategies and programmes that take a WPS-oriented perspective. The 2006 policy on Post-Conflict Reconstruction and Development incorporates the principle of Inclusiveness, Equity and Non-Discrimination in addressing conflict. The policy commits to undertaking initiatives that promote participation and address the needs of marginalized and vulnerable groups such as women and girls, among others.

The African Peace and Security Architecture road map 2016–2020, unveiled in December 2015, recognizes gender, peace and security as key to conflict prevention, management, resolution and post-conflict reconstruction. The road map sets out to strengthen women's participation in peace, security and post-conflict reconstruction in Africa and improve the quality and effectiveness of agencies responsible for protecting women and children in conflict and post-conflict contexts. It aims to mainstream gender in the continental peace and security agenda and safeguard women's increased participation and protection in times of conflict. Furthermore, the AU strategy for Gender Equality and Women's Empowerment (2017–2027) calls for equal participation of women in peace processes.

In recognition of the centrality of women's engagement as pivotal actors in peace and stabilization efforts in Africa, the African Union Commission (AUC) has adopted initiatives that seek to promote women's meaningful involvement and protection. These include the launch of a Gender, Peace and Security Programme in 2015, aimed at developing effective strategies to advance the WPS Agenda and mainstreaming gender in the African Peace and Security Architecture, and the establishment of the Network of African Women in Conflict Prevention and Mediation (FemWise-Africa) in 2017, whose aims include supporting women's participation and influence in peace processes at all levels.

In addition, the Peace and Security Council (PSC) has institutionalized open sessions dedicated to women and children in armed conflict and to commemorating the anniversary of UNSCR 1325. The sessions give AU Member States an opportunity to assess the progress, gaps and challenges in implementing UNSCR 1325 and related resolutions.

To increase the focus on the WPS Agenda in Africa, the Chair of the AUC appointed a Special Envoy on Women, Peace and Security—Mme. Bineta Diop—in 2014, with the mandate to promote and echo the voices of women in conflict prevention, management and resolution, as well as advocate for the protection of their rights, including putting an end to impunity on sexual and gender-based violence.

The appointment was critical in advancing the AU Peace and Security Agenda—promoting peace, security and stability in Africa—in terms of amplifying the need to actively involve women in conflict prevention and resolution and post-conflict public life. Peace, security and stability have been recognized as a collective responsibility that requires active participation of both men and women. However, despite this recognition, obstacles to women's full involvement in Africa persist.

This Continental Results Framework (CRF) for Monitoring and Reporting on the WPS Agenda in Africa is one of the tools to help alleviate these obstacles. It provides a policy framework for tracking the progress made on implementing the commitments on WPS by the Commission and the Member States through the various instruments.

Within the Commission, the CRF will help strengthen the overall realization of the peace and security goals as outlined in the various policies and strategies, in particular by ensuring that the gender components in these policies and strategies are strengthened, tracked and reported on.

The CRF is anchored in the AU's long-standing work on gender equality and women's empowerment, as enshrined in the various instruments, structures and PSC decisions. It not only serves as a means to women's empowerment, but as a tool for enhancing the effectiveness of the AU's efforts towards promoting peace, security and stability on the continent as we aspire to achieve the broad vision of a continent where women and men have equal access to opportunities, rights and resources. It builds on national and regional initiatives related to WPS and is aligned with the global WPS Agenda.

## Opening notes and acknowledgements

**MME. BINETA DIOP**

Special Envoy of the Chairperson of the African Union Commission on Women, Peace and Security



The framework demonstrates the continued commitment of the AU to fully implementing the WPS Agenda in Africa. The development and adoption of this Continental Results Framework (CRF) for Monitoring and Reporting on the Implementation of the Women, Peace and Security (WPS) Agenda in Africa is a huge milestone in advancing the realization of the transformative goals of the United Nations Security Council Resolution (UNSCR) 1325 in Africa. The continent has already made good progress in developing policies and strategies for implementing the agenda. In 2014, when the Peace and Security Council (PSC) mandated my office to develop the framework, 17 countries in Africa had an action plan on WPS; by June 2018, the number had increased to 23.

While this progress is commendable, implementation is poor, mainly because the national action plans (NAPs) and strategies across the continent have mainly remained as ends rather than means, hence their transformative potential is not realized. Consequently, women are denied the dividends promised by the agenda. Although there are multiple factors hindering the implementation of the WPS Agenda in Africa, one huge gap is the inadequacy of monitoring systems and strong bodies to hold governments to account. Research shows that the majority of Member States are not monitoring the progress, achievements and weaknesses in terms of implementation of UNSCR 1325.

This CRF document is therefore a strategic tool to bridge the gap between developing policies on WPS and implementing them. Among other things, it provides systematic and focused ways of regularly tracking and reporting on implementation of the WPS policies using common tools and parameters. This regular monitoring makes it possible to identify implementation gaps such as political will, institutional leadership and financing at all levels, which when enhanced can contribute to the realization of the WPS Agenda goals.

The framework is a culmination of a four-year transparent, inclusive and consultative process with African Union (AU) organs, Member States, Regional Economic Communities (RECs), United Nations organizations and civil society that began in December 2014 following a formal mandate through the PSC decision taken at the 476th meeting.

In total, four consultative meetings were conducted with various target groups between December 2015 and December 2017. On 29 March 2018, the CRF was validated by 19 of the 22 AU Member States that had developed a NAP, and subsequently by three of the five AU RECs. The framework was then adopted by the AU PSC during its 772nd meeting on 16 May 2018.

The CRF provides twenty-eight (28) indicators agreed upon by Member States for tracking and reporting on the implementation of the WPS Agenda in Africa. The indicators are structured around the four pillars of UNSCR 1325 on Women, Peace and Security (prevention; participation; protection; relief and recovery), with an additional theme on 'WPS in the context of emerging security threats' incorporated. In addition, the framework provides thirteen (13) indicators to monitor the implementation of the WPS Agenda within the African Union Commission (AUC). It is a living document that will continue to be improved over time; lessons learned from its implementation will be incorporated, as will developments in the field of WPS.

The development of this CRF would not have been possible without the dedication of many actors within the AUC, Member States, RECs, civil society, experts and development partners. I am grateful to the Office of the Chairperson, the Peace and Security Department, the Directorate of Women, Gender and Development and other AUC departments for their continued support.

I would like to give special recognition and thanks to the women's groups and experts involved in the initial consultation, at which the need to develop the CRF was raised and subsequently submitted to the PSC session in December 2014. My appreciation extends to all Member States and RECs who have adopted an action plan on UNSCR 1325 and who participated in the various consultations that my office organized. Your valuable input to the CRF document is appreciated.

I am deeply appreciative of the support from the partners, in particular UN-Women, the United Nations Development Programme (UNDP) Regional Service Centre for Africa, the Government of Norway and the Government of the United States of America for their financial and technical support in developing the CRF. I also wish to extend my gratitude to the Office of the Special Adviser on Africa (OSAA), which co-organized a number of high-level sessions for developing a road map for the CRF.

My gratitude to the team in my office, led by Dr. Jean-Bosco Butera, Special Adviser and Chief of Staff, who coordinates the office activities. Special mention to Ms. Catherine Gaku Njeru, Gender Monitoring Officer, who has drafted the final copy of the CRF, Colonel Theophila Shaanika, Special Adviser on Women in the Security Sector, and Hope Tendai for their input in the process.

It is my hope that this CRF will help deliver transformational results to our society, and particularly to women.

# Introduction

The importance of recognizing women as equal partners in development, peace and security processes has dominated global, continental and regional debates. The need to bring a gender perspective into peace and security matters led to the development of the normative framework on women, peace and security.

The normative framework on women, peace and security owes its origin to various historical developments that include the shift from state security to human security. Efforts to address the situation of women in conflict date back to late 1960s. In 1969, the Commission on the Status of Women (CSW) discussed the question of the protection of women and children in emergency and conflict situations during its 22nd session, where it agreed to request the United Nations Secretary-General to submit a report to the CSW on the status of women in conflict situations during its 23rd session. Following much debate and advocacy on the question, in 1974, the General Assembly adopted the Declaration on the Protection of Women and Children in Emergency and Armed Conflict.

The circumstances of women in conflict situations and their role in peacebuilding continued to feature in global debates, including in the four United Nations World Conferences on Women held in 1975, 1980, 1985 and 1995. The Fourth World Conference on Women, held in Beijing in 1995, crystallized the issue by devoting a whole chapter of the outcome document—the Beijing Platform for Action—to women and armed conflict.

Following these seminal global developments, other normative policy frameworks on gender, peace and security were adopted at the international level, including the Windhoek Declaration and the Namibia Plan of Action adopted in May 2000. This declaration became a precursor to the adoption of the ground-breaking United Nations Security Council Resolution (UNSCR) 1325 on Women, Peace and Security in October 2000. Its adoption was a result of several decades of advocacy on WPS.

UNSCR 1325 recognized three key issues: i) the disproportionate number of women and girls affected by armed conflict and the need to protect them in conflict and post-conflict settings; ii) the under-representation of women in conflict resolution and peacebuilding activities and the value of promoting women's participation in peace and security processes; and iii) the importance of mainstreaming gender perspectives in peacekeeping and in the peace and security architecture and processes.

The resolution then called on United Nations Member States to actively prevent conflict, protect women from violence, specifically gender-based violence (GBV), and increase the active participation of women at the decision-making level of all processes of conflict prevention, management and peacebuilding. It urges governments and other stakeholders to adopt a gender perspective when designing and implementing peace processes, including peace agreements and peacekeeping, and calls for support to be provided to local women's peace initiatives.

Pursuant to the adoption of UNSCR 1325, the United Nations Security Council adopted other resolutions on women, peace and security, including Resolution 1820 (adopted in 2008), which notes the use of sexual violence as a weapon of war and calls upon Member States, armed groups and international organizations to actively protect women from GBV during conflict, and Resolutions 1888 and 1889 (adopted in 2009), both focusing on sexual violence in armed conflict. Resolution 1888 additionally provides for the establishment of mechanisms to address sexual violence in conflict, including the appointment of a United Nations Special Representative of the Secretary-General on Sexual Violence, as well as the inclusion of female peacekeeping personnel in missions. Resolution 1960 (adopted in 2010) and Resolution 2106 (adopted in 2013) respectively reiterate the importance of ending sexual violence in conflict and provide the operational details for combating sexual violence.

Reinforcing the role and relevance of women in peace and security, UNSCR 2122 (adopted in 2013) focuses on stronger implementation measures and monitoring mechanisms to enable women to engage in conflict resolution and recovery. UNSCR 2242 (adopted in 2015) brings attention back to UNSCR 1325 and acknowledges the obstacles to attaining its provisions; it further emphasizes the critical role that women play in efforts to counter violent extremism.

To address sexual exploitation and abuse in peace support operations, the United Nations Security Council adopted Resolution 2272 in 2016. This resolution establishes measures to address sexual exploitation and abuse by peacekeepers. It provides for repatriation of any military unit or police formed units that are credibly accused of sexual exploitation and abuse. In addition, it calls on all deploying States to take measures to investigate sexual exploitation and abuse and hold perpetrators accountable.

The African Union's (AU) commitment to gender equality and women, peace and security is enshrined in several of its normative frameworks and processes. The Constitutive Act of the AU, adopted in 2002, promotes gender equality as one of its founding principles and emphasizes the need for ensuring that the gender perspective is integrated into AU processes. The AU gender parity principle calls for a 50/50 representation in AU decision-making processes and structures.

Against this backdrop, it is envisaged that the various organs of the AU, including the Pan-African Parliament (PAP), the Directorate of Women, Gender and Development and the AU Commission Office of the Special Envoy (AUC OSE), work in collaboration with Member States, including national parliaments, government departments, political parties and civil society organizations (CSOs), to ensure that the gender parity principle is effectively realized.

Additionally, through the adoption of the African Charter on Human and Peoples' Rights (ACHPR) (1998) and the additional Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa, commonly known as the Maputo Protocol (2003), the AU acknowledges the imperative for protecting the rights of women and girls, through raising public awareness, supporting the enactment of progressive laws, promoting inclusive development and supporting women's roles in peace processes, among other things.

The Solemn Declaration on Gender Equality in Africa (SDGEA), adopted in 2004, commits the Heads of State and governments of AU Member States to ensuring the full and effective participation and representation of women in peace processes, including conflict prevention, resolution and management and post-conflict reconstruction in Africa. In addition, the SDGEA calls for the application of the AU gender parity principle to all organs of the AU, Regional Economic Communities (RECs) and at the national level.

In recognition of the fact that the Women, Peace and Security (WPS) Agenda not only relates to situations of armed conflict, but also includes post-conflict peacebuilding phases, the AU Framework for Post-Conflict Reconstruction and Development (PCRD) (2006) places special emphasis on the need to ensure that women are involved in the design and implementation of PCRD programmes. Similarly, the AU Gender Policy (2009) provides guidelines on the institutionalization of gender mainstreaming and women's empowerment in Africa. The AU Gender Policy compels AU institutions, organs, RECs

and Member States to integrate the gender perspective into all policies, programmes and activities. In particular, it commits them to promoting the effective participation of women in peacekeeping and security and in efforts aimed at reconciliation and PCRD.

Adopting a WPS perspective, the AU Convention for the Protection and Assistance of Internally Displaced Persons in Africa (2009) acknowledges that women are more affected by displacement and calls for measures to protect women who are internally displaced. In the same vein, the AU Policy Framework on Security Sector Reform (2011) underlines the need to be particularly aware of women's and men's security needs during security sector reform (SSR) processes.

In 2013, the AU adopted Agenda 2063, which places gender equality at the centre of Africa's development and commits to end all forms of oppression and gender-based discrimination. The AU declaration of 2015 as the Year of Women's Empowerment and Development focused attention on the need to promote gender equality and women's empowerment in Africa.

Beyond these normative instruments, there has been significant progress towards establishing mechanisms through which these frameworks can be realized, for example, the establishment of the AU Directorate of Women, Gender and Development in 2000, the appointment of the AU Special Envoy on Women, Peace and Security in 2014 and the launch of the Gender, Peace and Security Programme in 2015. Furthermore, in 2017, the AU launched the Network of African Women in Conflict Prevention and Mediation (FemWise). These are all clear signals of the AU's dedication to fully implementing the progressive normative instruments and commitments on gender equality and the WPS Agenda in Africa.

The AUC was the first intergovernmental body to appoint a Special Envoy on Women, Peace and Security. The vision of the OSE on WPS is "an Africa where women and men enjoy equal rights and equal participation in the building of a peaceful, secure and prosperous continent in line with Agenda 2063".<sup>2</sup> Its mandate is to "ensure that the voices of women and the vulnerable are heard much more clearly in peacebuilding and in conflict resolution".<sup>3</sup>

<sup>2</sup> African Union, 'Special Envoy on Women, Peace and Security', 27 October 2016. Available at <http://www.peaceau.org/en/page/40-5676-static-bineta-diop>

<sup>3</sup> Ibid.

The mandate of the Special Envoy is anchored in the main pillars of UNSCR 1325, which include a focus on the prevention of violence against women and girls in conflict and other situations of insecurity, the protection of the rights of women and girls, including protection from sexual and gender-based violence (SGBV), the participation of women at all levels of decision-making in conflict prevention, management, resolution and peacebuilding processes.

Since the appointment of the AUC Chairperson's Special Envoy on Women, Peace and Security, the OSE has engaged in consultative processes with Member States and countries affected by conflict, and especially with women affected by armed conflict, on the WPS Agenda. These consultations enabled the OSE to identify gaps in the implementation of the WSP Agenda in Africa as well as strategize on ways of enhancing the realization of the agenda's goals. One of these strategies was to develop a Continental Results Framework (CRF) for Monitoring and Reporting on the Implementation of the WPS Agenda in Africa.

The development of the CRF recognizes that while several commitments towards the WPS Agenda have been adopted at the continental, regional and national levels in Africa, the continent has not established measures to ensure effective assessment of and reporting on the delivery of those commitments. Indeed, over the years, Africa has developed strong, progressive and articulate policies, but implementation of these policies continues to fall well below the levels that bring about real transformation for gender equality and women's empowerment. During a meeting at the 2005 Beijing Plus 10 Conference, which was held in New York, USA, it was concluded that protocols, declarations and conventions on women's rights would remain mere political pronouncements if governments are not held accountable on how they are fulfilling them.

# **1. Background and context of results framework for monitoring and reporting on the implementation of the Women, Peace and Security agenda in Africa**

In view of the above, the AU Peace and Security Council (PSC) urged the AUC, through the OSE on WPS, to formulate a CRF to monitor and report on the implementation by AU Member States and other relevant stakeholders of the various instruments and other commitments on WPS in Africa. In January 2014, the Chairperson of the AUC appointed a Special Envoy on Women, Peace and Security with the mandate to promote the protection and advancement of women's rights and the active participation of women in conflict prevention, conflict resolution and peacebuilding. The appointment of the Special Envoy indicated a clear determination from the Chairperson to advance the WPS Agenda in Africa.

Indeed, over the years, Africa has developed strong, progressive and articulate policies on WPS. As of June 2018, 23 African countries had developed a national action plan (NAP) for implementing UNSCR 1325 and related resolutions, constituting 31 percent of countries with a NAP globally: Côte D'Ivoire, Uganda, Liberia, Democratic Republic of the Congo, Sierra Leone, Ghana, Rwanda, Guinea-Bissau, Guinea, Burundi, Senegal, Burkina Faso, Gambia, Mali, Togo, Nigeria, Central African Republic, Kenya, South Sudan, Niger, Angola, Cameroon and Mozambique.

Regional action plans (RAPs) have also been developed, including by the Economic Community of West African States, the Intergovernmental Authority on Development, the Mano River Union and the Great Lakes Region, placing Africa in the lead globally with the highest number of regional approaches to implementing the WPS Agenda.

However, implementation continues to fall well below the levels required to bring about real transformation for gender equality and women's empowerment. Against this backdrop, the AU PSC urged the AUC, through the coordination of the OSE on WPS, to formulate a CRF to monitor implementation by AU Member States and other relevant stakeholders of the various instruments and commitments on WPS in Africa. The CRF was thus developed following the decision taken at the 476th meeting of the AU PSC in December 2014 and forms part of the mandate of the AUC OSE on WPS.

## **Purpose of the continental results framework for monitoring and reporting on the implementation of the Women, Peace and Security agenda in Africa**

The purpose of the CRF is to ensure that there is an effective, articulate and organized way of monitoring and reporting on the implementation of the WPS Agenda in Africa.

## **Objectives of the continental results framework for monitoring and reporting on the implementation of the Women, Peace and Security agenda in Africa**

In line with its purpose, the CRF has two main objectives:

- To institutionalize regular and systematic monitoring and reporting on the implementation of the WPS Agenda in Africa
- To strengthen accountability for the implementation of the WPS Agenda in Africa

## **2. Methodology**

The methodology for developing the CRF for Monitoring and Reporting on the Implementation of the WPS Agenda in Africa entailed the following steps:

Review of key AU documents, reports and press releases: A desk review of existing documents and reports produced by the AU on the WPS Agenda was examined. The desk research was intended to take stock of the work done by the AUC on the WPS Agenda in order to provide guidance for developing the CRF. Among the documents reviewed from the AU archives were:

- Press release from the PSC open session calling for the development and finalization of the CRF (December 2014)
- Notes from the reference group conceptualizing the CRF (June 2015)
- Recommendations from the United Nations Office of the Special Adviser on Africa (OSAA) on the CRF (March 2015)
- AUC OSE report of the consultative meeting on the CRF with Member States and stakeholders (December 2015)
- Report on the implementation of the WPS Agenda in Africa produced by the AUC Special Envoy (December 2016)
- AUC OSE report on accountability and the road map to the CRF prepared for the Commission on the Status of Women (CSW) (March 2016)
- AUC OSE briefing to the PSC (and the press release (May 2016)) on the activities of the Special Envoy and the role played by the AU and its Member States in implementing UNSCR 1325 (2000) on WPS
- AUC OSE report of the Economic Community of West African States consultative meeting on the CRF (November 2017)
- AUC OSE report of the CRF validation meeting (March 2018)

Developing a comprehensive inventory of the existing indicators on WPS: Existing indicators on WPS were examined from various sources, including the United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women), the European Union (EU), civil society, and the action plans of African governments and RECs on UNSCR 1325 and related resolutions. The desk review focused on analysing the processes of formulating RAPs and NAPs to examine how these processes incorporated sound and effective monitoring frameworks, reporting modalities and indicators.

In addition, the desk review involved an analysis of existing indicators for reporting on WPS and on gender equality. The aim was to identify how Member States,

RECs and international bodies were monitoring the international commitments towards the WPS Agenda and gender equality. Several indicators were identified during this process. They were examined in terms of their utility and applicability to the African condition. A set of 47 indicators was then selected from the identified indicators and submitted for further analysis and refinement to WPS practitioners during the various consultations organized by the OSE for the purpose of developing the CRF indicators.

**Undertaking a literature review on reporting of the WPS Agenda:** A key component of the CRF development process was the review of available literature on gender, women, peace and security. This included an analysis of national and international reports and a review of international and regional normative architecture and programmes on WPS. The focus was on how AU Member States were reporting on the WPS Agenda. Reflecting on the reporting systems was critical in assisting the development of reporting guidelines for the WPS Agenda in Africa.

**Technical consultations:** The OSE on WPS undertook a comprehensive, inclusive and consultative process in developing the CRF. It conducted consultations between 2015 and 2017 with AU Member States that had adopted a NAP on WPS, RECs, United Nations organizations, CSOs, experts on WPS and AU organs. In total, four consultative meetings were conducted with different target groups. During the consultations, participants were invited to analyse, critique and provide input on the content of the draft CRF, with a greater focus on the CRF indicators.

**Validation by AU Member States:** On 29 March 2018, the draft CRF document was validated by 19 of the 22 AU Member States that had developed a NAP on WPS, and three of the five AU RECs during a CRF validation workshop convened by the Special Envoy on Women, Peace and Security at the AUC headquarters in Addis Ababa, Ethiopia. The validation meeting provided an opportunity to test the proposed CRF indicators for their applicability, measurability, relevance, clarity and user-friendliness and provide input on the proposed mechanism for implementing the CRF.

**Approval and adoption by the AU PSC:** The draft CRF document was presented to the AU PSC at its 772nd meeting held on 16 May 2018. During this meeting, the PSC adopted the CRF for Monitoring and Reporting on the Implementation of the WPS Agenda in Africa. The Council recognized the living nature of the framework and underscored the need to continuously review it in order to respond to emerging challenges regarding WPS and incorporate lessons learned during its implementation. The PSC also advised that the CRF be implemented immediately, under the coordination of the OSE on WPS.

### **3. Existing Indicators on Women, Peace and Security**

Initiatives for developing indicators to monitor the WPS Agenda began in early 2010. This may be attributed to the provisions of UNSCR 1889 (2009), which, in article 17, requested the Secretary-General to submit to the Security Council a set of indicators for tracking the implementation of Resolution 1325 (2000) by United Nations entities, Member States and international and regional organizations. As a result, most of the existing WPS indicators were developed in 2010 or later. These include the following:

#### **The United Nations Global Indicators on women, peace and security**

The United Nations Global indicators on women,<sup>4</sup> peace and security, also referred to as the framework to track implementation of Resolution 1325 (2000), was developed in 2010 by the United Nations Standing Committee on Women, Peace and Security in response to Resolution 1889 (2009). The framework consists of 26 indicators categorized under the four pillars of UNSCR 1325: prevention; protection; participation; relief and recovery. United Nations Member States are encouraged to consider using the indicators in their implementation of UNSCR 1325.

Since 2011, the United Nations Secretary-General has been utilizing the indicators to produce the annual report on WPS. However, this report has not covered all the indicators.

#### **Indicators for the comprehensive approach to the European Union implementation of United Nations Security Council Resolutions 1325 and 1820 on Women, Peace and Security**

The EU adopted a set of 17 indicators in July 2010<sup>5</sup> to strengthen EU accountability towards implementing its commitments on WPS. The indicators have both an inward and outward outlook; they focus on tracking how EU Member States and the EU as an organization are implementing the WPS Agenda. Two reports were produced using these indicators in May 2011 and February 2014. The second report of February 2014 recommended a revision of the 17 indicators to incorporate lessons learned and strengthen how the EU's and its Member States' work on UNSCR 1325 is measured. Consequently, on 20 September 2016, the EU adopted a new set of indicators, expanding the original 17 to 21. This framework adopts the four pillars of UNSCR 1325.

#### **The Global Network of Women Peacebuilders civil society indicators**

The Global Network of Women Peacebuilders is a programme of the International Civil Society Action Network, which is a coalition of civil society and women's organizations from Africa, Asia and the Pacific, Latin America and Eastern and Western Europe. In 2010, the coalition launched its Civil Society Monitoring project on the implementation of UNSCR 1325. The Civil Society Monitoring project began with a list of 1,500 indicators, which were later cut down to 80 and then to 16. The 16 indicators were piloted in 2010 and 2011 in selected countries across the globe. In 2012, the indicators were revised again to a core set of 11, incorporating the lessons learned during their implementation in the two previous years.

Unlike the United Nations and EU indicators that are categorized under the four pillars of Resolution 1325, the Global Network of Women Peacebuilders indicators are grouped into three themes—participation, prevention and protection—with a final pillar pertaining to promotion of the gender perspective.

#### **Indicators for the Women, Peace and Security Index**

The indicators for the Women, Peace and Security Index<sup>6</sup> were released in October 2017 by the Georgetown Institute for Women, Peace and Security and the Peace Research Institute. The index bridges insights from gender and development indices with those from peace and security indices. It uses 11 indicators that are grouped into three dimensions believed to be important aspects of women's empowerment: 1) inclusion (economic, social and political); 2) justice (formal laws and informal discrimination); and 3) security (within the family, community and society). The index was developed under the premise of the 2016 United Nations 'sustaining peace' resolutions and the 2030 Agenda for Sustainable Development. It is closely linked with the goals, targets and indicators of the 2030 Agenda. However, the index has been questioned in terms of the extent to which it measures the WPS Agenda.

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[http://www.un.org/womenwatch/ianwge/taskforces/wps/Strategic\\_Framework\\_2011-2020.pdf](http://www.un.org/womenwatch/ianwge/taskforces/wps/Strategic_Framework_2011-2020.pdf).

5

[https://www.peacewomen.org/sites/default/files/EU\\_Indicators%20for%20the%20Comprehensive%20approach%20to%20EU%20implementation%20of%201325%20and%201820.pdf](https://www.peacewomen.org/sites/default/files/EU_Indicators%20for%20the%20Comprehensive%20approach%20to%20EU%20implementation%20of%201325%20and%201820.pdf).

6

<https://giwps.georgetown.edu/wp-content/uploads/2017/10/WPS-Index-Report-2017-18.pdf>.

## **4. Indicators for the African Union continental results framework for monitoring and reporting on the implementation of the Women, Peace and Security agenda in Africa**

The CRF aims to encourage AU Member States to report on WPS, hence, the selected indicators have been assessed and deemed to be accessible, relevant, user-friendly and context-specific. The indicators take into consideration the data-gathering capacity of AU Member States and are intended not to be pitched at too high a level so as to discourage reporting.

The CRF indicators utilize both quantitative and qualitative data collection methods. Quantitative data collection methods produce quantifiable results, meaning they focus on information that can be counted, such as percentages of women and men in institutions. Qualitative indicators tend to focus on perceptions, attitudes, experiences and the involvement of women in peace and security processes. Collecting both qualitative and quantitative data is crucial to show the progress made numerically and to capture the ‘stories’ of this numerical change.

The indicators for monitoring the WPS Agenda in Africa acknowledge the importance of conceptualizing peace and security holistically, applying the concepts of ‘positive peace’ and ‘human security’. Positive peace, coined by Galtung (1964),<sup>7</sup> acknowledges that peace is much more than the absence of direct forms of violence; it is an environment that is conducive for human and societal advancement. Positive peace denotes the integration of human society and the full attainment of basic human needs. It is more enduring and sustainable; it describes a society that is characterized by just policies that advocate prosperity and equality for all. In the context of WPS, positive peace describes a situation in which women enjoy their rights and freedoms and are free from both physical and structural forms of violence.

Similarly, for the purposes of this CRF, the focus will not be on traditional forms of security, which tend to be state-centric and militaristic in orientation. Rather, security is viewed through a human security lens that looks beyond the absence of violent conflict to encompass human rights, good governance, and access to education and health care, and ensures that every individual has the opportunity to reach their potential. Furthermore, the indicators reaffirm the AU’s acknowledgement that there is a need to address, in equal measure, political threats, socio-economic development threats, conventional security threats and emerging threats such as violent extremism as part of the WPS Agenda. In this respect the CRF is applicable in all AU Member States.

With this conceptualization of peace and security, the CRF comprises indicators that are extensive, wide-ranging and all-encompassing. They take into account the challenges that AU Member States face in developing a sustained and effective culture of reporting on WPS. Some of the challenges include limited access to quality data, limited data collection and analysis infrastructure, a lack of human and technical resources, and limited funding to support an effective monitoring, learning and evaluation culture, as well as the political challenges related to conducting research in fragile and conflict-affected environments. In response to these challenges, the CRF attempts to provide a list of indicators that are more accessible, user-friendly, relatable and practicable, while also underscoring the importance of generating scientific, empirical and quality data.

There are 41 indicators in total for the AU’s CRF, classified under the four pillars of the UNSCR 1325 (prevention; protection; participation; relief and recovery). An additional theme on emerging security threats has also been included. This is in recognition of the fact that, due to the urgency in responding to emerging security threats, issues relating to WPS are often unintentionally negated. The 41 indicators consist of 28 indicators that measure implementation by AU Member States and 13 indicators intended to gauge AU efforts on WPS. The four pillars of the UNSCR 1325 are described as follows:

**Prevention** focuses on measures for conflict prevention, with an emphasis on preventing all forms of violence against women and girls in peacetime, conflict and post-conflict situations. It calls for the integration of a gender perspective into all conflict-prevention measures, at all levels.

**Protection** aims to ensure that women’s and girls’ rights to security (physical, social and economic) are protected and promoted in conflict-affected situations or other humanitarian crises, including protection from SGBV. This pillar also refers to the need to provide leadership and coordination in the response to SGBV. Furthermore, it emphasizes the need to ensure that governments, regional organizations, continental bodies, peace support operations and humanitarian missions establish infrastructures that protect women from SGBV and provide holistic care, including physical security and psychosocial, legal and institutional support, to victims of sexual violence.

7

Galtung, John (1964). An Editorial. *Journal of Peace Research*, 1(1), pp 1–4.

8

Although some of the wording of the four pillars comes from the United Nations Strategic Results Framework on Women, Peace and Security, 2011–2020, there are additional points that are specific to the African context, including the emphasis on prevention and protection of women even during peacetime. [http://www.un.org/womenwatch/ianwge/taskforces/wps/Strategic\\_Framework\\_2011-2020.pdf](http://www.un.org/womenwatch/ianwge/taskforces/wps/Strategic_Framework_2011-2020.pdf).

**Participation** aims to ensure women's equal participation with men and the promotion of gender equality and female representation in peace and security decision-making processes at the local, national, regional and international levels. The participation pillar affirms the importance of female participation and the inclusion of gender perspectives in peace negotiations, peacekeeping, post-conflict peacebuilding and governance. Member States and regional bodies are required to adopt and implement institutional reforms that advance women's empowerment and their active participation in processes that pursue sustainable peace.

**Relief and recovery** aims to ensure that women's and girl's specific relief needs are met, especially in conflict and post-conflict contexts. This is achieved by addressing their needs and strengthening their capacities to act as agents in post-conflict relief and recovery processes. Women's needs in terms of relief and recovery should receive special attention in processes such as humanitarian assistance disarmament, demobilization and reintegration (DDR) programmes, repatriation and resettlement, as well as economic development processes in the post-conflict agenda.

Within this context, below is the list of indicators for monitoring and reporting on the implementation of the WPS Agenda in Africa. There are two categories of indicators: Category 1 focuses on the implementation of the WPS Agenda by AU Member States and Category 2 measures AU efforts towards the WPS Agenda.

## **Category 1: Indicators focusing on member states**

### **Pillar 1: Prevention**

#### **Prevention of conflict and all forms of violence against women and girls**

1. Existence of laws and policies that integrate a gender perspective into peace and security:
  - a) Existence of mechanisms for implementing the laws and policies that integrate a gender perspective into peace and security
  - b) Existence of mechanisms for monitoring the implementation of the laws and policies that integrate a gender perspective into peace and security
2. Proportion of national budget allocated to government departments that address the WPS Agenda
3. Number and percentage of women in decision-making positions in institutions for peace and security:
  - a) Military
  - b) Police
  - c) Intelligence
  - d) Justice
  - e) Immigration and border security
  - f) Prisons
4. Existence of early warning and response mechanisms that integrate a gender perspective:
  - a) Presence of gender indicators within the early warning indicators
  - b) Proportion of women working as early warning data collectors and analysts
  - c) Presence of WPS information in the early warning reports
  - d) Presence of gender-related actions in the early response
5. Number of incidents of sexual and gender-based violence against women and girls that are:
  - a) Reported in the last year
  - b) Acted upon (of the reported cases, how many are being followed up?)
  - c) Concluded (of the reported cases, how many have been followed up and concluded?)

### **Pillar 2: Participation**

#### **Women's participation and leadership in peace and security processes.**

1. Existence of national laws and policies that aim to promote women's participation and leadership in decision-making positions in governance of peace and security processes:
  - a) Existence of mechanisms for implementing the laws and policies for promoting women's participation and leadership in decision-making positions in governance of peace and security processes
  - b) Existence of mechanisms for monitoring implementation of the laws and policies for promoting women's participation and leadership in decision-making positions in governance of peace and security processes
2. Percentage of women in decision-making positions in political and civil service:
  - a) Ministers
  - b) Permanent secretaries
  - c) Heads of commissions and public boards
3. Percentage of women in decision-making positions in oversight structures for peacebuilding:
  - a) Truth and justice commissions
  - b) Peace commissions
  - c) Alternative justice institutions
4. Percentage of women in elective and nominative positions in political structures and offices:
  - a) Members of national and local assemblies and senates
  - b) Mayors/governors
  - c) Members of electoral management bodies
5. Measures that have been adopted to promote women's participation in political processes
6. Percentage of women participating in political processes as:
  - a) Voters
  - b) Candidates

7. Percentage of women in security institutions:

- a) Police
- b) Justice
- c) Military
- d) Immigration
- e) National intelligence
- f) Prisons

8. Measures that are adopted to encourage women to join the security forces

9. Percentage of women in leadership positions in the Foreign Service related to peace and security:

- a) Diplomats
- b) Peacekeeping officers (disaggregated by civilian/military and police)
- c) Defence attachés
- d) Intelligence officers
- e) Immigration officers

10. Percentage of women involved as:

- a) Technical experts supporting mediation and negotiation processes
- b) Negotiators
- c) Mediators
- d) Observers
- e) Peace agreement signatories

11. Number of women's CSOs participating in government-led peacebuilding processes:

- a) Security sector reform
- b) Disarmament programmes
- c) Dialogues

### Pillar 3: Protection

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

1. Existence of legal and policy frameworks that protect the rights of women, including protection from sexual and gender-based violence:

- a) Existence of mechanisms for implementing the laws and policies for protecting women's rights including sexual and gender-based violence
- b) Existence of mechanisms for monitoring the implementation of the laws and policies for protecting women's rights including protection from sexual and gender-based violence

2. Measures taken to capacitate security forces to protect women's rights, including the prevention of and response to sexual and gender-based violence

3. Measures established to respond to women and girl survivors of sexual and gender-based violence

4. Quality of sexual and gender-based violence protection and response measures:

- a) Access
- b) Budget
- c) Staff

5. Measures taken to protect the rights of women in refugee and internally displaced persons (IDP) camps

## Pillar 4: Relief and Recovery

### **Addressing women's and girls' relief and recovery needs during conflict and post-conflict situations**

1. Existence of gender provisions in peace agreements:
  - a) Existence of mechanisms for implementing the gender provisions in peace agreements
  - b) Existence of mechanisms for monitoring the implementation of gender provisions in peace agreements
2. Proportion of post-conflict recovery budget set aside for gender equality and women's empowerment
3. Proportion of girls and women enrolled in schools and educational institutions:
  - a) During conflict (in the last calendar year)
  - b) In post-conflict situations (in the last calendar year)
4. Number and proportion of women in decision-making positions in relief and humanitarian programmes
5. Percentage of women in decision-making positions in post-conflict recovery processes:
  - a) Disarmament, demobilization and reintegration
  - b) Security sector reform
  - c) Economic recovery programmes
  - d) Legal reform
  - e) Electoral reform
6. Proportion of women and girls benefiting from post-conflict recovery programmes:
  - a) Disarmament, demobilization and reintegration programmes
  - b) Reparation programmes
  - c) Economic recovery programmes
7. Maternal mortality rate in post-conflict situations in the last calendar year

## **Women, Peace and Security in Prevention and Response to Emerging Security Threats**

### **Integrating WPS principles into efforts towards preventing and responding to emerging security threats**

1. Presence of the WPS Agenda in prevention and response strategies for emerging security threats:
  - a) Existence of WPS provisions in the strategies for preventing and responding to the emerging security threats
  - b) Number and proportion of women in decision-making positions in the institutions responsible for preventing and responding to emerging security threats
  - c) Number and proportion of women and girls benefiting from such responses

## **Category 2: Indicators to measure the implementation of the Women, Peace and Security Agenda within the African Union Commission**

### **Introduction**

The indicators to measure AU efforts towards the WPS Agenda are internal-looking and are intended to track the progress made by the AUC in implementing the agenda in its efforts to promote peace and security on the continent.

A minimum of 13 internally agreed indicators have been developed, aligned with the four pillars of the WPS Agenda. These indicators constitute the bare minimum and will be revised based on the lessons learned from initial implementation.

#### **a. Prevention Pillar**

1. Existence of instruments for integrating WPS into AU peace and security efforts:

- a) Mechanisms established for implementing the instruments that integrate a gender perspective into AU peace and security efforts

2. Proportion of the AUC budget allocated to WPS in the Peace and Security Department

3. Number and percentage of women in decision-making positions in AU peace and security structures:

- a) Commissioners
- b) Members of the PSC
- c) Members of the Panel of the Wise
- d) Special envoys and representatives

4. Existence/evidence of a WPS perspective in the Continental Early Warning System:

- a) Presence of gender indicators within the Continental Early Warning System indicators
- b) Proportion of women working as early warning data collectors and analysts
- c) Presence of WPS information in the early warning reports
- d) Presence of gender-related actions in the early response

5. Integration of WPS principles into the African Governance Architecture's clusters:

- a) Democracy
- b) Governance
- c) Constitutionalism and rule of law
- d) Human rights and transitional justice
- e) Humanitarian assistance

#### **b. Participation Pillar**

1. Existence of instruments to promote women's participation in AUC-led peace and security efforts

2. Percentage of women in decision-making positions in the technical arm of the AUC:

- a) Heads of department
- b) Technical advisers of the Chairperson
- c) Heads of unit

3. Number of women participating in AUC-led:

- a) Mediation efforts
- b) Election observation
- c) Peace negotiations

#### **c. Protection Pillar**

1. Existence of AUC instruments that protect women's rights, including protection from SGBV within the Commission

2. Measures taken by the AUC to capacitate peacekeepers on respecting and protecting women's rights and preventing SGBV, including sexual exploitation and abuse

3. Measures taken by the AU to protect the rights of women in refugee and IDP camps

#### **d. Relief and Recovery**

1. Existence of AUC instruments to provide for integration of WPS into PCRD in Africa

2. Proportion of AUC budget allocated to mainstreaming WPS in AU-led efforts towards PCRD

## **5. Guidelines for Reporting Using the Continental Results Framework for Monitoring and Reporting on the Implementation of the Women, Peace and Security Agenda in Africa**

Monitoring and reporting of the WPS Agenda should be a consultative and collaborative process. This means that Member States should work with relevant stakeholders, including international development organizations, RECs, CSOs, academic and research centres and think tanks, as well as community-based organizations, particularly women's groups, youth groups and faith-based organizations, on collecting data and reporting. Not only does this provide for more and richer data sources, but it promotes local ownership of the reporting process while enhancing the credibility of the monitoring and evaluation reports.

Consequently, this section provides guidance for reporting on WPS using the CRF indicators. It explains the intention of each pillar, indicator and the type of information required for each indicator. The guidelines are not prescriptive, but rather intended to provide direction and focus for reporting.

Country reports should be prepared annually, with information for every indicator.

**Table 1: Reporting guidance per indicator**

<b>Prevention pillar</b>	
<p>The UNSCR 1325 prevention pillar aims at ensuring conflict-prevention measures integrate a gender perspective. The pillar recognizes violation of women's rights, including violation of bodily dignity, as a form of violence. As such, it specifically calls for measures to ensure the prevention of SGBV against women and girls. This is in recognition of the fact that in times of conflict, women and girls face specific human rights violations such as rape, domestic violence, sexual exploitation and trafficking. These practices deprive women and girls of their rights, which are part and parcel of human rights.</p> <p>Consequently, indicators under this pillar aim to measure the progress made in establishing conflict-prevention measures that respond to WPS and measures for promoting the rights of women and girls in conflict-prevention processes, with an emphasis on prevention of SGBV.</p>	
<b>Prevention pillar indicators</b>	<b>Indicator explanation and reporting guidance</b>
<p>1. Existence of laws and policies that integrate a gender perspective into peace and security:</p> <ul style="list-style-type: none"> <li>a) Existence of mechanisms for implementing the laws and policies that integrate a gender perspective into peace and security</li> <li>b) Existence of mechanisms for monitoring the implementation of the laws and policies that integrate a gender perspective into peace and security</li> </ul> <p>2. Proportion of national budget allocated to government departments that address the WPS Agenda</p>	<p>This indicator measures Member States' commitment to promote the WPS Agenda through its integration into peace and security policies and frameworks. Inclusion of the WPS Agenda in peace and security legal and policy frameworks is important, since laws and policies set and guide institutional practices.</p> <p>While reporting on this indicator, Member States should specify and briefly describe any specific frameworks (laws, policies, administrative regulations) that address the WPS Agenda in justice, peace and security policies, either at the national or institutional level. While the WPS Agenda urges Member States to develop a stand-alone framework on the subject, integration of the WPS Agenda into their policies should also be taken into consideration. Therefore, where the WPS Agenda has been integrated, the aspects addressing WPS in policies should be briefly described.</p> <p>Peace and security laws and policies refer to those governing security institutions such as the military, the police, the criminal justice system, peace commissions and immigration and border security.</p> <p>Member States are also to report on the mechanisms established to implement and monitor the implementation of the laws in different peace and security institutions.</p>
<p>3. Number and percentage of women in decision-making positions in institutions for peace and security:</p> <ul style="list-style-type: none"> <li>a) Military</li> <li>b) Police</li> <li>c) Intelligence</li> <li>d) Justice</li> <li>e) Immigration and border security</li> <li>f) Prisons</li> </ul>	<p>Sustainable peace requires the active participation of women in decision-making roles in peace and security processes. This indicator measures Member States' progress in promoting women's participation in decision-making positions in structures/institutions responsible for conflict prevention and maintaining peace, law and order. The progress is evidenced by the proportion of women in decision-making positions in the military, police, intelligence, justice, immigration and border security, and prisons.</p> <p>Decision-making positions refer to both middle management and the upper echelons (a distinction should be made between those in middle management and those in the top levels of leadership).</p> <p>The report should clearly indicate both the number and percentage of women in these positions, in table form.</p>

<p>4. Existence of early warning and response mechanisms that integrate a gender perspective:</p> <ul style="list-style-type: none"> <li>a) Presence of gender indicators within the early warning indicators</li> <li>b) Proportion of women working as early warning data collectors and analysts</li> <li>c) Presence of WPS information in the early warning reports</li> <li>d) Presence of gender-related actions in the early response</li> </ul>	<p>Gender perspectives in conflict prevention can only be captured if early warning mechanisms are able to collect, analyse and report on the gender dimensions of potential conflicts and threats to peace and security.</p> <p>Consequently, this indicator measures the extent to which Member States are ensuring that gender perspectives in potential conflicts are effectively collected, analysed, reported and acted upon.</p> <p>The information required for this indicator includes: the presence of gender-specific indicators among early warning indicators used; the nature of the information gathered using the gender indicators; and the proportion of women involved as data collectors and analysts. The report should indicate whether information related to WPS is usually included in the final early warning report as standard practice and also the nature and depth of such information.</p> <p>Finally, the State should report on gender-related actions taken in early response.</p>
<p>5. Number of incidents of sexual and gender-based violence against women and girls that are reported and acted upon:</p> <ul style="list-style-type: none"> <li>a) Reported in the last year</li> <li>b) Acted upon (of the reported cases, how many are being followed up?)</li> <li>c) Concluded (of the reported cases, how many have been followed up and concluded?)</li> </ul>	<p>This indicator measures Member States' progress in addressing SGBV against women and girls as evidenced by the proportion of incidences of SGBV that are acted upon compared with those reported through the established reporting mechanisms.</p> <p>Information for this indicator will include the types of SGBV reported, the frequency of incidents, and an analysis of alleged perpetrators and victim ages. Further information is required on the type of actions taken.</p> <p>The report should provide incidents that were reported in the last year. For instance, if the report is being prepared in August 2018, the last year refers to the period from 1 January 2017 to 31 December 2017.</p>

## Participation pillar

The participation pillar of the WPS Agenda aims at promoting the equal and meaningful participation, full involvement and leadership of women in all efforts towards maintaining and promoting peace and security. Consequently, the pillar calls for measures that increase women's participation and representation in decision-making in conflict prevention, conflict resolution and security governance. Women's equal participation in decision-making serves as an important means for women to meaningfully contribute to conflict prevention and resolution. In addition, women's participation can influence the outcomes of peace and security processes by ensuring that gender perspectives and human security concerns are addressed and included. Indicators under this pillar therefore focus on measures adopted by Member States to promote women's participation in governance, political, peace and security processes at all levels and their outcomes.

Participation pillar indicators	Indicator explanation and reporting guidance
<p>1. Existence of national laws and policies that aim to promote women's participation and leadership in decision-making positions in governance of peace and security processes:</p> <p>a) Existence of mechanisms for implementing the laws and policies for promoting women's participation and leadership in decision-making positions in governance of peace and security processes</p> <p>b) Existence of mechanisms for monitoring implementation of the laws and policies for promoting women's participation and leadership in decision-making positions in governance of peace and security processes</p>	<p>Women's participation in decision-making positions is mainly hindered by prevailing social and cultural practices that are largely discriminatory against female leadership. Binding laws and policies on discrimination against women in leadership positions have proved an important enabling tool in propelling women into decision-making roles.</p> <p>This indicator therefore measures the extent to which Member States are committed to promoting women's participation, as evidenced by the enactment of laws and policies that aim to increase the number of women in decision-making positions.</p> <p>While reporting on this indicator, Member States should specify and briefly describe the existing legislation and policies that aim to increase women's participation at decision-making levels, for instance, those that stipulate quotas for women in politics.</p> <p>They should also provide reports on the mechanisms being used to implement and monitor the laws and policies, for example, the establishment of specific institutions or the appointment of officers to address the issues in the laws/policies.</p>
<p>2. Percentage of women in decision-making positions in political and civil service:</p> <p>a) Ministers b) Permanent secretaries c) Heads of commissions and boards</p>	<p>This indicator measures the outcome of Member States' efforts to promote women's participation in decision-making positions, as evidenced by the number and proportion of women occupying decision-making positions in political appointive offices related to public service.</p> <p>Member States should provide statistics on the number and proportion of women serving in decision-making institutions as ministers, permanent secretaries, heads of commissions and boards or equivalent.</p>
<p>3. Percentage of women in decision-making positions in oversight structures for peacebuilding:</p> <p>a) Truth and justice commissions b) Peace commissions c) Alternative justice institutions</p>	<p>This indicator measures the participation of women in structures for peacebuilding and transitional justice, as evidenced by the number and proportion of women occupying decision-making positions in these institutions.</p>
<p>4. Percentage of women in elective and nominative positions in political structures and offices:</p> <p>a) Members of national and local assemblies and senates b) Mayors/governors c) Members of electoral management bodies</p>	<p>Women's participation in the political sphere is key for conflict prevention and maintaining peace and stability.</p> <p>This indicator measures the level of women's representation in elective and nominative political positions, as demonstrated by the number of women occupying politically related offices.</p> <p>Member States should provide statistics on the number and percentage of women in national and local assemblies and senates, mayoral/gubernatorial positions, and electoral management bodies.</p>

5. Measures that have been adopted to promote women's participation in political processes	<p>This indicator measures the legal, policy, administrative and programmatic initiatives taken by Member States to minimize the social, cultural, political and economic barriers to women's participation in politics. Initiatives may include special quarters and seats for women, lowering the fees for women vying for political seats and training programmes for female political candidates.</p>
6. Percentage of women participating in political processes as:  a) Voters b) Candidates	<p>This indicator measures the level of women's participation in political processes. Level of participation in the electoral process can highlight whether barriers to women's participation in elections have been removed. This is particularly important for countries emerging from conflict or undergoing democratic transition.</p> <p>Data on candidates should be provided per seat vied for.</p>
7. Percentage of women in security institutions:  a) Police b) Justice c) Military d) Immigration e) National intelligence f) Prisons	<p>This indicator measures the general participation of women in security forces, as evidenced by the number and proportion of women at different levels (junior, middle and senior) in each of the security institutions stated.</p>
8. Measures that are adopted to encourage women to join the security forces	<p>This indicator assesses the type of actions that Member States are taking to increase the number of women in the security forces. This is in recognition of the fact that women's representation in security institutions is very low.</p> <p>The report should briefly describe the measures taken, which might include women-focused training, special provisions for recruitment of women and policy reforms to enhance the recruitment, retention and progression of women.</p>
9. Percentage of women in leadership positions in the Foreign Service related to peace and security:  a) Diplomats b) Peacekeeping officers (disaggregated by civilian, military and police) c) Defence attachés d) Intelligence officers e) Immigration officers	<p>This indicator assesses how women are represented in the branches of the Foreign Service related to peace and security, as shown by the number and proportion of women occupying decision-making positions in the identified Foreign Service roles.</p> <p>The report should provide data on the number and proportion of women occupying the stated leadership roles (diplomats, peacekeeping officers (disaggregated by component), defence attachés, intelligence officers and immigration officers).</p>
10. Percentage of women involved as:  a) Negotiators b) Mediators c) Technical experts supporting mediation and negotiation processes d) Observers e) Peace agreement signatories	<p>This indicator measures the level of women's representation in negotiation and mediation processes. Member States should provide data on the number and proportion of women who participate as negotiators, mediators, technical experts supporting mediation and negotiation processes, observers and peace agreement signatories.</p>

<p>11. Number of women's CSOs participating in government-led peacebuilding processes:</p> <ul style="list-style-type: none"> <li>a) Security sector reform</li> <li>b) Disarmament programmes</li> <li>c) Dialogues</li> </ul>	<p>Participation of women's CSOs in government-led peace processes can improve the gendered outcomes of such processes. Consequently, this indicator aims at measuring to what extent women's CSOs are involved/consulted by government in designing, planning, implementing and monitoring such processes.</p> <p>The report should provide information on the number of women's CSOs consulted/involved in designing, planning, implementing and monitoring the stated government-led peacebuilding processes and the nature of their contribution.</p>
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## Protection pillar

The protection pillar of the WPS Agenda aims to promote and protect women's human rights during all phases of conflict and in peacetime, with an emphasis on protection from SGBV.

Indicators under this pillar measure progress towards protecting and promoting the human rights of women and girls, with an emphasis on protection from SGBV and abuse.

Protection pillar indicators	Indicator explanation and reporting guidance
<p>1. Existence of legal and policy frameworks that protect the rights of women, including protection from sexual and gender-based violence:</p> <ul style="list-style-type: none"> <li>a) Existence of mechanisms for implementing the laws and policies for protecting women's rights</li> <li>b) Existence of mechanisms for monitoring the implementation of the laws and policies for protecting women's rights</li> </ul>	<p>This indicator measures the progress made in outlawing all forms of violence against women through laws and policies.</p> <p>Member States should outline and briefly describe the legal and policy measures that the country has taken to protect women and girls from SGBV.</p> <p>The report should also describe the existing mechanisms for implementing and monitoring the implementation of these laws and policies.</p>
<p>2. Measures taken to train security forces in protecting women's rights, including the prevention of and response to sexual and gender-based violence</p>	<p>This indicator calls for information that demonstrates actions taken by Member States to build the capacity of the security forces for identifying, preventing and responding to SGBV. Actions might include training on GBV for security forces, development of institutional rules, guidelines and manuals on SGBV and disciplinary measures taken against implicated personnel.</p>
<p>3. Measures established to respond to women and girl survivors of sexual and gender-based violence</p>	<p>This indicator calls for information that demonstrates actions taken by Member States to provide restorative services for women and girl survivors/victims of SGBV. These may include but are not limited to: one-stop GBV response centres; legal, security, medical and psychosocial support services at subsidized costs; witness protection; and temporary victim shelters.</p>
<p>4. Quality of sexual and gender-based violence protection and response measures:</p> <ul style="list-style-type: none"> <li>a) Access</li> <li>b) Budget</li> <li>c) Staff</li> </ul>	<p>This indicator focuses on the quality (efficiency, effectiveness and responsiveness) of the SGBV protection and response measures established. It aims to ensure that protection and response measures are not only in place, but have sufficient resources, are accessible to victims in terms of distance and cost, and that victims are treated with dignity.</p> <p>As such, the information required by this indicator includes, but is not limited to, the number and type of GBV protection and response service mechanisms established per administrative unit, the amount of government budget allocated and the number of personnel (medical, legal and psychosocial) in place.</p>

<p>5. Measures taken to protect the rights of women in refugee and internally displaced persons (IDP) camps</p>	<p>Women in IDP and refugee camps have a range of protection needs since the family and community protection that existed before the conflict is no longer available to them. In these camps, women are almost entirely dependent on aid workers and peacekeepers to meet their most basic needs, including food, shelter, clothing and physical security. Unfortunately, due to their vulnerable situation, most women experience violation of their rights through sexual abuse, harassment, rape and domestic violence. Consequently, women in camps require special protection measures.</p> <p>This indicator therefore assesses the existence of protection measures for women in IDP and refugee camps.</p> <p>Member States should list and describe the protective measures taken to enhance the physical security of women in IDP and refugee camps and to treat them with dignity. These may include: ratification of the AU Convention for the Protection and Assistance of IDPs in Africa and other relevant international instruments; training programmes to prevent sexual exploitation by peacekeepers and aid workers; and increasing the representation of women in camp management and aid distribution committees.</p>
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## Relief and recovery pillar

The relief and recovery pillar of the WPS Agenda focuses on ensuring that women's and girls' specific needs are met in conflict and post-conflict reconstruction processes and that special attention is given to those who are most vulnerable, including displaced women and girls, survivors of GBV and those with disabilities. In addition, it insists on efforts that support initiatives positioning women as actors (moving away from the view of women as victims) in relief and recovery efforts, including providing women with equal access to programmes related to economic recovery, DDR, health, education, reparation and psychosocial support. Indicators under this pillar measure whether women's and girls' specific needs and priorities are addressed in post-conflict relief and recovery processes.

Relief and recovery pillar indicators	Indicator explanation and reporting guidance
<p>1. Existence of gender provisions in peace agreements:</p> <ul style="list-style-type: none"> <li>a) Existence of mechanisms for implementing the gender provisions in peace agreements</li> <li>b) Existence of mechanisms for monitoring the implementation of gender provisions in peace agreements</li> </ul>	<p>Gender provisions in peace agreements are important because they ensure attention is given to women's practical and strategic needs in post-conflict recovery processes.</p> <p>In reporting on this indicator, Member States should provide information on these provisions, which may include quotas for women in executive and legislative bodies, and general references to measures for promoting equality and participation in political and economic processes and outlawing all forms of violence against women.</p>
<p>2. Proportion of post-conflict recovery budget set aside for gender equality and women's empowerment</p>	<p>Budgets allocated to gender equality and women's empowerment are an important measure of the priority accorded to the WPS Agenda.</p> <p>This indicator therefore seeks information on the proportion of the post-conflict budget allocated to projects and programmes on gender equality and women's empowerment to demonstrate whether women's and girl's specific needs in post-conflict situations are receiving the necessary attention.</p> <p>Member States should therefore provide statistics on the proportion of the post-recovery budget that is allocated for gender programming. Where possible, they should state the type of programme and the budget allocated.</p>

<p>3. Proportion of girls and women enrolled in schools and educational institutions:</p> <ul style="list-style-type: none"> <li>a) During conflict (in the last calendar year)</li> <li>b) In post-conflict situations (in the last calendar year)</li> </ul>	<p>This indicator measures women's access to educational programmes, both formal and informal, in two contexts: conflict and post-conflict situations.</p> <p>When reporting on this indicator, Member States should provide data on the number and proportion of women accessing educational programmes, disaggregated into formal and informal (informal education includes livelihood skills training). The data provided should be for the last calendar year.</p>
<p>4. Number and proportion of women in decision-making positions in relief and humanitarian programmes</p>	<p>This indicator measures the representation of women in decision-making positions involved in processes related to provision of relief and humanitarian aid, such as distribution and camp management committees.</p> <p>When reporting on this indicator, Member States should provide data on the number and proportion of women in decision-making positions in relief and humanitarian programmes.</p>
<p>6. Proportion of women and girls benefiting from post-conflict recovery programmes:</p> <ul style="list-style-type: none"> <li>a) Disarmament, demobilization and reintegration programmes</li> <li>b) Reparation programmes</li> <li>c) Economic recovery programmes</li> </ul>	<p>The indicator measures whether women and girls are benefiting from post-conflict recovery programmes by asking for data on the actual number and proportion of women benefiting from each of the following programmes: DDR programmes, reparation programmes and economic recovery programmes.</p> <p>Member States should provide data on the women and girls benefiting and briefly describe the nature of the benefit.</p>
<p>7. Maternal mortality rate in post-conflict situations in the last calendar year</p>	<p>Pregnancy and childbirth-related complications are among the leading causes of death among women of reproductive age in developing countries. The maternal mortality rate is mainly high in post-conflict situations for a number of reasons. Consequently, trends on maternal mortality in post-conflict society can indicate whether progress is being made towards enhancing women's reproductive rights, including access to maternal health care.</p> <p>For this indicator, Member States should provide data on maternal mortality rates in the last year.</p>

### Women, Peace and Security in prevention and response to emerging security threats

The WPS Agenda is cognizant of the emerging complex security situations in different regions across the globe and their adverse effect on the human security of women and girls. Security threats such as terrorism, climate change and related threats (droughts and floods), and health-related threats such as Ebola call for specific, context-relevant and inclusive responses. Integration of the WPS Agenda in preventive and response policies and programmes is important.

This section therefore gives Member States the opportunity to report on how the WPS Agenda is mainstreamed in strategies for preventing and responding to emerging security threats within their context.

Women, Peace and Security in emerging security threats indicator	Indicator explanation and reporting guidance
<p>Presence of the WPS Agenda in prevention and response strategies for emerging security threats:</p> <ul style="list-style-type: none"> <li>a) Existence of WPS provisions in prevention and response strategies</li> <li>b) Number and proportion of women in decision-making positions in the institutions responsible for preventing and responding to emerging security threats</li> <li>c) Number and proportion of women and girls benefiting from such responses</li> </ul>	<p>This indicator determines the extent to which the WPS Agenda is considered when designing and executing programmes that respond to a Member State's emerging security threat, as evidenced by the inclusion of WPS Agenda provisions in the policies/documents guiding such responses. WPS provisions could, for instance, be the express requirement for the participation and protection of women and girls.</p> <p>Information should also be provided on the actual level of participation of women, both as decision makers and beneficiaries. A brief description of the benefit for women should be provided.</p>

## **6. Continental Results Framework for Monitoring and Reporting on the Implementation of the Women, Peace and Security Agenda in Africa: Coordination and Implementation Framework**

The development and adoption of the CRF by the AUC is a significant step towards closing the gap between WPS policy development and implementation. It further demonstrates the AUC's deep commitment to the WPS Agenda and to gender equality and women's empowerment in Africa. As a living document, the CRF will regularly be updated in order to respond to lessons learned and emerging issues such as the adoption of new WPS resolutions.

The OSE on WPS is the custodian of the CRF document and will provide strategic leadership and oversight on its implementation. In doing so, the OSE will work in synergy with the Office of the Chairperson, the Peace and Security Department, the Directorate of Women, Gender and Development, the Department of Political Affairs, RECs and any other AUC structures whose undertakings will examine the role and leadership of women in peace and security. Specifically, the OSE will coordinate data collection, analysis and compilation, provide technical support and ensure communication and knowledge management regarding the WPS Agenda in Africa. It will also submit annual reports to the AU PSC on implementation of the CRF.

Among Member States, the ministries in charge of gender and women's affairs or the existing mechanisms will coordinate annual data collection, compilation and reporting to the AUC.



# Office of the Special Envoy

MME. BINETA DIOP

Special Envoy of the Chairperson of the African Union  
Commission on Women, Peace and Security



## MANDATE

- Ensuring that the voices of women and the vulnerable are heard much more clearly in peace and in conflict resolution".
- The Envoy's work aims to close the gap between policy and implementation
- Her mandate is anchored on the priority pillars of the landmark United Nations Security Council Resolution 1325, subsequent related UN resolutions and African Union instruments and policies like the Maputo Protocol and Solemn Declaration. - It is articulated around 4 main strands; (4Ps)
  - \* Prevention of violence against women and girls in conflict, situations of insecurity and in times of peace;
  - \* Protection of women and girls from sexual and gender-based violence, including in humanitarian situation;
  - \* Participation of women at all levels of decision-making in the prevention, management, resolution of conflict and peace building processes, and,
  - \* Post conflict recognition and incorporation of gender perspectives in relief and recovery efforts.

## OBJECTIVES

### General Objective

- To accelerate the implementation of the Women, Peace and Security (WPS) agenda in Africa, hence to contribute to the overall African Peace and Security Architecture (APSA).

### Specific Objectives

- a. Enhance the urgency of women participation in peace processes and promote women's leadership and initiatives, and showcase best practices for replication.
- b. Develop a Continental Results Framework for monitoring and reporting on the implementation of women, peace and security commitments at national, regional and continental levels.
- c. Build synergy within African Union Commission (AUC) to strengthen efforts on Women, Peace and Security for better impact.
- d. Enhance partnership with various stakeholders including women groups and experts, Civil Society Organizations (CSOs), training and research institutions, development agencies, and other peace and security partners.



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29th March 2018, the CRF validation workshop, the Special Envoy on Women Peace and Security, Mme Bineta Diop (centre), representatives of member states and RECs at the AU Commission headquarters in Addis Ababa, Ethiopia.



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