

Mavic Cabrera-Balleza's presentation at the panel "Resolution 1325 in Action: Lessons Learned and Reflections on 1325 NAPs"

July 8, 2013; 12:45 to 3:00

Permanent Mission of Japan to the UN

H.E. Mr. Tsuneo Nishida, Permanent Representative of Japan to the UN; Secretary Dharanidhar Khatiwada of the Ministry of Peace and Reconstruction (MoPR) of Nepal; Mr. Naoto Hisajima, Minister, Permanent Mission of Japan to the UN; Ms. Hilde Klemetsdal Councillor, Permanent Mission of Norway to the UN; Ms. Anne-Marie Goetz, UN Women's Chief Advisor on Peace and Security; distinguished guests and friends, good afternoon! Special thanks to the Permanent Mission of Japan to the UN for co-sponsoring this event with our organization, the Global Network of Women Peacebuilders.

Special welcome to the men in the audience. This is one of the few meetings on 1325 where the male and female ration in the audience is not 98 percent women and 2 percent men. It's a little more than that. However, we want to see a 50-50 representation in our next meeting on 1325.

GNWP is actively involved in supporting NAP processes in a number of countries including the Philippines, Nepal, Burundi, Sierra Leone, Guatemala, Afghanistan and South Sudan. Our involvement is through the provision of technical support in drafting of NAPs, development of indicators and establishment of Civil Society Working Groups or Task Forces on 1325. GNWP's main mandate is to support civil society so that they can meaningfully and effectively engage in the development and implementation of the NAPs. While our work is focused on enhancing civil society capacity, when requested, we also provide support to governments and in countries like Nepal, the Philippines and Sierra Leone, we have very close and successful collaboration with government actors. In our work in Localization of 1325 and 1820, a key element is partnership with local government units; and national government actors.

Gains

There have been a lot of gains in civil society's work on UNSCR 1325. Resolution 1325 has become an organizing and mobilizing instrument for many women around the world—next to the Beijing Platform for Action and CEDAW, Resolution 1325 is the only global policy that has galvanized women in many parts of the world. Globally, women CSOs are taking action to raise awareness and knowledge of the resolution; demand their inclusion in peace processes and in decision-making; urge improvements in Demobilization, Disarmament and Reintegration programs; mobilize towards security sector reform; protest against arms trade; and work towards resolving and preventing conflicts. Most of this work has actually been done before—prior to 1325 adoption. But Resolution 1325 has given women peace activists a higher platform; it amplified their voices even more—and with NAPs, women have stronger instruments which they use to hold their governments accountable to institutionalizing the women and peace and security agenda. 2

The work on 1325 NAPs allowed civil society and other stakeholders to challenge and influence traditional peacebuilding processes in a positive way. As we know, most of the traditional peace building and mediation processes are also the most patriarchal—from the Bodong in the Philippines; Palava Hut in Liberia; to the indigenous conflict resolution in Colombia. The work on 1325 in these countries are transforming these male dominated traditional ways of peacebuilding into more egalitarian practices.

Specific to the Philippines, the work on NAP has contributed to the inclusion of women in peace processes particularly in the peace talks between the Philippine government and the MILF. The Framework Peace Agreement that came out of this peace talks contain provisions that promote “the right of women to meaningful political participation, and protection from all forms of violence; and right to equal opportunity and non-discrimination in social and economic activity and public service...” The Transition Commission which is the group tasked to form the Bangsamoro Basic Law that is part of the Framework Peace Agreement also has women members—three of whom are from WE Act 1325, a civil society coalition that is a member of GNWP. Facilitating and mediating countries like Norway which facilitates the peace talks between the Philippine Government and the Communist Party of the Philippines-National Democratic Front-New People’s Army, also play a critical role in encouraging negotiating parties to ensure women’s participation in peace processes and integration of women-specific agenda in peace talks.

In countries like Liberia and the Democratic Republic of Congo, women’s groups have used 1325 NAPs to lobby for women’s participation in elections. The election results may not have been that positive because of many institutional and socio-cultural barriers that women confront, but the fact that the resolution again became an instrument to assert women’s rights to be represented in governance structure is very promising.

Local actors are owning the NAPs. In countries like Nepal, Philippines and Sierra Leone, we have had some success in integrating the NAPs into local development plans. In Colombia where there is no NAP, localization has become an alternative mechanism for implementation.

Gaps and Glitches

There are now 42 countries with NAPs; and a number of countries are in the process of drafting. This is less than 50% of the total number of Member States but I would like to stay positive and see this as good news—considering that in the first 5 years of the resolution, there was only one NAP.

However, a good number of the 42 countries went from NAPping to sleeping. The NAPs went to sleep. Like many policies, they were kept on the shelves of the bureaucracy after they were adopted. The following are some of the factors that contributed to this:

1) Lack of ownership and political will particularly by the government agency/ies that are supposed to lead the implementation - Changes in leadership is common in governments; sometimes too many and too often—these happen after an election, a cabinet revamp; or horse trading among political parties. When the NAP is not the "baby" of the new 3

leadership meaning it was developed or adopted by the preceding Minister, the new Minister is not enthusiastic about implementation. The new leadership doesn't own it and it goes to the bottom of the priority list.

This is also true in some UN agencies—when another agency or consortium are already known to be leading the process, the heads of some agencies are not enthusiastic about the NAP because it is not their pet project. Sometimes the lack of support is also due to lack of capacity or lack of knowledge of the resolution, the NAP process itself and the issues. This is where civil society's role becomes all the more critical. Government leadership and UN leadership change. A strong civil society constituency ensures that whoever is in the leadership will be held accountable. In some cases, it is the CSOs who capacitate government and UN actors. A strong civil society will always be there to push for effective implementation.

2) Check list approach - Another challenge is when governments adopt a check list approach in developing a NAP. Some countries develop NAPs to comply with international norms without serious intent to implement. They assign a junior line agency staff person with no political clout in the government architecture. They don't allocate funding for implementation –they rely completely on ODA. Once they are into the NAPing process, they tick it off the check list of their international obligations.

3) Lack or absence of funding for implementation - The lack or absence of funding for implementation is another major gap. Some countries develop NAPS with no budget in mind—We want to ask: what were they thinking? Isn't the logical process is such that you plan, you budget, and if there is no funding available, you raise funds. In some cases when there are funds, CSOs do not have direct access to the funds even as they are active implementors of the NAPs. Norway is one of the donor countries that support CSOs directly. At the national level, thorough the embassies; and at the global level through the Ministry of Foreign Affairs.

4) Monitoring and evaluation - No monitoring and evaluation is being carried out is also a major gap. Even after the development of indicators by the UN, and by regional bodies like the European Union, monitoring and evaluation by Member States is still the exception rather than the rule.

5) Under-representation or exclusion of CSOs - The under-representation or exclusion of CSOs in official National Steering Committees for NAPs during development process as well as during implementation is yet another challenge. The contribution of CSOs is not acknowledged, recognized and valued. In many instances, lip service is often paid but CSOs are excluded from decision-making.

6) Weak messaging - Weak messaging on 1325 and 1820 is also a major gap. In most discussions on the resolutions, the protection pillar in 1325 and in 1820 is still explained as protection from sexual and gender-based violence only; but not protection of women and girls' rights—which highlights their agency to protect themselves. Moreover, prevention is

focused on prevention of sexual violence in conflict but not the prevention of conflict itself. I'm happy to note that Japan's NAP 1325 will be explicit on the prevention of conflict.

7) Yet another big challenge is that there are still Member States who argue that 1325 is only for countries that are in conflict or post-conflict; or those that are current members of the Security Council.

Recommendations and plans for the future

We have many but let me just mention a few.

1) Sustained and institutionalized awareness and knowledge raising on 1325, 1820 and the supporting resolutions—As I mentioned, government and UN leadership change so training and capacity building should be a constant component of staff development programs. It should not be optional.

2) We need to analyze the connection or disconnect between NAPs and the work of National Security Council/national defense councils. In a number of countries, the lead agencies for NAP implementation do not have a seat in the National Security Council. It is critical for the lead implementation agencies to have a seat in this highest decision making body on national security to ensure that security policies are informed by the principles of the NAP 1325. This could lead to broader and more constructive concepts of security.

3) Develop incentives (in the form of awards or citations) for Member States who are doing well in NAP implementation. We have an ongoing discussion with Peace Women on the possibility of operationalizing this incentive.

4) Continue to lobby for funding for CSOs work on NAPs 1325 including access to and representation in multi stakeholders financing mechanisms.

5) NAP 1325 should be mainstreamed across government agencies through internal action plan (e.g., What does the NAP mean for the National Housing Commission? For the Ministry of Justice?) We need to operationalize the whole of government approach. This should also come with the necessary funding.

6) Actualize the provisions and purposes of NAP1325 in all relevant circumstances and at all levels of governance, the UN and civil society's work from local to global; and global to local.

Some of these recommendations are already being carried out by civil society and we hope to continue this work.

Thank you and I look forward to our discussions.

Notes from the Panel Discussion
“Resolution 1325 in Action: Lessons Learned and Reflections on 1325 NAPs”
Organized by the Permanent Mission of Japan to the United Nations and
The Global Network of Women Peacebuilders
July 8, 2013; Permanent Mission of Japan to the United Nations; New York,
USA

The Permanent Mission of Japan to the United Nations and the Global Network of Women Peacebuilders (GNWP) co-organized a panel discussion on July 8th 2013 to analyze the lessons learned and challenges faced in UNSCR 1325 National Action Plan (NAP) development and implementation. H.E. Ambassador Tsuneo Nishida, Permanent Representative of Japan to the UN delivered the opening remarks by recognizing each of the panelists’ contributions to the implementation of UNSCR 1325 and how those are aligned with Japan’s own goals in contributing to the implementation of UNSCR 1325. The panel discussion featured representatives from governments, civil society and the United Nations (UN), who were directly involved in the development and implementation of NAPs in different capacities. The panelists included Mr. Dharanidhar Khatiwada, Secretary of the Ministry of Peace and Reconstruction of Nepal; Mr. Naoto Hisajima, Minister, Permanent Mission of Japan to the UN; Ms. Mavic Cabrera-Balleza, International Coordinator of GNWP; Dr. Anne-Marie Goetz, UN Women’s Chief Advisor on Peace and Security; and Ms. Hilde Klemetsdal, Counselor at the Permanent Mission of Norway to the UN. Mr. Junichi Sumi, First Secretary at the Permanent Mission of Japan to the UN served as moderator.

The speakers provided insights into the drafting process and the implementation of NAPs, including development, financing, civil society participation, monitoring and evaluation, and the coordination of roles amongst stakeholders. The summary of each panelist’s presentation is highlighted below.

**Secretary Dharanidhar Khatiwada, Ministry of Peace and Reconstruction (MoPR),
Nepal**

Secretary Khatiwada began with a brief outline of the constitutional, legal and policy frameworks available in Nepal relating to Women, Peace and Security (WPS). The Secretary highlighted stipulations of Nepal’s Interim Constitution 2007 as well as the NAP on UNSCR 1325 as major policy initiatives. Secretary Khatiwada emphasized the importance of UNSCR 1325 especially in light of the decade long civil war in Nepal where women and girls still continue to bear the brunt of armed conflict. Secretary Khatiwada further outlined a few positive results following Nepal’s adoption of a NAP including the establishment of Nepal Peace Trust Fund incorporating government and donor funding; allocation of funds for NAP implementation; and increased collaboration between government, CSOs and other development partners.

The exemplary collaboration between government and CSOs in the Localization program was underlined by the Secretary as he noted, “what is unique about this program is the engagement of local leaders, civil society members as well as high level government officials from MoPR as well as the Ministry of Federal Affairs and Local Development (MoFALD).” In order to facilitate effective implementation of NAP at the local levels, Secretary

Khatiwada stated that the MoPR, in collaboration with GNWP and Saathi, developed a Localization Guideline document earlier this year rendering the successful integration of NAP initiatives at the local level.

With regards to budget allocation, the Secretary asserted that monetary resources are earmarked through the Nepal Peace Trust Fund. In the first phase of NAP implementation, a total of USD 8.8 million was disbursed to 7 projects, while an additional USD 2.1 million was provided to the Ministry of Education. Furthermore, Secretary Khatiwada reiterated Nepal's successful partnership between government and civil society, stating "the first year [NAP] monitoring report was developed and brought out jointly by the MoPR and civil society." The commitment to this partnership is further evidenced through the "composition of the high level steering committee, which has 45% civil society representation."

In addition to the many achievements, there have also been critical challenges that continue to obstruct effective national implementation of UNSCR 1325. A major challenge has been "in identifying real victims and reaching out to them with relief and recovery programs." The Secretary was also careful to note the absence of substantial reparation programs for those impacted by conflict. However, he expressed confidence in the NAP, due to its broad yet women-centric approach, including provisions for women's participation in peace processes representation in political parties and local peace committees, legal assistance, medical services, psycho-social counseling. In conclusion, Secretary Khatiwada confirmed his government's commitment to successful implementation of NAP and the WPS agenda.

The full copy Secretary Khatiwada's paper can be accessed [here](#).

H.E. Ambassador Tsuneo Nishida, Permanent Representative of Japan

Ambassador Nishida welcomed the participants and emphasized the privilege of the Japanese Mission in hosting a symposium on women's empowerment for the second time. Ambassador Nishida highlighted the importance of such an event for facilitating recommendations and further proposals as the Japanese government is currently in the process of preparing its NAP.

The Ambassador also briefly highlighted the shared values and camaraderie between Japan and Nepal, especially each nation's commitment to women's empowerment and working together on the issue. He also expressed appreciation to GNWP in partnering with the Permanent Mission of Japan in organizing the panel discussion.

H.E. Tsuneo Nishida's welcome remarks were followed by the Secretary Dharanidhar Khatiwada presenting the Ambassador a gift on behalf of the Nepali government.

Mr. Naoto Hisajima, Minister of Permanent Mission of Japan

Mr. Hisajima began by emphasizing that “gender is currently one of the top diplomatic agenda of the Japanese Foreign Ministry.” He pointed out that this is particularly obvious in the past couple of years. Minister Hisajima raised two key reasons for this change – the creation of UN Women and Japan’s participation in discussions on gender equality within the context of the G8.

The Minister went on to delineate the general structure of the Japan NAP, emphasizing the three pillars comprising the document: Prevention, Protection and Recovery. He stated that these three pillars will form the basis of the NAP and “are in accordance with the UN agenda of Women, Peace and Security.” The Minister added that the view point of participation will be included across all the three main pillars.

The Minister continued with a brief outline of each of the three pillars:

- 1. Prevention:** The prevention of violence against women during conflict and natural disasters, in addition to the prevention of conflict itself. Natural disaster prevention is also being discussed as a point of inclusion.
- 2. Protection:** Facilitating the protection of women and girls during or in the aftermath of conflict or natural disasters. It is also envisaged that emergency humanitarian assistance provisions in the wake of conflict or natural disasters be included.
- 3. Recovery:** Reconstruction and rehabilitation with a focus on supporting women and girls’ participation in society after conflict or disaster.

The Minister noted that the NAP would reference Japan’s foreign and domestic policies on women’s empowerment. Discussions have also been taking place regarding the inclusion of concrete indicators under each pillar, where appropriate. The Ministry of Foreign Affairs is in close contact with other relevant ministries, such as Ministry of Defense, Japan International Cooperation Agency (JICA) and agencies within the Cabinet Office (such as the Reconstruction Agency). Hence, the Japanese government as a whole “is in close coordination and discussion in order to make the NAP as concrete and fruitful as possible.”

While it is not certain when the NAP will be finalized, Minister Hisajima stated that dialogues have been planned with CSOs in Tokyo in July 2013, while broader interactions will be organized.

As stated by Ambassador Nishida, the Minister highlighted that the “Resolution 1325 in Action” discussion is the second event of this kind, the first one taking place in February 2013. The initial discussion proved to be fruitful as many CSOs offered inputs on their experiences in monitoring NAPs in different countries. Following the Minister’s remarks, Mr. Junichi Sumi, noted that the inclusion of natural disaster situations, civil society participation and internal commitment were issues raised by CSOs and UN Women during the previous discussion in February 2013.

Ms. Hilde Klemetsdal, Counselor of Permanent Mission of Norway

Ms. Klemetsdal began by praising Japan's decision to develop a NAP and commended Nepal for serving as an example for CSO inclusion in the development and implementation process. Norway's continued strong commitment to women's rights was noted, while emphasizing the fact that "women's work contributes more to the nation's GNP than that of oil production."

Ms. Klemetsdal highlighted that Norway did not follow the "UN recipe" very strictly in its NAP process, but attempted to answer questions on its own involvement in WPS issues and identified key stakeholders to assist in NAP development.

Ms. Klemetsdal noted that merely developing such a plan does not result in breakthrough changes. It is important to "keep the plan alive and relevant," while engaging in effective monitoring mechanisms and ensuring the broader WPS agenda remains a national priority of politicians. Although the Norwegian NAP is broad in nature, an important aspect of its development involved the clear delineation of areas where Norway could make a difference, such as women's participation in peace building processes.

Norway also works to strengthen the gender inclusive process at the international level, such as ensuring a 30% representation of women in the Annual Oslo Forum this year as well as chairing the Peace Supporting Working Group in Nepal's NAP process. Ms. Klemetsdal stated that Norway has built a positive relationship with Nepal and commended the CSO, governmental and UN cooperation seen in their NAP process.

When discussing Norway's future plans in supporting NAP work, Ms. Klemetsdal asserted that managing funds remains an arduous challenge, which requires substantial effort and time. As UNSCR 1325 and NAP processes are supported through several budget sources, it often proves to be disorderly. This creates profound constraints with regards to integrating UNSCR 1325 stipulations into broader peace and security work and ensuring that financial support is directly available to WPS related organizations and/or organizations working at the grassroots level. However, Ms. Klemetsdal concluded on a positive note, informing participants of an upcoming evaluation of WPS efforts across 4 Norwegian ministries which will focus on key achievements, gaps and on developing recommendations and strategies.

Ms. Mavic Cabrera-Balleza, International Coordinator, GNWP

Ms. Cabrera-Balleza thanked the Permanent Mission of Japan to the UN for co-sponsoring the event before noting the unusually high presence of men. As such discussions often include an overwhelmingly larger number of women; Ms. Cabrera-Balleza encouraged a 50-50 ratio in women and men's participation in similar WPS events in the future.

She further explained that GNWP's involvement in supporting NAP development work in the Philippines, Nepal, Burundi, Sierra Leone, Guatemala, Afghanistan and South Sudan is focused on enhancing civil society capacity to engage meaningfully in developing and implementing NAPs. However, she further explained that when requested, they also assist governments and in countries like Nepal, Philippines and Sierra Leone, they have very good partnership with government actors. She stated that GNWP provides technical support in drafting NAPs, developing indicators, monitoring and facilitating partnerships between national and local government actors..

Ms. Cabrera-Balleza went on to highlight the key gains of UNSCR 1325, such as the resolution being used as an organizing and mobilizing instrument where women are demanding inclusion in peace processes, decision-making and governance; arms control; security sector reform; and conflict resolution and prevention. She also noted that the advocacy on UNSCR 1325 has enabled women to challenge the traditional norms of peacebuilding processes that are most often patriarchal. She also cited women's use of the resolution to lobby for greater participation in elections in countries like Liberia and the Democratic Republic of Congo. Ms. Cabrera-Balleza also noted that in countries like Nepal, the Philippines and Sierra Leone, local leaders and other grassroots stakeholders are taking ownership of the implementation of the resolution.

Despite the many successes of UNSCR 1325, Ms. Cabrera-Balleza emphasized the fact that challenges continue to hinder the resolution's full and effective implementation. In the first 5 years of UNSCR 1325, only one NAP was adopted. Currently, over a decade later, only 42 countries have adopted NAPs - which is less than 25% of the total number of member states. Ms. Cabrera-Balleza pointed out that a good number of states that had developed NAPs went from "NAPping" to "sleeping," as the implementation has become severely obstructed by bureaucratic procedures as well as lack of ownership and political will, particularly by government agencies leading the implementation. Some governments' checklist approach in adopting NAPs—where government goes through the process of drafting and adoption without serious intent to implement just to be able to tick off their "checklist" of international obligations is also a serious concern, according to Ms. Cabrera-Balleza.

The other problems she cited were: the lack of monitoring and evaluation; under representation or complete exclusion of CSOs from national steering committees; the weak messaging on prevention which limits prevention to prevention of sexual violence but not the prevention of conflict itself and limiting protection to protection from sexual and gender-based violence but not protection of women and girls' rights. Ms. Cabrera-Balleza also noted with serious concern that there are still Member States who believe that UNSCR 1325 is only applicable to conflict-affected countries and those that are members of the Security Council.

She further stressed that the lack of support for NAP implementation is sometimes related to lack of capacity or knowledge regarding the issues at hand or the NAP process. The lack of ownership and political will, particularly by government agencies that are tasked to lead the NAP implementation is a big obstacle to implementation according to Ms. Cabrera-Balleza. As the NAP would have been developed by the preceding official, team or political party, it would not be considered the new leadership's "baby," thereby sliding to the bottom of its priority list. Within the context of ongoing changes in government or in some UN agencies, implementation of NAP may not be the top priority of the new leadership.

Ms. Cabrera-Balleza pointed out that given this reality, CSOs' roles become all the more critical. Despite periodic changes in governments or the UN, the existence of strong CSO coalitions would ensure accountability among the new leadership.

In light of the multiple challenges to UNSCR 1325 implementation, Ms. Cabrera-Balleza also underlined several key recommendations:

- Sustained training and capacity building should be integral to all staff development programs. This would contribute to knowledge raising and institutionalization of gender equality.

- Analysis of the deep disconnect between NAPs and national security councils. In some countries, lead agencies responsible for NAP development and implementation are not included in national level security councils. It is integral for these agencies to be given a seat at the highest decision making body related to national defense to ensure that NAP objectives inform key agreements. This could also lead to more comprehensive and constructive concepts of security.
- Development of incentives (such as awards or citations) for countries that are doing well in terms of NAP implementation.
- Continuing to lobby for CSO funding, including access to available financial resources and adequate representation of stakeholders.
- Operationalizing NAPs across governments by asking what the NAP means for different ministries or agencies, such as the National Housing Commission or Ministry of Justice.

Ms. Cabrera-Balleza's full presentation can be accessed [here](#).

Dr. Anne Marie Goetz, Chief Advisor of Peace and Security, UN Women

Dr. Goetz echoed Ms. Cabrera-Balleza in stating that NAPs galvanized attention to the WPS agenda and enabled stakeholders to secure particular resources. Dr. Goetz reiterated that UNSCR1325 should be viewed as a resolution of universal applicability rather than being associated only with conflict.

Dr. Goetz asserted that the reasoning behind a “plan” is to facilitate “translation from commitment to action,” and to incorporate a timeline, actors, indicators, revision and accountability mechanisms. However, these points are missing from many NAPs. Ms. Goetz emphasized the need to implement the UN Secretary-General’s 7- Point Action Plan on Women’s Participation in Peacebuilding which commits to spend a minimum of 15% of UN managed peacekeeping funds for gender equality. Dr. Goetz acknowledged that while this is a completely arbitrary figure, “it is 3 times more than what is currently being spent.” Advocacy was also highlighted as an important aspect of UN Women’s work. If governmental bodies are shown the value of investing in women, there would be incentive to address issues related to women’s rights.

Dr. Goetz highlighted that in societies recovering from conflict, investing in women-headed households results in better welfare. Therefore, greater effort must be made to provide positive incentives, such as, rewarding high performing governmental actors working on this issue. Dr. Goetz also emphasized the importance of CSO engagement and accountability mechanisms, bringing up the soon to be published Ireland mid-term evaluation report. Regarding UN Women, the agency supports the larger UN structure and Member States by providing technical assistance, facilitating training workshops for developing indicators, producing guidelines for national implementation and developing an E-learning course for resolution implementation. However, Dr. Goetz also pointed out some critical gaps that need to be addressed such as, the need to include women in mediation processes; reparations; protection; prevention of conflict; proliferation of small arms; lack of awareness regarding linkages between crime, conflict and trafficking; natural resource management; and state capacity to mitigate conflict, especially with regards to the gender component.

Dr. Goetz noted that this year 1/3 of NAPs either reach the end of their timelines or come up for review, presenting an opportunity to look at their progress and challenges and finally concluded by announcing the Global Review of NAPs which has been requested by the Secretary General in his 2012 report on Women Peace and Security that will take place from November 5-7, 2013.

Q & A Session

In the question and answer session that ensued, Ms. Cora Weiss, President of Hague Appeal for Peace commended the highly informative session and encouraged more government missions to the UN to host similar discussions. She pointed out that one of the “positive outcomes of any war or conflict is often a constitution which speaks to women’s issues and the refusal to remilitarize,” and noted her concern in the recent campaign to eliminate Article 9 in the Japanese Constitution which is in accord with UNSCR 1325 and the anti- (violent) conflict agenda at its core.

Mr. Naoto Hisajima responded by stating that Japan’s NAP would be in accordance with the WPS agenda and would be committed to gender equality and empowerment.

Ms. Angelic Young, Institute for Inclusive Security (IIS) acknowledged two key gap areas in UNSCR 1325 implementation: Resources and Prioritization. In light of these challenges, Ms. Young expressed concern regarding ongoing advocacy efforts, suggesting that advocacy may not be as strong.

Ms. Cabrera-Balleza addressed the concern by highlighting that while much work has been done in terms of WPS advocacy and programing, it often becomes an exhausting feat to explain the sheer amount of accomplishments and the need for additional resources. She drew from GNWP’s experiences in stating that “visualizing impact is extremely difficult when working at the policy level as changes do not happen overnight.” Although it has been 13 years since the adoption of UNSCR 1325, donors often think the impact is not visible. Ms. Cabrera-Balleza emphasized that GNWP had conducted “33 workshops in 7 countries in 2012 alone,” which translates into immense amounts of work and a wide participant outreach. However, donors tend to be more concerned with quantitative, tangible results. In order to highlight this, Ms. Cabrera-Balleza stated that focus should be placed on “pulling out individual life-stories and presenting them in ways that are accessible to partners and donors.”

Secretary Khatidawa added that as far as resource usage is concerned, it is important to look at the extent to which political leadership will utilize this at the national level. Secretary Khatiwada stated that Nepal has initiated Gender Responsive Budgeting and that the yearly financial budget would be developed on July 10th 2013. He expressed concern regarding the mainstreaming of UNSCR 1325 and 1880, stressing the need to “persuade national governments, rather than looking to the outside”.

Ms. Abigail Ruane from PeaceWomen thanked Ms. Goetz for mentioning the impact of arms trade. As trillions of U.S. dollars are spend on defense and the military, this adversely affects the financial resources available for women’s empowerment initiatives. She also noted that participation is very important, especially the involvement of men.

Ms. Betty Reardon from the International Institute of Peace Education also reiterated the need to include women at the core of security policy and the possibilities that this may bring with regards to alternative models of security. She stressed the need to move away from the militarized focus of security into processes that utilize a diverse set of tools. Ms. Reardon stated that she hoped the Japan NAP would integrate this issue into the process.

When responding to this concern, Mr. Hasijima emphasized that participation would be streamlined “across the NAP process” and that provisions focused on the “engagement of women in peacebuilding and peace keeping” would be included.

Ms. Cabrera-Balleza agreed and added that linking work on UNSCR 1325 implementation to national security councils is at an early stage. She concluded by stating that national security councils tend to be rather exclusionary and militaristic, providing the Philippines as an example.

Comments and suggestions on Ireland's NAP on UNSCR 1325 submitted by the Global Network of Women Peacebuilders

Training and capacity building

Pillar 1 of Ireland's current NAP has objective a under Pillar 1: a) Provide comprehensive and effective training on human rights, gender equality, humanitarian law and UNSCR 1325 to personnel deployed by

Ireland on overseas missions.

It would be good if Ireland can also provide such training to its national security forces (those who stay in the country).

Budget and funding

The NAP should include a budget and it should clearly state how implementation will be funded.

Government – civil society partnership

Form a National Steering Committee composed of government and civil society representatives to ensure collaboration, coordination, sharing of expertise and resources and prevent duplication and unhealthy competition in the drafting, implementation and monitoring of the NAP.

Monitoring

1. Integrate the use of CEDAW General Recommendation 30 on Women in Conflict Prevention, Conflict and Post-conflict Situations as an instrument for government and civil society reporting on the implementation of the NAP.
2. Support government and civil society organizations in developing countries in their efforts to implement UNSCR 1325 NAPs where they exist; or the actual UNSCR 1325 where there are no NAPs.

Localization as an implementation strategy

Support Localization of Ireland's NAP and NAPs in developing countries as an implementation strategy. The Localization of NAPs on UNSCR 1325 and 1820, an implementation strategy pioneered by the Global Network of Women Peacebuilders, directly engages local authorities, traditional leaders, local women leaders and other key local actors in the implementation of UNSCR 1325 and 1820 in local communities. It is a people-based, bottom-up approach to policy-making and policy implementation that goes beyond the local adoption of a law, as it guarantees

the alignment and harmonization of local, national, regional and international policies and community-driven strategies to ensure local ownership and participation. For further information on Localization of of NAPs on UNSCR 1325 and 1820, please see: http://issuu.com/suba_gnwp/docs/implementing_locally_inspiring_glo/1?e=8954983/63598

Notes from the panel discussion
“Governments and CSOs: Is there an ideal relationship? –
Government-Civil Society Partnerships in 1325 NAP Development and
Implementation”

Organized by the Permanent Mission of Japan to the United Nations
and the Global Network of Women Peacebuilders

New York, USA
July 8, 2014

The Permanent Mission of Japan to the United Nations and the Global Network of Women Peacebuilders (GNWP) co-organized a panel discussion on 8 July 2014 to examine the role of civil society in the development and implementation of National Action Plans (NAPs); the factors that facilitate or hinder their effective participation; and the added value they bring to the process. The panel further aimed to formulate recommendations on how to ensure effective civil society participation in the development and implementation of NAPs.

H.E. Ambassador Kazuyoshi Umemoto, Deputy Permanent Representative of Japan, opened the event by welcoming the panelists and the participants and recalling that this was the third time that Japan had hosted an event on NAPs in partnership with civil society. Ambassador Umemoto stated that although Japan’s NAP had not yet been adopted, the government had conducted extensive consultations with civil society organizations (CSOs) to develop the Plan.

The Ambassador said that the overall process for developing Japan’s NAP had been an informative experience, which had shaped the drafting of a comprehensive NAP. H.E. Mr. Umemoto also stated that the partnership between the Government and civil society will continue after the adoption of Japan’s NAP. Japan will work with CSOs throughout the monitoring, evaluation and review processes.

Ambassador Umemoto also said that another important element of Japan’s partnership with civil society is with respect to NAP implementation, and that Japan will support the development and implementation of NAPs in developing countries, in consultation with civil society groups.

The Ambassador ended his remarks by reminding the audience of the critical, proactive roles that civil societal organizations have taken in numerous NAP processes. He spoke of their lobbying efforts that exerted the necessary and constructive pressure as well as having helped governments to draft them, with some civil society members having initiated the NAP processes themselves.

The panelists included Mr. Naoto Hisajima, Minister and head of human rights and humanitarian affairs at the Japanese Permanent Mission to the UN; Ms. Tanisha Hewanpola, expert on human rights, and women, peace and security at the Permanent Mission of Australia to the UN; Ms. Mavic Cabrera-Balleza, International Coordinator of the Global Network of Women Peacebuilders; and Ms. Tatyana Jiteneva, Policy Specialist on gender responsive peacebuilding at UN-Women. Mr. Junichi Sumi, First Secretary at the Permanent Mission of Japan to the UN moderated the panel discussion.

Using a “talk show” format, Mr. Sumi started the discussion by asking all of the panelists to describe the Government-CSO partnerships of their respective countries during the formulation of their NAPs, and to explain in which areas of the NAP process the positive aspects of that partnership were most evident. This was followed by questions on the impact of Government-CSO partnerships on the implementation, monitoring and evaluation of the NAPs. Below are the key points raised by the panelists:

Mr. Hisajima acknowledged that despite Japan not having adopted a NAP as of yet, the development process had benefitted from the proactive and eager interaction civil society the government of Japan. He cited September 2013 as a time when the Japanese government met with a number of CSOs to discuss the content and indicators of Japan’s NAP. He also mentioned that there have been other consultations with CSOs to prepare the second draft, including large-scale consultations taking place in both Tokyo and other parts of the country, including Okinawa. Mr. Hisajima also mentioned that the draft NAP consists of five pillars: namely; 1) empowerment and participation, 2) prevention, 3) protection and relief, 4) humanitarian and recovery assistance, and 5) monitoring, evaluation and review. In response to a question raised by a member of the audience regarding the issue of disarmament as part of Japan’s NAP, Mr. Hisajima said that he would report a recommendation back to Tokyo to include this issue in further discussions.

Ms. Hewanpola spoke to Australia's NAP, which had been adopted on International Women's Day of 2012, following an extensive consultation process between Government agencies, civil society, and academia. Australia's NAP had a six-year time-frame and included five high level strategies setting out what the Australian Government will do to effectively implement UNSCR 1325 and subsequent resolutions, and to further the women, peace and security agenda. During the 2009 process leading up to the NAP, the Australian Government had funded the Women's International League for Peace and Freedom, Australia (WILPF-Australia) to undertake a nationwide community outreach and consultation process. This had led to a discussion paper which was provided to the national government. The Australian Government had subsequently convened a working group with relevant Government agencies, including the Office for Women, Department of Foreign Affairs and Trade, Department of Defence, and Australian Federal Police. A civil society expert had been commissioned to help assist the Working Group in the development of an initial draft NAP. The draft NAP was released for public consultations in August 2011, and discussed at a roundtable meeting featuring representatives from Government, civil society, academia and the public in November 2011, prior to being finalized.

Ms. Hewanpola also discussed the two kinds of monitoring mechanisms in place regarding implementation of Australia's NAP: the first was a report produced by the national government every two years, and the other a parallel report produced by civil society. For the Government's report, there were 24 measurable actions listed in the NAP for assessment, such as the number and percentage of women in the armed forces, and the number of women deployed to conflict areas. There were also qualitative actions such as initiatives that have taken place to encourage women to participate in decision-making. The Government's two-yearly report would be tabled before parliament every two years, with the first report due on July 15, 2014. Ms. Hewanpola said that there were also requirements contained within the NAP regarding the commissioning of an independent review to assess whether the actions in the plan remained appropriate and relevant. In 2018, at the end of the NAP's six-year timeline, there would be an overall review of the plan and its achievements.

Following Ms. Hewanpola's presentation, Ms. Cabrera-Balleza then shared the experiences from the Philippines and Nepal. Ms. Cabrera-Balleza explained that in the Philippines, it was in fact civil society and not the government that initiated the NAP process. She spoke of women's organizations coming together and questioning if they

wanted to have another policy such as the NAP since the Philippines had no shortage of policies. It was decided to develop a NAP due to the many implementation weaknesses of existing policies on WPS. She also cited that even as many see the Philippines as a prime example of women's participation in peace processes, Ms. Cabrera-Balleza highlighted that that was only because some high level government officials championed women's representation and participation. It was not a policy, so that when the individual champions left office, it was as if the progress had been reset to zero. It was due to this reality, among several other reasons, that a NAP was necessary and needed to have government ownership. She also shared that in the Philippines they made a deliberate decision to not have the Philippine Commission on Women as the lead implementing agency, so that the NAP nor WPS would not be dismissed as solely a 'women's issue,' which was a re-occurring challenge from different government agencies as well as the security sector. Thus, they lobbied the Office of the Presidential Adviser on the Peace Process, the government agency that facilitates peace negotiations with rebel groups to be the lead agency. Collaboration between government and civil society took place in all areas of the NAP process, including drafting, development of indicators, local consultations, lobbying government agencies and the security sector. However, when the government formed the Executive Committee for the NAP, they did not include CSOs. Despite this, CSOs and government have continued to share information and have collaborated on the Localization of the NAP. Ms. Cabrera-Balleza also cited the vital role of the UN in facilitating partnership between government and civil society and encouraged UN entities to support forging these relationships. Ms. Cabrera-Balleza also spoke about Nepal's experience in facilitating access to financial resources for civil society through the Nepal Peace Trust Fund. She discussed the challenges related to the fund such as some organizations having access to it but do not conduct work related to UNSCR 1325. The Executive Director of the Fund has committed to address this issue, Ms. Cabrera-Balleza added.

Ms. Jiteneva reported that in Kyrgyzstan civil society was not part of the formal state inter-ministerial working group on elaboration of the NAP 1325 and thus UN Women, UN Regional Centre for Preventive Diplomacy for Central Asia (UNRCCA) and the Organization for Security and Cooperation in Europe (OSCE) worked together to ensure that consultations are held with various groups of civil society and in particular women's organizations to secure the inclusive process. This approach allowed discussing and including some controversial areas into the NAP, such as services for victims of sexual violence, etc. Due to the large turnover rate in the Kyrgyz government, the government has to act wisely to balance the expertise within its agencies and civil society in order to develop strategic documents. She also emphasized that 'ownership' was key even though at the start of the process, there was no government body willing to take the responsibility of

the NAP due to the intersectionality of many social and security issues and stressed that the unique example of Kyrgyzstan is that the NAP was fully elaborated by the working group in consultation with civil society.

The Question and Answer session that followed consisted of comments from Ambassador Anwarul K. Chowdhury who shared that the NAP is the most important tool for the implementation of UNSCR 1325 and the supporting resolutions. He stressed that the element of participation is absolutely crucial and that the localization of NAPs is a responsibility. He pointed out that the fact that there are only 46 NAPs [out of 193 Member States] 14 years after UNSCR 1325 was adopted is a disappointment. He underscored that UN Resident Coordinators facilitate NAP processes in order for more countries to develop and implement NAPs.

A representative from the Permanent Mission of Guatemala to the UN asked what the ideal time frame for a NAP is. Ms. Cabrera-Balleza responded by saying that 3 to 4 years is a good time frame. However, she emphasized that it would be important to set the time frame of the NAP in accordance with the number of years of the lead agency's term of office. It is a common challenge in working with government agencies is that when a policy is not started or adopted within their term, they do not take ownership of it.

A representative of Peace Women commented that most NAPs do not address the issues of disarmament and prevention. Ms. Cabrera-Balleza responded that one of the reasons for the lack of emphasis on prevention was the weakness in the messaging around UNSCR 1325. She said that the attention is largely focused on the prevention of sexual violence in conflict but not on the prevention of conflict itself. She recognized sexual violence as a critical issue but said that this would continue in violent conflict so long as women are not regarded as leaders and decision-makers.

A representative of the United Methodist Women asked if there were efforts to reach out to the private sector in the implementation of UNSCR 1325. Ms Cabrera-Balleza informed the audience that GNWP is working with Cordaid and UN Women in research and advocacy for financing the implementation of the WPS resolutions wherein one of the objectives was to bring on board private sector in order for them to contribute in the implementation of the resolutions; and to hold them accountable to how they conduct business particularly in conflict-affected countries. She pointed out that some private corporations in particular those who are in extractive industries aggravate existing conflicts or sometimes they themselves cause the conflict

The following are some of the recommendations that came from the panelists' responses as well as from the interventions of the audience members:

1. Government and civil society have an important collaborative role to play in the effectiveness of NAPs, and should work together, from the drafting of NAPs through to their implementation, monitoring and evaluation.
2. The role of civil society organizations should go beyond preliminary consultations; they should be included at all stages of the NAP process. The capacities of CSOs to meaningfully contribute to the national action planning process should also be enhanced.
3. It is critical to have built-in accountability mechanisms, such as public oversight (including by CSOs, or reporting to parliament).
4. Involve the private sector in discussions on the implementation of the WPS resolutions. This can potentially contribute to ensuring accountability on the private sector's role in abuses in conflict-affected situations.
5. The role of local authorities and community leaders, including religious, traditional and indigenous leaders, is vital in implementing the NAPs in local communities;
6. Harmonization and amending national legislation to make it consistent with NAPs is important to implementing the WPS agenda;
7. Adequate resources must be secured by the state and donors to ensure constructive and meaningful participation of CSOs in the whole NAP cycle;
8. Recognize the important role of the security sector in NAP implementation; and
9. The UN's role in facilitating Government-CSO dialogue in NAP development and implementation should be strengthened in conflict contexts. The UN should continue to provide technical and other forms of support to NAP processes.