

DISCUSSION PAPER

Making Women's and Girls' Needs, Well-being and Rights Central to National Action Plans on Women, Peace and Security in the Asia-Pacific Region



AISLING SWAINE

Making Women's and Girls' Needs, Well-being and Rights Central to National Action Plans on Women, Peace and Security in the Asia-Pacific Region

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ACRONYMS

NAP	National Action Plan (on WPS)
Security Council	United Nations Security Council
UN	United Nations
WPS	Women, peace and security agenda or resolutions of the UN Security Council

EXECUTIVE SUMMARY

INTRODUCTION

National Action Plans (NAPs) have become the foremost means through which UN member states are now framing their implementation of the UN Security Council's women, peace and security (WPS) agenda. The first of the WPS resolutions, resolution 1325 (2000) was initially "conceived of and lobbied for as a human rights resolution that would promote the rights of women in conflict situations."¹ While NAPs have garnered exceptional national-level engagement on WPS, it remains unclear whether NAPs are achieving the fulfilment of the human rights of women as originally intended by resolution 1325.

This paper presents the findings of a critical review of the nine Asia-Pacific WPS NAPs:² Afghanistan, Australia, Indonesia, Japan, the Republic of Korea, Nepal, New Zealand, the Philippines and Timor-Leste. The review assessed the degree to which the needs, rights and well-being of women of the region are central to these NAPs, as intended under resolution 1325.

GENDER PLANNING

The review of the Asia-Pacific NAPs was undertaken through the lens of "gender planning," an approach to planning that uses a range of tools that aim to achieve gender equality and women's empowerment. The "Gender Needs Analysis tool" identifies the differing needs, concerns and priorities that arise for women because of the *broader system in which they are based*, i.e. existing

and fluid gender norms, gendered social relations, expectations and inequalities and the ways that different identity factors intersect to give rise to discriminations and exclusions.³ A gendered needs analysis is based on the premise that planning that is responsive to the gender realities of women's and girl's lives should meet both their practical needs (the immediate everyday *practical needs* required for day-to-day living); and *strategic needs* (longer-term needs that relate to inequalities in decision-making power and control and ownership of critical resources). *The intersection of practical and strategic needs* means that both must be met if equality and women's empowerment is to be achieved.

Gender planning requires responses tailored to gendered needs and rights as they arise in respect to context-specific intersecting identity factors. Gender planning requires analysis and actions that go beyond taking "women," "girls," "women and girls" or "women and children" as the entry point for actions. Rather, planning must engage with the differing needs and rights that arise as a result of variant identity and social factors.

GENDER PLANNING FOR PEACE AND SECURITY: REVIEW OF ASIA-PACIFIC WPS NAPs

A WPS Gender Needs Analysis Framework was developed to frame the review of the NAPs. Through this framework, a textual analysis of the nine Asia-Pacific NAP documents was undertaken. This analytical method reviews the written content

1 Radhika Coomaraswamy, *Preventing Conflict, Transforming Justice, Securing the Peace: Global Study on the Implementation of United Nations Security Council Resolution 1325*, UN Women, 2015. pg. 15.

2 This paper was commissioned by UN Women for the purposes of the UN Women and Japan "Asia-Pacific Regional Symposium on National Action Plans on Women, Peace and Security," convened in Thailand in July 2016

3 The framework of gender planning, gendered needs analysis and the practical and strategic needs framework used here are adapted from the work of Caroline Moser and Maxine Molyneux, outlined in: Caroline Moser, *Gender, Planning and Development: Theory, Practice and Training*, London and New York: Routledge, 1993, chapter two.

of the NAP only, i.e. the analysis took place at the level of the NAP document, limiting the scope of the analysis to the document itself.

Two sets of analysis were undertaken:

1. A WPS Gender Needs Analysis: this assessed whether and how the nine Asia-Pacific NAPs have addressed women's needs, well-being and rights. Each action/activity within the NAP action matrix was reviewed against whether it met either or both practical and strategic needs of women and girls. A range of actions that did not strictly fit either practical or strategic needs, but were instead focused on the institutional needs of the state were identified. These are actions in which women and girls are not the central actor. A third category of analysis was thereby added to the framework, entitled "Institutional needs and priorities."
2. An Inclusivity Analysis: this assessed whether the NAPs are engaging with the demographic diversity of the populations the NAPs are serving. The Inclusivity Analysis examined whether NAPs include reference to varying sets of personal and social identities (e.g ethnicity) and professional identities (e.g public professional roles) and how these identities are situated in respect to the NAP's implementation of resolution 1325.

Summary of findings of the WPS Gender Needs And Inclusivity Analysis of Asia- Pacific NAPs

The full findings of the analysis are in the body of this paper. Here a select number of observations are included to demonstrate the results of the application of the WPS Gender Needs Analysis and Inclusivity Analysis Frameworks to the nine Asia-Pacific NAPs:

Practical and Strategic needs of women and girls are addressed across all NAPs. The NAPs vary significantly however, in the balance of practical versus strategic needs.

- Actions meeting the practical needs of women and girls accounted for a majority of activities in only one of the nine Asia-Pacific NAPs, that of Indonesia. No actions to meet women's and girl's practical needs

were found in the New Zealand NAP, while the Australia NAP had one action addressing practical needs.

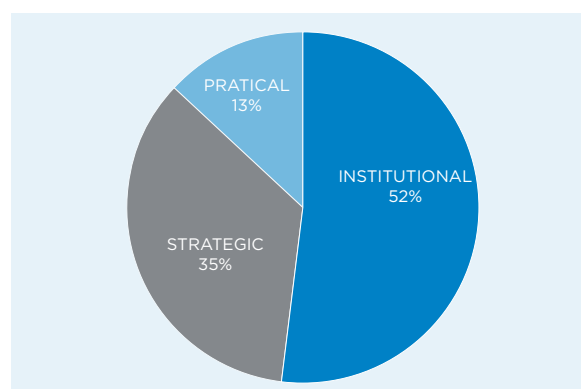
- Actions meeting the strategic needs of women and girls formed a majority of activities in two of the nine Asia Pacific NAPs, that of Afghanistan and Nepal.

Actions on Institutional Needs and Priorities were included in all nine NAPs.

- Actions meeting Institutional Needs and Priorities formed a majority of activities planned for in six of the nine NAPs, that of Australia, Japan, Republic of Korea, New Zealand, the Philippines and Timor-Leste.

Working under the assumption that all "actions" are equally important, the analysis of the nine Asia-Pacific NAPs through the lens of the WPS Gender Needs Analysis Framework shows that on average, 52% (over half) of all actions were dedicated to Institutional Needs and Priorities in gender planning for peace and security. About 35% were dedicated to strategic needs, while only 13% addressed women's and girl's practical needs. This means that the majority of actions in these NAPs are directed towards the state and institutional actors. This breakdown is presented in Figure 1 below.

Figure 1.
Proportion of Practical, Strategic and Institutional Needs and Priorities across Asia-Pacific NAPs

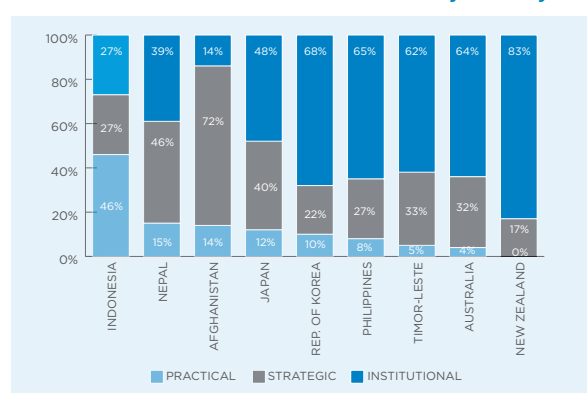


In all, the degree to which the specific rights, needs and wellbeing of women and girls were addressed, as seen through whether and how they included actions on practical and strategic needs, varied across the NAPs.

- Eight of the nine countries dedicated 15% or less of the NAP actions to addressing women's practical needs, with the exception of Indonesia where 46% of actions were dedicated to practical needs.
- Over half of the countries (five) dedicated more than 60% of their actions to institutional needs. Three countries dedicated between 27% and 48% (Indonesia, Nepal and Japan) and only one dedicated less than 15% (Afghanistan, with 14%).

This analysis is demonstrated in Figure 2 below.

Figure 2.
Distribution of Practical, Strategic and Institutional Needs and Priorities Actions across NAPs by Country



All NAPs reference multiple identities and roles that women and girls play in armed conflict.

- The degree to which this occurs varies substantively across NAPs.
- It also varies within NAPs, in respect of whether references to variant identity characteristics appear within the general narrative of the NAP or within the specific actions included in the NAP matrices. More often, references to identity characteristics appear in the narrative rather than in the action matrix.

Overall, a balance is required across the NAPs in terms of addressing practical and strategic needs, i.e. the objectives, actions and activities should address both kinds of needs so that women's rights are broadly attained. Balance between

practical and strategic needs, and a response to how they intersect is required if transformative approaches to women's rights are to be achieved.

NAPs must be re-oriented to the specific needs and rights of women and girls. Make women and girls and their well-being and rights central to the NAP. That over half (52%) of all actions across the Asia-Pacific NAPs were focused on developing institutional capacity on WPS, shows strong commitments to ensuring that those charged with implementing the NAP are enabled to do so. While it is imperative that NAPs set out such actions, gender planning for peace and security should not lose sight of the reason that resolution 1325 was adopted and the reason why NAPs are developed: to specifically address the rights of women in conflict prevention, response and peacebuilding.

A framework of inclusion should underpin all NAPs. NAPs should specifically spell out the need for attention to intersecting forms of discrimination impacting women and girls. Reference to this should be included in but also go beyond the general narrative framing the NAP, and be included within the theory of change that should underpin the NAP and the matrix of actions. At a minimum, factors such as gender identity, age, ethno-national identity and disability should be given specific attention.

Ultimately, NAPs should be about satisfying the micro-level practical everyday needs of women and girls with variant identity, ability, social location and social, economic and political status in equitable ways, while at the same time tackling the causes of inequalities and establishing women's strategic rights for the longer-term. Achieving a balance and planning in response to the intersection between practical and strategic needs is critical. It is also directly congruent with and promotes the goals of conflict prevention, response and peacebuilding programming.

A set of recommendations for states and a "menu of options" for future gender planning for peace and security is provided in the full paper.

1. INTRODUCTION

The United Nations Security Council (hereafter Security Council) commissioned *Global Study on the Implementation of United Nations Security Council Resolution 1325* notes “that resolution 1325 was conceived of and lobbied for as a human rights resolution that would promote the rights of women in conflict situations. Any policy or programme on women, peace and security must be conducted with this in mind.”¹

National Action Plans (NAPs) have become the principal means through which United Nations (UN) member states are translating the provisions of the Security Council’s women, peace and security agenda (WPS) into policies and programmes at national levels. NAPs have garnered exceptional national-level governmental engagement on the WPS agenda in ways unseen previously for issues of women and conflict broadly, or for other agenda items of the Security Council specifically. However, it remains unclear whether NAPs are achieving the fulfilment of the human rights of women as originally intended by resolution 1325.

Nine Asia-Pacific countries have adopted WPS NAPs to date (July 2016): Afghanistan, Australia, Indonesia, Japan, the Republic of Korea, Nepal, New Zealand, the Philippines and Timor-Leste.² As with NAPs adopted in other regions globally and reflective of the diversity of the region itself, the Asia-Pacific NAPs vary considerably in their content and their stated and intended outcomes. The Asia-Pacific NAPs are innovative and forward-looking policy instruments, with much potential for advancing women’s rights in the region through peace and security. Their diversity in

terms of focus and outlook also offers much potential for examining whether these NAPs are advancing implementation of resolution 1325, and how the Asia-Pacific region itself is faring in its engagement on the WPS agenda broadly.

This paper presents the findings of a critical review of the nine Asia-Pacific NAPs.³ The review assessed the degree to which the needs and rights of women of the region are central to the NAPs, as intended under resolution 1325. The paper first sets out the rationale for the review’s focus on women’s needs, rights and well-being, and then provides a background to global approaches to action planning on WPS. The concept of “gender planning” is then elaborated as the methodology used to undertake the critical review of the Asia-Pacific NAPs. A discussion of key findings of the review then follows. The paper concludes with a set of recommendations and a menu of options for gender planning for peace and security through NAPs, going forward.

1 Radhika Coomaraswamy, *Preventing Conflict, Transforming Justice, Securing the Peace: Global Study on the Implementation of United Nations Security Council Resolution 1325*, UN Women, 2015. pg. 15

2 Note that the July 2016 draft of the Timor-Leste NAP was used for the analysis of that NAP included in this paper.

3 This paper was commissioned by UN Women for the purposes of the UN Women and Japan “Asia-Pacific Regional Symposium on National Action Plans on Women, Peace and Security,” convened in Thailand in July 2016.

2. GLOBAL APPROACHES TO THE RIGHTS OF WOMEN IN CONFLICT AND PEACEBUILDING

2.1 GLOBAL APPROACHES TO CONFLICT AND PEACEBUILDING: CURRENT TRENDS, OPPORTUNITIES AND GAPS

In 2015, a tri-partite systematic review assessed the UN's architectural, institutional and programmatic responses to the prevention, management and resolution of armed conflict globally:

- *The Global Study on the Implementation of United Nations Security Council Resolution 1325* (hereafter *Global Study*) was commissioned as part of a fifteen-year review of the Security Council's WPS agenda.⁴ The *Global Study* specifically examined progress towards achievement of the commitments set out in the WPS agenda.
- Two additional studies, one, a *Report of the Advisory Group of Experts for the United Nations Peacebuilding Architecture* (hereafter, *AGE Report*) assessed the UN's approaches to peacebuilding;⁵ while the *Report of the High-level Independent Panel on Peace Operations* (hereafter, *HIPPO Report*) reviewed current and future approaches and needs in respect of UN peacekeeping.⁶

The studies highlighted three critical issues of direct relevance to assessing whether policy approaches to armed conflict are addressing the rights of women as per resolution 1325:

First, the nature of armed conflict, its complexity and its impact has changed over time, notably since the adoption of resolution 1325 in 2000. In today's armed conflicts there are multiple protagonists, stakeholders and participants, including: state and non-state militarised actors; civilians of multiple gender identities, sexual orientation, age, economic strata, ethno-linguistic and ethno-national identities; private security companies; private sector businesses, including extractive industries; drug and human traffickers; and the international and national humanitarian industry, including peacekeeping and peacebuilding missions. Remote modalities of war such as drones, and tools such as social media also play a role. Today's wars are understood to be largely religious or ethnic in origin and "are firmly in the realm of identity politics and in their most extreme form, deeply conservative and reactionary toward women and their rights."⁷ With this in mind, the studies recognise the differing roles that women and girls may play during and

4 *Global Study*.

5 Advisory Group of Experts, *The Challenge of Sustaining Peace: Report of the Advisory Group of Experts for the 2015 Review of the United Nations Peacebuilding Architecture* (2015).

6 High-Level Independent Panel on Peace Operations; *Report of the High-level Independent Panel on Peace Operations on uniting our strengths for peace: politics, partnership and people*; United Nations General Assembly, Security Council, A/70/95, S/2015/446 (2015).

7 *Global Study*, pg. 21.

after conflict: that they are political and religious leaders, public servants, peace negotiators and mediators, community leaders and organisers, entrepreneurs, agriculturalists, armed non-state actors, state soldiers, or terrorists.⁸ If violations of women's rights form the bedrock of contemporary conflicts, and women are in fact playing critical roles, then the fulfillment of women's integrity, well-being and rights needs to be central to global approaches to addressing armed conflict.

Second, the studies stressed that the rights, security and well-being of civilians are profoundly impacted in these conflicts. The *Global Study* pointed to how the changes to conflict and its impacts "must primarily be understood in the context of the needs and concerns of women in specific situations of conflict."⁹ Responding to the actual and variant needs in people-centered ways is critical in all conflict-response strategies.¹⁰ A 2014 *Independent Thematic Review on Gender for the Peacebuilding Support Office* (hereafter, *Thematic Review on Gender for PBSO*)¹¹ found that there is a lack of gender-sensitive conflict analysis that would inform "a context-driven understanding of needs and entry-points for peacebuilding initiatives."¹² Women who were consulted for the *Global Study* emphasised that an understanding of "the local" is critical to "securing the well-being of individuals and their communities" in political, social and economic terms, so that security becomes inclusive of freedom from fear and want.¹³ The *Global Study* found that the:

"[p]rovision of basic needs like security, water, access to food and health—including sexual and reproductive health—have deep implications for women and girls. In the post-conflict environment women struggle with specific barriers to accessing public services, including the threat of sexual and gender-based violence in insecure environments, difficulties with transport, finances and childcare, and continued marginalization from decision-making processes. Rural women in particular face major obstacles in accessing water, sanitation and health care."¹⁴

The *AGE Report* also found that with regard to the situation of women and girls post-conflict:

"[p]rioritization needs to be given to restoring social infrastructure and to establishing basic social services – otherwise women will continue to bear an excessive burden of care, in a situation where conflict will have increased the number of disabled and dependents."¹⁵

The *Thematic Review for PBSO* also found that conflict and peacebuilding initiatives should ensure that practical access to needs and services includes ensuring durable well-being through sustainable livelihoods.¹⁶ It notes that "[t]he vital link between economic well-being and empowerment on the one hand and political and social participation on the other

8 *Global Study*, pg. 34.

9 *Global Study*, pg. 17.

10 HIPPO, "UN peace operations must be more people-centered. There must be an awakening of UN Headquarters to the distinct and important needs of field missions, and a renewed resolve on the part of UN peace operations personnel to engage with, serve and protect the people they have been mandated to assist.", pg. viii.

11 Eleanor O'Gorman, *Independent Thematic Review on Gender for the Peacebuilding Support Office (PBSO)*, UN Peacebuilding Support Office, 2014.

12 *Thematic Review on Gender for PBSO*, pg. 7.

13 *Global Study*, pg. 24.

14 *Global Study*, pg. 177.

15 *AGE Report*, pg. 24.

16 *Thematic Review on Gender for PBSO*, pg. 8-9.

is too often overlooked.”¹⁷ The Peacebuilding Commission’s 2013 Declaration on Women’s Economic Empowerment for Peacebuilding makes similar connections and states that “the economic empowerment of women greatly contributes to the effectiveness of post-conflict economic activities and economic growth, and leads to improving the quality and social outcomes of economic recovery measures and policies as well as to sustainable development.”¹⁸ In addition, “[e]ffective and inclusive service delivery can play a conflict-mitigating role by reducing tension and grievances between parties to a conflict over key basic services.”¹⁹ Satisfying micro-level needs, service provision and durable livelihoods in equitable ways is critical to the fulfillment of women’s right to participation, as well as to the overall goals of peacebuilding.

Third, the studies recognise diversity and the need for inclusive and equitable approaches to the prevention, resolution and response to armed conflict. That “civilians,” “women,” “girls” and “women and girls” are not a homogenous group, nor should their needs be conflated and aggregated, is stressed throughout these studies. All three studies argued for recognition of differing demographic groups and identities. The *AGE Report*, for example, noted the preponderance of youth populations in conflict-affected contexts and the need for a specific focus on their situation

and needs.²⁰ The *Global Study* found that “[y]oung, widowed, single or divorced women are particularly likely to experience difficulties with access to land or land rights” in conflict settings. It also found that in the face of the complexity of humanitarian emergencies, older women, who are trusted within their communities, often come forward as protagonists in peacebuilding and humanitarian action.²¹ The *HIPPO Report* advised that conflict-related initiatives should “promote inclusive social and economic development...with women and youth playing a prominent role.”²²

International agencies are increasingly adopting policies that are gender- and age-responsive,²³ and that combine gender with wider diversity characteristics.²⁴ Such approaches were resoundingly affirmed as necessary within the studies. Women in conflict-affected contexts consulted for the *Global Study*, for example, stressed the need to ensure that approaches to conflict and peacebuilding avoid “a one-size-fits-all policy and that we map local needs and skills in a specific location before we implement programmes.”²⁵ Inclusion-responsive approaches to conflict and peacebuilding are recommended by all three studies going forward (“inclusivity” as employed in this study is outlined in Box 1 below).

17 *Thematic Review on Gender for PBSO*, pg. 8-9.

18 “Declaration: Women’s Economic Empowerment for Peacebuilding,” UN Doc. PBC/7/OC/3 (United Nations General Assembly, September 26, 2013), para. 4.

19 *Global Study*, pg. 177.

20 *AGE Report*, pg. 18.

21 *Global Study*, pg. 21.

22 *HIPPO report*, pg. 10.

23 Age and Disability Consortium, *Minimum Standards for Age and Disability Inclusion in Humanitarian Action* (2015); Help Age International, *Older Voices in Humanitarian Emergencies: Calling for Change* (2016).

24 UNHCR. *Age, Gender and Diversity Policy: Working with people and communities for equality and protection* (2011); UNHCR. *Working with Lesbian, Gay, Bisexual, Transgender & Intersex Persons in Forced Displacement* (2011)

25 *Global Study*, pg. 24.

Box 1.

Inclusivity, peace and security

For the purposes of this review, “inclusivity” is understood as an approach that takes account of and responds to a diversity of wide-ranging identity and social characteristics including: variant gendered identities, sexual orientation, age, ethnicity, race, caste, disability, political and religious affiliation, and economic and marital status. Socio-cultural and contextually specific attitudes and beliefs value or de-value particular identity characteristics and their intersection, causing multiple and layered discriminations. These identity-related and contextually specific discriminations determine women’s lived experiences of inequalities, often becoming more acute during and after conflict. Acknowledging and including women’s experiences of their multi-modal identities in context is critical to developing inclusivity-responsive approaches to peace and security.

The findings of all three studies point to enduring gaps in gender and women’s rights responsive approaches to conflict and peacebuilding. These are the gaps that ideally strategies towards implementation of the WPS agenda should be addressing going forward, and include the need for:

- further recognition of the multiplicity of protagonist and stakeholder roles that women and girls might play, with investment moving towards advancing women’s right to hold various public roles;
- practical support to the well-being and human security needs of women and girls so that these are satisfied throughout the

conflict to peace-cycle and are met in a way that extends towards and enables women and girl’s longer-term rights and interests to be fulfilled, including through economic independence, empowerment and public leadership;

- approaches to basic needs and rights satisfaction that recognises the nexus between the achievement of the rights of women and the goals of conflict prevention and peacebuilding;
- addressing the spectrum of women’s needs and rights on an inclusivity basis that is responsive to women’s and girl’s social, economic, political and physical identity characteristics and their socio-cultural meaning in context.

2.2 GLOBAL STRATEGIES TOWARDS WOMEN AND CONFLICT: NATIONAL ACTION PLANS ON WOMEN, PEACE AND SECURITY

Since the adoption of resolution 1325 in 2000, a range of implementation strategies have been proposed to translate its provisions into national level policy and programming initiatives. National Action Plans on WPS have gradually become the most popular of these strategies (see Box 2 for explanation of WPS NAPs). Through presidential statements²⁷ and in resolutions 1889 (2009), 2122 (2013) and 2242 (2015), the Security Council has “welcomed” state-level implementation of the WPS agenda, including through the adoption of action plans.²⁸ To date, 63 states globally have adopted NAPs on WPS (at the time of writing).²⁹

26 *Global Study*, pg. 34

27 For example see: Statement by the President of the Security Council, S/PRST/2002/32, 31st October, 2002; Statement by the President of the Security Council, S/PRST/2004/40, 28 October, 2004.

28 For example, Resolution 2242: “*Welcomes* the efforts of Member States to implement resolution 1325, including the development of national action plans, *further welcomes* the increase in national action plans in recent years, and *calls upon* Member States to further integrate the women, peace and security agenda into their strategic plans such as national actions plans and other planning frameworks, with sufficient resources,” (Operational para, 2).

29 See the Peacewomen website for a list of global NAPs: <http://www.peacewomen.org/member-states>. Accessed July 7th, 2016.

Box 2.

What are women, peace and security National Action Plans?

A WPS NAP may be described as a time-bound planning framework that sets out priorities for achieving the aspirations of the WPS framework. The purpose of a WPS NAP is to establish a clear strategy to plan for actions at national and international levels that will fulfill the provisions set out by the WPS agenda. A NAP ideally:

- identifies priorities, actions and results that will contribute to implementation of the WPS resolutions;
- sets out the respective duties and responsibilities of state actors and wider stakeholders in respect of achieving these results;
- nominates and allocates capital and resources against achievement of the stated results; and,
- provides a modality for measuring and transparently reviewing and reporting on progress towards the NAP's central goals.

NAPs should be ambitious, results-oriented frameworks focused on the provisions of the WPS agenda in response to the context of its implementation. NAPs should go beyond being a compendium of current state actions related to gender and conflict, to expanded strategic actions that will make the kind of changes in the lives of women and girls that underlie the WPS agenda.

Of these, 19 are by African states; 5 are by states in the Americas; 9 are by states in the Asia-Pacific region; 28 are by European states; and 2 are by states in the Middle East (see Box 3 below for details of Asia-Pacific NAPs).³⁰

Box 3.

The nine Asia-Pacific NAPs

Afghanistan (2015-2022)	Nepal (2011-2017)
Australia (2012-2018)	New Zealand (2015-2019)
Indonesia (2014-2019)	Philippines (2010)
Japan (2015)	Timor-Leste (2016)
Republic of Korea (2014)	

The Asia-Pacific is one of the regions with the least proliferation of NAPs. While resolution 1325 is arguably universally applicable, some states in the region have experienced conflict and peace processes that are particularly relevant to the focus of the WPS agenda. Most recently, the Philippines brokered a peace agreement with parties to the conflict in its Bangsamoro region, the first led by a female negotiator globally.³¹ The relationship between the Republic of Korea and North Korea remains under armistice. States such as Afghanistan, Indonesia, Myanmar, Nepal, Papua New Guinea, Sri Lanka and Timor-Leste have experienced periods of armed conflict, while India and Pakistan are engaged in ongoing armed violence, disputes, extremist and ethnic violence.

30 Africa (19): Burkina Faso (2012), Burundi (2012), Central African Republic (2014), Cote d'Ivoire (2008), Democratic Republic of Congo (2010), Gambia (2014), Ghana (2012), Guinea (2009), Guinea-Bissau (2010), Kenya (2016), Liberia (2009), Mali (2012), Nigeria (2013), Rwanda (2009), Sierra Leone (2010), Senegal (2011), South Sudan (2015-2020), Togo (2012), Uganda (2008). Americas (5): Argentina (2015), Canada (2010), Chile (2009), Paraguay (2015), USA (2011). Asia-Pacific (9): Afghanistan (2015-2022), Australia (2012-2018), Indonesia (2014-2019), Japan (2015), Rep. of Korea (2014), Nepal (2011-2017), New Zealand (2015-2019) Philippines (2010), Timor-Leste (2016). Europe (28): Austria (2007, 2012-2016), Belgium (2009), Bosnia-Herzegovina (2010), Croatia (2011), Denmark (2005, 2008, 2014-2019), Estonia (2010), Finland (2008, 2012), France (2010; 2015-2018), Georgia (2012), Germany (2012), Iceland (2008, 2013), Ireland (2011; 2015-2018), Italy (2010), Kosovo (2014), Kyrgyzstan (2012), Lithuania (2011), Macedonia (2012), Nepal (2011), Netherlands (2007, 2012-2015; 2016-2019), Norway (2007, 2011, 2015), Portugal (2009-2013; 2014-2018), Spain (2007), Slovenia (2010), Serbia (2010), Sweden (2006; 2009-2012; 2016-2020), Switzerland (2007; 2010-2012; 2013-2016), UK (2010; 2012; 2014-2017), Ukraine (2016). Middle-east (2): Iraq (2014), Palestine (2015).

31 See: <http://www.opapp.gov.ph/women-bangsamoro-peace-process> Accessed 24 July 2016.

The region has one of the permanent members of the Security Council. China is itself also involved in territorial disputes. While China has not adopted a NAP, its membership of the Security Council enables it to have significant influence on global level normative advancement of the WPS agenda.

Of the nine Asia-Pacific NAPs, the Philippine's 2010 plan was the first adopted in the region and one of the first globally by a state experiencing an armed conflict.³² Nepal adopted its NAP in the following year with a time-frame extending to 2017. Australia adopted a NAP in 2012, the Republic of Korea and Indonesia in 2014, Afghanistan, New Zealand and Japan in 2015, while most recently Timor-Leste adopted a NAP mid-2016. Both Australia and Nepal are approaching the end of their NAP time-frames and preparations are beginning for revisions of those plans. All nine NAPs have involved civil society in their development and implementation, albeit to varying degrees. Among these are NAPs that:

- are inward and domestically focused, and acknowledge the experience of armed conflicts within their own borders, including Afghanistan, Indonesia, Nepal, the Philippines and Timor-Leste;
- have both an inward and outward looking focus: For example, Japan includes a focus on national crisis preparedness measures, as well as actions through multilateral relations; while the Republic of Korea includes provisions for conflict-affected women

within its own context as well as actions on WPS through multilateral relations; and,

- are largely externally focused: For example, Australia and New Zealand are thematically focused on their own militaries and policing through peacekeeping operations and on multilateral advocacy on WPS.

As WPS NAPs have become prolific globally, they have been invariably extolled as the solution to the accountability deficit on WPS, while at the same time have become subject to much critique. The optimistic view recognises the value that NAPs bring. Government and civil society actors alike attest to how NAPs bring an unprecedented and explicit focus to issues of women and conflict across government at national levels, generating policy attention even where resources are limited and political will is shortcoming.³³ The more pessimistic view has pointed to the tokenistic rather than substantive approaches that NAPs may encompass. NAPs may effectively represent the bureaucratisation of the WPS resolutions, bringing reductive approaches to efforts to advance women's rights.³⁴ There is evidence that some NAPs become subject to the selective politics of the state developing the plan, thereby producing plans that are reductive and state centric.³⁵ NAPs also generally rest on vague and vacant commitments in respect of financing – an element that is critical if NAPs are to have any chance of succeeding. For example, states such as Burkina Faso, the Central African Republic and Iraq have published an indicative budget required for the

32 The first was Côte d'Ivoire in 2007, followed by Uganda (2008), Liberia (2009), and on the tenth anniversary of UN SCR 1325, in 2010 Bosnia-Herzegovina, Democratic Republic of Congo Rwanda, Sierra Leone. The United Kingdom adopted its NAP in 2006 and while the government does not apply it to its Northern Ireland region, women's organisations there have repeatedly demonstrated its relevance to and need to implementation in Northern Ireland.

33 Aisling Swaine, *Practicing Women, Peace and Security in Post-Conflict Reconstruction*, in Matthew Saul and James Sweeney (eds.) *International Law and Post-Conflict Reconstruction Policy*, Routledge, 2015.

34 Swaine, *Practicing Women, Peace and Security in Post-Conflict Reconstruction*.

35 For a critique of NAPs see: Aisling Swaine, *Assessing the Potential of National Action Plans To Advance Implementation Of United Nations Security Council Resolution 1325*, *Yearbook of International Humanitarian Law*, Volume 12, 2009, pg. 403-433.

NAP to be implemented,³⁶ while Côte d'Ivoire has in addition nominated ministries against required budgets.³⁷ In these cases however, the budgets are indicative of the resources required to implement the plan, while mobilisation of this funding remains a requirement.³⁸ Western European states generally do not publish budgets. The exception and exemplary NAP in this regard is that of the Netherlands which sets out attributable budgets per government ministry.³⁹ Additional NAPs make references to the need for budgeting for WPS and gendered budgeting approaches.⁴⁰

The contents of a NAP are usually designed to, and placed at, the level of goals and objectives and thereby may only capture broad-stroke actions. By design, NAPs often cannot capture specific details of the range of actions that will take place. Thereby, there is often a difference between the contents of a short NAP document and the actual actions on WPS that a state eventually undertakes. This is evident in the reports of reviews of NAPs by countries such as Estonia, the UK and Ireland.⁴¹

As such, the requirements of producing a succinct NAP framework comprises the level of detailed planning that can be publicly available through a NAP document. This is important to note in respect of the general critique of NAPs, and specifically for this review of Asia-Pacific NAPs. Nevertheless, if UN member states' implementation of the WPS agenda is becoming increasingly and singularly concentrated on and through the platform of a NAP, and that document is used to guide cross-government focus on WPS, then clearly the content included in a NAP document is crucial. In summary, greater critical analysis is required of whether NAP documents set out a clear focus and planning framework that reach the goals and aspirations of the WPS resolutions.

A NAP is essentially a planning tool. For the purposes of critically reviewing the Asia-Pacific NAPs as planning tools, the concept of "gender planning" is introduced here as a basis for the analytical framework that is later used to assess the NAPs.

36 Republique Centrafricaine, Plan D'action National Pour La Mise En Œuvre De La Resolution 1325 Du Conseil De Securite Des Nations Unies Sur Les Femmes, La Paix Et La Securite, 2014-2016; Government De Burkina Faso, Ministere De La Promotion De La Femme, Ministere Des Droits Humains et de la Promotion Civique, Plan D'action National Du Burkina Faso Pour La Mise En Œuvre Des Résolutions 1325 Et 1820 Du Conseil De Sécurité Des Nations-Unies, 2012; Federal Government of Iraq and Kurdistan Regional Government, National Action Plan for Implementation of the United Nation Security Council Resolution 1325 Women, Peace And Security, 2014-2018.

37 Government of Côte d'Ivoire Ministry of the Family, Women and Social Affairs, National Action Plan for the Implementation of Resolution 1325 of the Security Council (2008-2012).

38 Côte d'Ivoire NAP (2008-2012).

39 Government of the Netherlands Ministry of Foreign Affairs, *Women: Powerful Agents for Peace and Security: Dutch National Action Plan (2012-2015)*, pg. 43.

40 For example, the first and second Swiss NAPs and the Belgian NAP refer to the need for gender budgeting (Government of Switzerland Federal Department of Foreign Affairs, National Action Plan for the implementation of UN Security Council Resolution 1325 (2000) on Women, Peace and Security, 2007; and Women, Peace and Security: National Action Plan to implement UN Security Council Resolution 1325 (2000), 2010; the Government of Belgium, Women, Peace and Security: Belgian National Action Plan on the implementation of UN Security Council Resolution 1325, 2009). The first and second Austrian NAPs also state that funding will come through various ministry budgets, while its also includes intentions to advocate for gender budget lines within its multilateral roles and in an appendix lists funding given to specific WPS-related projects through its development assistance (Government of Austria, National Action Plan on Implementing UN Security Council Resolution 1325 (2000), 2007 and National Action Plan on Implementing UN Security Council Resolution 1325 (2000), 2012-2016); the Bosnia-Herzegovina plan indicates where sources of funding will derive from, without however stated committed funding amounts (Gender Equality Agency of Bosnia and Herzegovina Ministry of Human Rights and Refugees of BiH, Action Plan for the Implementation of UNSCR 1325 in Bosnia and Herzegovina 2010-2013).

41 Estonia's Action Plan for the Implementation of UN Security Council Resolution 1325 "Women, Peace and Security" in Estonia 2010-2014 - Implementation Report of the period of 22 October 2010-31 December 2011; Final Review Report Implementation of Ireland's National Action Plan on UNSCR 1325 on Women, Peace and Security (2011-2014); UK Government National Action Plan UNSCR 1325 Women, Peace and Security, Final Annual review, October 2013.

3. GENDER PLANNING FOR PEACE AND SECURITY

3.1 GENDER PLANNING

Gender planning aims to achieve gender equality and women's empowerment.

Through gender planning strategies, gender awareness and analysis is translated into specific priorities and actions.

“Gender planning” as a concept and methodology was developed for the purposes of ensuring that planning processes work towards the achievement of women’s empowerment and gender equality.⁴² The development of the idea of gender planning “...was based on the premise that women and gender were marginalised in planning theory and practice.”⁴³ It derived from a wide body of gender theory which identified that men and women play differing gendered roles and often hold differing formal rights and as a result, at household and broader community and societal levels, will have differing and specific gendered needs and rights deficits. Specific planning tools and frameworks were developed “to enable practitioners to translate [this] gender awareness into practice”⁴⁴ and to ensure that gender analysis and women and girls specifically were no longer marginalised from policy planning and resulting action. Gender

planning proposes a range of analytical tools that are used to first identify gender disparities impacting women and girls and second, to ensure that planned actions respond to these.

3.2 GENDER NEEDS ANALYSIS FOR PLANNING

One of the tools used in gender planning approaches is a “Gender Needs Analysis.” This tool specifically identifies the differing needs, concerns and priorities that arise for women and girls because of gender norms and inequalities.⁴⁵

A Gender Needs Analysis takes account of the needs that arise in women and girl’s lives because of the broader system in which they are based. In so doing, it recognises that addressing women’s and girl’s needs and concerns in isolation from the context in which they are positioned does not work. First, that would ignore the broader norms and roots of the inequalities they are experiencing and that give rise to the specific needs that require responses. Second, it assumes a homogeneity across women in one context, instead of recognising that differing needs arise among women as a result of intersecting factors. A lack

42 Caroline O. N. Moser, *Gender Planning and Development: Theory, Practice and Training*, London, New York: Routledge, 1993, p. 3.

43 *Gender Planning and Development: Theory, Practice and Training*, pg. 9.

44 Caroline O. N. Moser, *Gender planning and development: Revisiting, deconstructing and reflecting*, DPU60 Working Paper Series: Reflections NO. 165/60, 2015, pg. 9

45 The framework of gender planning, gendered needs analysis and the practical and strategic needs framework used here are adapted from the work of Caroline Moser and Maxine Molyneux, outlined in: Caroline Moser, *Gender, Planning and Development: Theory, Practice and Training*, London and New York: Routledge, 1993, chapter two.

of attention to context “assumes compatibility of interests based on biological similarities,” rather than mapping out how gendered norms, realities, roles and relations intersect with broader identity characteristics to inform variant gendered needs.⁴⁶ The Gender Needs Analysis tool is based on the premise that planning that is responsive to the gender realities of women’s and girl’s lives, should meet both their practical and strategic needs.

1. **Practical Needs:** These are the immediate everyday practical needs that respond to a specific practical necessity and arise within women and girl’s normative roles in society. Examples include: access to resources such as water; health-care tailored to women’s specific needs; opportunities to earn income; and access to secure housing and shelter. While these are common needs shared by household and community members, addressing women’s specific practical needs will enable their access to resources that may not otherwise be generally available to them, because they are women. Addressing practical needs does not however necessarily function to substantively challenge prevailing power relations, the causes of the disparities in women’s access to resources, nor specifically advance their broader rights.

Response to Practical Needs: Interventions respond to an immediate necessity in the lives of women and girls specific to that context. This will include goods and service provision and women’s inclusion in existing economic or social initiatives.

2. **Strategic Needs:** These are longer-term needs that relate to inequalities in divisions of labour, decision-making power, and ownership of critical resources. Examples include: formal rights in all areas, and changes to socio-economic and political systems.

These needs exist because of unequal gender relations that give rise to women and girl’s exclusion, subordination and inequality. Addressing these needs works to change the assumed “natural” gendered order, and to make changes that enable women and girls to enjoy their human rights. Fulfilling strategic needs contributes to transforming gender power relations and the conditions that created women’s strategic needs in the first place.

Response to Strategic Needs: Interventions tackle the root causes of inequalities, including: reform of discriminatory legislation; equal and fair remuneration in the work place; reproductive rights; challenges to traditional divisions of labour; support for burden of care role; and sustainable livelihoods.

The intersection of Practical and Strategic Needs: While set out distinctly here, both categories of needs should not be considered mutually exclusive from one another, but instead viewed as inter-relational. A change in practical needs will inevitably have some bearing on and enable broader strategic needs to be addressed. Often, to make changes in strategic level needs, the practical needs become the entry point. It is assumed that only meeting practical needs will not serve to redress the underlying inequalities that impact women or re-balance power between men and women. Rather both practical and strategic needs must be met if equality and women’s empowerment is to be achieved, i.e. practical and strategic needs require attention for empowerment, agency and rights to be fulfilled. Table 1 below provides an example of Practical and Strategic Gender Needs Analysis that might arise in a generalised or non-conflict context, the arrow at the bottom of the table depicts there inter-relationship and intersection.

46 *Gender Planning and Development: Theory, Practice and Training*, pg. 38

Table 1.

Practical and Strategic Gender Needs Analysis Framework for a non-conflict setting

PRACTICAL NEEDS	STRATEGIC NEEDS
DIMENSION 1: Basic life needs	
Access to food items: water and food.	Decision-making role and power in household use of resources and provisions.
Access to non-food items: adequate shelter, basic material goods, such as clothing, and cooking instruments.	
DIMENSION 2: Basic services and rights (e.g. health, education)	
Access to health and reproductive health care services.	Guarantee of reproductive rights; provision of sexual and reproductive rights services; and access to abortion services.
	Availability of reproductive specialist experts and services, e.g. for fistula.
	Completion of basic education; and provisions to enable further education for women and girls.
	Education linkages to fair and equal employment opportunities.
Access to public transport.	Safe mobility rights guaranteed within public transport provision.
DIMENSION 3: Livelihoods, income-generation needs, economic independence and entrepreneurship opportunities	
Access to income-generating opportunities.	Sustainable independent livelihood secured.
Access to micro-credit schemes.	Strategies to ensure equal pay and fair remuneration, and equal opportunity in the formal work sphere.
Access to state welfare and development programming.	Creation of policies to ensure equal opportunities and address disparities in access to formal sphere employment.
	Changes to macroeconomic systems towards more equitable ways and means of operating.
	Decision-making power within national development initiatives.
	Right to inheritance of resources: land, material resources, etc.
DIMENSION 4: Formal rights guarantees	
	Formal rights guarantees established for women and girls.

PRACTICAL NEEDS	STRATEGIC NEEDS
	Reform of discriminatory legislation and policy that disadvantages women and girls.
	Creation of specific initiatives tackling structural inequalities, and use of temporary special measures/ quotas.
	Laws and policies for childcare provision.
	Laws and policies addressing and re-distributing the burden of care.
	Equal participation rights in the political sphere fora, governance structures and decision-making power and influence over public-sphere systems.
	Behaviour change communication programming to identify and change negative behaviours, attitudes, and social and cultural barriers to gender equality
	Laws and policies regulating public media reporting on equalities, tackling stereotypes, and reporting of violence against women.
DIMENSION 5: Protection rights and needs	
Services to respond to violence against women and girls.	Strategies to tackle the root causes and prevent violence against women and girls.
Safe access to transport.	Adoption of laws and policies guaranteeing women and girls the right to live free of violence.
	Adoption of laws and policies with provisions to tackle and prosecute violence against women and girls.
	Provisions to ensure multi-sectoral strategic rights-based responses through the justice and security chain.
	

The Gender Needs Analysis tool aids planners in identifying whether they are addressing practical needs, strategic needs or both (or indeed none). It makes evident that unless the content of a planning exercise includes actions towards women's practical needs, then it remains difficult for women and girls to advance towards strategic needs and rights. It also makes it evident that unless strategic needs are addressed alongside practical needs, then the plan will do little to tackle the root causes of women's distinctive basic needs and exclusions. Box 4 below outlines the critical factors in this approach to gender planning.

Box 4.

Critical factors in Gender Needs Analysis planning

In identifying women and girl's specific needs for planning purposes, gender planning should take account of the following key factors:

- the gendered context in which needs arise, i.e. existing and fluid gender norms, gendered social relations, expectations and inequalities;
- the socio-cultural location in which gendered needs arise and that influence differences in access to (use of) and control of (decision-making power over) available resources; and,
- the multiple and layered inequalities that give rise to gendered needs on the basis of the intersection of gender with age, race, ethnicity, religious, economic, and additional and variant identity factors.

The Gender Needs Analysis tool identifies a clear means to design planning that does not simply sustain the status quo but brings about change in respect of existing gender relations and inequalities. In this way, an approach to gender planning that

addresses both practical and strategic needs of women and girls is a transformative approach to gender planning.

3.3 GENDER PLANNING FOR PEACE AND SECURITY

In using the Gender Needs Analysis planning tool for WPS, a degree of adaptation is required. Gender planning as a concept first evolved within international development planning and the tool has largely been applied to the development field.⁴⁷ While gender equality-focused policy adopted by the UN system has largely been linked to international development, instruments such as the Beijing Platform for Action (1995) identified planning strategies across conflict and non-conflict settings. The adoption of gender mainstreaming as an official strategy of the UN in 1997⁴⁸ (explained in Box 5) also applies across conflict and non-conflict settings as demonstrated through the WPS resolutions.⁴⁹ Gender Mainstreaming provides the critical basis of the WPS agenda and thereby also the basis of WPS NAPs. Policies such as these situate gender planning as central to all sectors, regardless of whether in development, conflict, humanitarian or peacebuilding fields. The application of gender planning tools to conflict contexts helps to bridge the dichotomy between humanitarian and development settings and demonstrate that regardless of context, formative assessment tools are critical to ensuring that diverse people's needs, concerns and interests are adequately addressed in policy, planning and programming responses.

In line with recommendations made by women consulted for the Global Study, planning must nonetheless be tailored to the "local" and be contextually relevant. The exigencies and specificities of pre-, during- and post-conflict contexts present specific dynamics beyond generalised development settings that require analytical consideration as well as specific tailored responses in planning for WPS. The Gender Needs Analysis tool may be methodologically

47 The concept of gender planning evolved through the period of the 1970s-1990s and specifically in the field of urban development planning: *Gender Planning and Development: Theory, Practice and Training*.

48 ECOSOC (Economic and Social Council). 1997. Agreed conclusions. E/1997/2.

49 For an overview see generally and for an explanation of gender mainstreaming see specifically footnote 3: Carol Cohn, *Mainstreaming Gender in UN Security Policy: A Path to Political Transformation?* Boston Consortium on Gender, Security and Human Rights, Working Paper No. 204.

tailored to peace and security contexts. The factors that were identified in Box 4 as critical to gender planning may be adapted to contexts of conflict so that:

- the gendered context is accounted for in respect of the influence of conflict dynamics on gender roles, norms and relations and a gender conflict analysis informs planning;⁵⁰
- the socio-cultural location includes accounting for the impacts of forced displacement, the heightened risks and vulnerabilities that arise and the arrival of new powerholders and political, economic and socio-cultural entrepreneurs, such as military and international humanitarian and peacekeeping actors; and,
- the multiple and layered inequalities resulting from variant identity factors that give rise to gendered needs and that may become hyper-politicised in times of conflict, giving rise to new levels of risk and exclusion.

Gender planning for peace and security needs to recognise that women and girls in and of themselves are not “vulnerable.” Rather, the situation and context they are in, and the various power factors at play – mapped along gender relations and formal and informal inequalities, ethnic relations, ability and disability, poverty and economic and political power and independence – creates their vulnerability. Approaches to planning must ensure that the factors that create risk and vulnerability are tackled, while women and girls are enabled to improve their lives and access their entitlements and rights on an equitable basis.

Table 1 above set out the practical and strategic needs typically considered in a generalised development setting. That table is adapted below to contexts of conflict and peacebuilding. Thus, Table 2 offers a non-exhaustive but representative sample of the kinds of practical and strategic needs that might arise

and should be addressed if women’s well-being and rights are to be satisfied through peace and security planning. In addition, the specific and distinctive needs that might arise because of conflict are also added, such as reparation for conflict-related harms.

Box 5.

Gender Mainstreaming

Gender Mainstreaming is a strategy employed to achieve the goal of gender equality. Gender mainstreaming is used to ensure that the implications of any planned policy or action takes account of its consequences for men, women, boys and girls. Gender mainstreaming fosters gender equality by using a twin-track approach:

- gender-sensitive planning and actions across all sectors; and
- specific actions aimed at tackling inequalities and achieving women and girl’s rights.

The WPS resolutions are based on gender mainstreaming. WPS NAPs should encompass this twin-track approach as the basis for planning for women’s rights within the sector of peace and security. Gender planning and the Gender Needs Analysis tool enable the formulation of gender-responsive actions across sectors, as well as stand-alone actions specifically tailored to the empowerment of women and girls.


50 UN Women, *Policy Briefing Paper Gender and Conflict Analysis*, 2012; UNDP, *Conflict-Related Development Analysis*, United Nations Development Programme, October 2003.

Table 2.

WPS Gender Needs Analysis Framework: Example of practical and strategic needs analysis for a conflict situation

PRACTICAL NEEDS	STRATEGIC NEEDS
DIMENSION 1: Basic life needs in crisis, displacement, recovery and post-conflict	
Access to food items: water and food.	Decision-making role and power in household use of resources and provisions.
Access to non-food items: adequate shelter, and basic material goods, such as clothing and cooking instruments.	Decision-making role and power in how humanitarian and peacebuilding programming in response to basic needs provision is designed and delivered.
	Employment of gender inclusive policy approaches to humanitarian aid and peacebuilding.
DIMENSION 2: Basic services and rights (e.g. health, education) in crisis, displacement, recovery and post-conflict	
Access to health and reproductive health care services.	Guarantee of reproductive rights; provision of sexual and reproductive rights services; and access to abortion services within displacement and post-conflict contexts.
	Availability of reproductive specialist experts and services, e.g. for fistula.
	Completion of basic education; and provisions to enable further education for women and girls.
	Education linkages to fair and equal employment opportunities.
Access to public transport.	Safe mobility rights guaranteed within public transport provision.
DDR programmes provide practical protection and care services to women and girl ex-combatants.	DDR programmes and services are tailored to support women and girl ex-combatants' rights within reintegration processes.
DIMENSION 3: Livelihoods, income-generation needs, economic independence and entrepreneurship opportunities in crisis, displacement, recovery and post-conflict	
Access to income-generating opportunities in conflict and post-conflict (e.g. countering economic disparities that give rise to conflict).	Sustainable independent livelihood specifically designed for women and girls during and post-conflict.
Access to micro-credit schemes.	Strategies to ensure equal pay and fair remuneration, and equal opportunity in the formal work sphere.
Access to state welfare and development programming.	Creation of policies to ensure equal opportunities and address disparities in access to formal sphere employment.

PRACTICAL NEEDS	STRATEGIC NEEDS
Access to tailored livelihoods support for women and girl ex-combatants, widows, and lone heads of households.	Changes to macroeconomic systems towards more equitable ways and means of operating.
	Decision-making power within national development initiatives.
	Right to inheritance of resources: land, material resources, etc.
DIMENSION 4: Formal rights guarantees in crisis, displacement, recovery and post-conflict	
	Formal rights guarantees established for women and girls.
	Reform of discriminatory legislation and policy that disadvantages women and girls.
	Creation of specific initiatives tackling structural inequalities, and use of temporary special quotas/ measures.
	Right to identity cards for women and girls and new-born children, including children born of rape, fulfilled.
	Laws and policies for child care provision.
	Laws and policies addressing and re-distributing the burden of care and specifically the added burden of caring for those impacted by conflict, returning family and community members, etc.
	Equal participation rights in the political sphere fora, governance structures and decision-making power and influence over public-sphere systems e.g. peacekeeping processes; transitional administrations; elections and new governance structures; and committees and decision-making bodies interfacing with the international community.
	Inclusion of issues impacting women, including violence against women, in processes to deal with the past and in peacebuilding measures.
	Behaviour change communication programming to identify and change negative behaviours, attitudes, and social and cultural barriers to gender equality.
	Laws and policies regulating public media reporting on equalities, tackling stereotypes, and reporting of violence against women.

PRACTICAL NEEDS	STRATEGIC NEEDS
	Women's broader contributions to conflict/ liberation struggles recognised and status of veteran/combatant and associated benefits conferred on an equitable and tailored basis.
	Reparation specifically tailored to women and girls and to survivors of sexual violence.
	Specific rights of women with children born of rape fulfilled to those children.
DIMENSION 5: Protection rights and needs in crisis, displacement, recovery and post-conflict	
Services to respond to violence against women and girls.	Strategies to tackle the root causes and prevent violence against women and girls.
	Adoption of laws and policies guaranteeing women and girls right to live free of violence.
	Adoption of laws and policies with provisions to tackle and prosecute violence against women and girls.
	Provisions to ensure multi-sectoral strategic rights-based responses through the justice and security chain included in peacebuilding reforms.
	Specific actions tailored to sexual violence by armed actors.
	Measures to protection from SEA by international actors, and protection from trafficking in displacement camps.
	

The Gender Needs Analysis Framework may be used to both plan policy and programming, as well as assess whether and how planning, policy and programming has addressed women's practical

and strategic needs and rights. The latter WPS Gender Needs Analysis Framework (Table 2) is taken as the basis for the review of Asia-Pacific NAPs that follows.

4. GENDER PLANNING-BASED REVIEW OF ASIA-PACIFIC NAPS

The aim of this review was to assess the degree to which women and girls are central to gender planning for peace and security in the Asia-Pacific region. Specifically, the review sought to identify whether and how the direct rights, needs and well-being of women and girls are addressed in the planned actions of Asia-Pacific NAPS.

The following questions framed the overall review:

- What are Asia-Pacific NAPS specifically planning for? Are these NAPS designed and actions planned to meet the well-being, human security, rights and needs of women and girls on an inclusive basis?
- What issues are not being planned for, i.e. are absent from NAPS? Are these NAPS lacking critical issues and approaches necessary to meet women's and girl's rights and well-being?
- How are NAPS responding to the aims of resolutions 1325 in advancing women's and girl's strategic interests? Are NAPS contributing to the full implementation of resolution 1325?

To respond to these questions, two sets of analysis were undertaken on the Asia-Pacific NAPS:

4.1 APPLICATION OF WPS GENDER NEEDS ANALYSIS FRAMEWORK TO ASIA-PACIFIC NAPS

The WPS Gender Needs Analysis Framework was used to assess whether the planned actions in each of the nine Asia-Pacific NAPS met an assumed threshold of practical or strategic needs.

To apply the framework, a textual analysis of each of the NAPS was undertaken. This analytical method reviews the written content of the NAP only, i.e. the analysis took place at the level of the NAP document. Further analysis of implementation of stated actions and their impact was not undertaken. This limits the scope of the analysis to the document itself. The critical analysis that follows is thereby based solely on the review of the content of the NAP document. This level of analysis cannot ascertain what generalised statements of action come to mean in practice. While this is a gap and presents significant limitations to this review, nonetheless, where NAP documents become the blueprint for state implementation of the WPS agenda, this level of review offers insight into what the planning documents themselves contain.

The action matrices of each of the NAPS was reviewed against the above WPS Gender Needs Analysis Framework. Actions within each plan

were mapped according to whether they fit practical or strategic needs, as per the framework. During this textual analysis, a range of actions that did not strictly fit either practical or strategic needs were also identified. These are actions that are largely focused on the institutional needs of the state and include, for example, actions that refer to awareness-raising and capacity building of stakeholders (not women and girls directly *per se*); involve policy dialogue through multilateral institutions; and articulate intentions to adopt or advance gender mainstreaming as a policy. They are actions in which women and girls are

not the central actor. A third category of analysis was thereby added to the framework, entitled “Institutional needs and priorities.”

The textual analysis thereby mapped both substantive (practical and strategic needs) as well as procedural (institutional needs planning) actions within the NAPs. An example of actions within the Asia-Pacific NAPs and their categorisation across the analytical framework is presented in Table 3 (text is taken directly from the NAPs).

Table 3.
Examples of the application of the WPS Gender Needs Analysis Framework to Asia-Pacific NAPs

SUBSTANTIVE		PROCEDURAL
PRACTICAL NEEDS	STRATEGIC NEEDS	INSTITUTIONAL NEEDS AND PRIORITIES
DIMENSION 1: Basic life needs in crisis, displacement, recovery and post-conflict		
Indonesia NAP: Handling program: No. 8, Goal: Providing decent, safe and gender responsive shelters and housing for women and children in conflict areas. Action 1. Facilitating and decent, safe and responsive gender shelter and housing for women and children in conflict areas/ Action 2. Clean water supply and sanitation for women and children.	Japan NAP: Goal 3/Action 1: Ensure women’s participation in drawing up plans for humanitarian and reconstruction assistance.	Republic of Korea NAP: D. Relief and Recovery/ Strategy 10.1 Integrate gender perspectives in ODA project policies and programs/Action: Lay a foundation for gender mainstreaming in ODA policies and programs through the implementation of gender mainstreaming guidelines, establishment of strategies on gender-equitable development cooperation and formulation of principles on the promotion of gender equality and empowerment of women regarding KOICA projects.

SUBSTANTIVE		PROCEDURAL
PRACTICAL NEEDS	STRATEGIC NEEDS	INSTITUTIONAL NEEDS AND PRIORITIES
DIMENSION 2: Basic services and rights (e.g. health, education) in crisis, displacement, recovery and post-conflict		
Timor-Leste NAP: 3.3/3.3.1/(a). Service for counseling and access to health treatment, for those in situations of separation/ war trauma; (b). Support for access to credit and agricultural equipment and for income management.	Afghanistan NAP: Objective 3/2: Situation of women in detention facilities are improved and women detainees are protected from all types of violence and discrimination.	New Zealand NAP: IV. Peacebuilding, Relief and Recovery 1. New Zealand will advocate at international fora for equality of access to resources, justice at the domestic and international level, and basic services for women and girls in peacebuilding, relief and recovery phases in conflicted affected countries. This may include access to gender specific medical, psychological and other assistance required by women and girls affected in armed conflict.
DIMENSION 3: Livelihoods, income-generation needs, economic independence and entrepreneurship opportunities in crisis, displacement, recovery and post-conflict		
Indonesia NAP: Empowerment and participation programme/ 2/Activities 2. Provide training on productive economic undertaking/ trade for women in conflict areas.	Nepal NAP: 7.3.4/10. Provide seed money or interest-free loans to conflict-affected women and girls who have received training or apprenticeship for income generation.	New Zealand NAP: III Protection/1. New Zealand will advocate at international fora to strengthen and amplify efforts to protect the human rights of women and girls, and ensure their physical and economic well-being, particularly their protection from sexual and gender-based violence in fragile, conflict and post conflict situations, their protection as civilians under international law and recognition of the impact on women and girls when family members go missing as a result of hostilities.

SUBSTANTIVE		PROCEDURAL
PRACTICAL NEEDS	STRATEGIC NEEDS	INSTITUTIONAL NEEDS AND PRIORITIES
DIMENSION 4: Formal rights guarantees in crisis, displacement, recovery and post-conflict		
	Timor-Leste NAP: 1.4/1.4.2. Take measures to increase numbers of women recruited as Coordinators, Mediators and Focal Points for conflict prevention at municipal levels.	Nepal NAP: Capacity Development, Monitoring and Reporting/ Result Statement 17.1 Institutional capacity of government agencies involved in the implementation of the NAP is strengthened.
DIMENSION 5: Protection rights and needs in crisis, displacement, recovery and post-conflict		
Republic of Korea NAP: C. Protection/7. Continue to support so-called “comfort women” victims: livelihood support, nursing care, medical treatment for their mental health.	Philippines NAP: 5.2 Laws regulating possession of small arms are enacted and enforced; 5.3.1 An improved system for registration of small arms, which includes legitimate neuro exams, seminar and orientation on HR and women’s rights for gun owners	Australia NAP: Strategy 1/1.2 Develop guidelines for the protection of civilians, including women and girls.

4.2 APPLICATION OF A WPS INCLUSIVITY ANALYSIS TO ASIA-PACIFIC NAPs

Gender planning requires responses tailored to gendered needs and rights as they arise in respect to context-specific intersecting identity factors. Gender planning for peace and security requires analysis and actions that go beyond taking “women,” “girls,”

“women and girls” or “women and children” as the entry point for actions. Rather, NAPs must engage with the differing needs and rights that arise as a result of variant identity and social factors. This will ensure that assumptions about the homogeneity of women are overcome in favour of inclusive planning that meets the needs of a broad scope of people.

An Inclusivity Analysis of the nine Asia-Pacific NAPs was thereby also undertaken to assess whether NAPs are engaging with the demographic diversity of the populations the NAPs are serving. The Inclusivity Analysis assessed inclusivity in the NAPs through two lenses of identity:

“Conflict and peace impact on every single person in a society. Reaching reconciliation and sustainable peace requires broad and inclusive participation, involving state and civil society stakeholders all the way down to the grass-roots level”

AGE Report (2015)

1. Social and physical identity factors and characteristics mapped onto individual people and social groups that arise due to social, cultural, political, and economic positioning and status, ethno-national identities, age and life-cycle status, bodily ability, sexual orientation etc., which through their intersection with gender and each other, may privilege or de-privilege depending on the social context.
2. Public professional roles and identity attributions (e.g. public professional roles, and titles, such as politician, community leader, police officer, etc.) that are attributed in positive and/or negative ways to women and girls.

The Inclusivity Analysis examined whether NAPs include reference to either sets of identities and how these identities are situated in respect to the NAP’s implementation of resolution 1325. The textual analysis was used to develop a “mapping” of “who” appears in the NAPs. Analytical assessment of the mapping identified key findings within each NAP and trends across the NAPs, are discussed in the next section.

5. FINDINGS OF THE WPS GENDER NEEDS AND INCLUSIVITY ANALYSIS OF ASIA- PACIFIC NAPs

5.1 OVERVIEW OF ASIA-PACIFIC NAPs

Assessment of the action matrices of the Asia-Pacific NAPs shows that together, the nine NAPs have an average of 52 actions, with ranges from 24 to 107 actions. None of the nine Asia-Pacific NAPs have included attributed budgets. It is not clear whether any gender budgeting planning has been undertaken across ministries alongside, in support and attributed to the development of the WPS NAP. It is thereby not possible to determine how “important” the plans themselves are in respect of national spending, nor how important individual actions are relative to each other. In addition, it is impossible to know the source of funding for each action and thereby how these actions are prioritised in terms of importance across government. For example, if it was known that funding is coming from individual ministries for sectoral activities, then the extent to which gender mainstreaming and ownership of gender planning for peace and security had been secured across government would be evident. Also, if it was known that funding was coming from or expected from external donors, then critical questions could be raised not just about national commitment to WPS gender planning, but also how the future iterations of the NAP could be planned into fiscal budgeting.

5.2 WPS GENDER NEEDS ANALYSIS FRAMEWORK: GENERAL FINDINGS

The application of the WPS Gender Needs Analysis Framework to the nine Asia Pacific NAPs found the following:

Practical and Strategic needs of women and girls are addressed across all NAPs. The NAPs vary significantly however, in the balance of practical versus strategic needs.

- Actions meeting the practical needs of women and girls accounted for a majority of activities in only one of the nine Asia Pacific NAPs, that of Indonesia. No actions to meet women’s and girl’s practical needs were found in the New Zealand NAP, while the Australia NAP had one action addressing practical needs.
- Actions meeting the strategic needs of women and girls formed a majority of activities in two of the nine Asia Pacific NAPs, that of Afghanistan and Nepal.

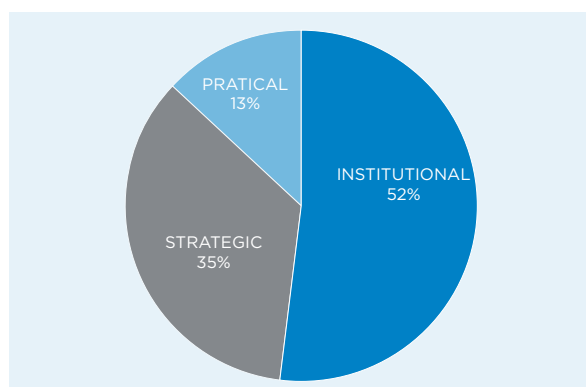
Actions on Institutional Needs and Priorities were included in all nine NAPs.

- Actions meeting Institutional Needs and Priorities formed a majority of activities planned for in six of the nine NAPs, that of Australia, Japan, Republic of Korea, New Zealand, the Philippines and Timor-Leste.

Working under the assumption that all “actions” are equally important, the analysis of the nine Asia-Pacific NAPs through the lens of the WPS Gender Needs Analysis Framework shows that on average, 52% (over half) of all actions were dedicated to Institutional Needs and Priorities in gender planning for peace and security. About 35% were dedicated to strategic needs, while only 13% addressed women’s and girl’s practical needs. This means that the majority of actions in these NAPs are directed towards

the state and institutional actors. This breakdown is presented in Figure 1 below.

Figure 1.
Proportion of Practical, Strategic and Institutional Needs and Priorities across Asia-Pacific NAPs

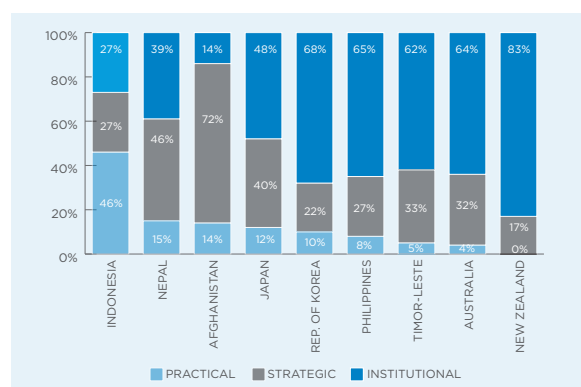


In all, the degree to which the specific rights, needs and wellbeing of women and girls were addressed, as seen through whether and how they included actions on practical and strategic needs, varied across the NAPs. States that have experienced conflict, for example, Afghanistan, Indonesia, Nepal, the Philippines, and Timor-Leste, tend to have more actions directly focused on women and girls. States whose plans are based in foreign policy (Australia, Japan, Republic of Korea, and New Zealand) tend to focus on developing institutional and broader capacity to address WPS issues and to advance these through foreign policy, aid and policy dialogues. Notably, Japan (e.g. disaster response) and Republic of Korea (e.g. comfort women) housed actions that were both domestically as well as foreign policy focused.

- Eight of the nine countries dedicated 15% or less of the NAP actions to addressing practical needs, with the exception of Indonesia where 46% of actions were dedicated to practical needs.
- Over half of the countries (five) dedicated more than 60% of their actions to institutional needs. Three countries dedicated between 27% and 48% (Indonesia, Nepal and Japan) and only one dedicated less than 15% (Afghanistan, with 14%).

This analysis is demonstrated in Figure 2 below.

Figure 2.
Distribution of Practical, Strategic and Institutional Needs and Priorities Actions across NAPs by Country



Specific mention of the need for attention to inclusion and diversity through the NAPs design and implementation was noted in the narratives of the following NAPs only:

- Australia: “Women and girls are not a homogenous group. Just as women and men have differential experiences of conflict, conflict affects diverse groups of women and girls in very different ways. Women of various ages, women with disability, indigenous women and women from certain religious or cultural backgrounds may be more profoundly affected or more vulnerable than other groups of women.”⁵¹
- Japan: “This National Action Plan should be implemented with due consideration given to the diverse and unique needs and vulnerabilities of groups such as refugees and internally displaced people due to armed conflicts and heightened tensions; ethnic, religious, or linguistic minorities; people with disabilities; senior citizens; unaccompanied minors; single mothers; Lesbian, Gay, Transgender (LGBT) persons etc.”⁵²

All NAPs reference multiple identities and roles that women and girls play in armed conflict.

- The degree to which this occurs varies substantively across NAPs.

51 Australia NAP, pg. 6.

52 Japan NAP, pg. 5.

- It also varies within NAPs, in respect of whether references to variant identity characteristics appear within the general narrative of the NAP or within the specific actions included in the NAP matrices. More often, references to identity characteristics appear in the narrative rather than in the action matrix. Common categories of identity characteristics and roles/titles appeared across the NAPs:

(i) Social and physical identity factors and characteristics:

- **Women with disabilities** were specifically referenced in the Australia, Japan, Nepal and Timor-Leste NAPs. These were only in the narrative section of the Australia NAP,⁵³ the Nepal NAP, whereby the definition of the term “conflict-affected women and children” included those with physical and mental disabilities and illnesses;⁵⁴ and the Japan NAP, which includes reference to disabilities in the general narrative. The Japan NAP also however includes commitment to assisting women with disabilities within the narrative framing its action matrix under the “participation” pillar of the NAP.⁵⁵ The Timor-Leste NAP includes women with disabilities in the action matrix as follows: “Pillar IV Peacebuilding - Specific Activities 4.3.2. Implementation of CAVR and CVA’s recommendations including monitoring in relation to women’s rights including women

victims of sexual violence and people with disabilities particularly victims of the war.”⁵⁶

- Reference to a **specific ethnic minority** features in the Philippines NAP in two actions to “Review policies, legislations and practices that impinge on the security of women, especially IP and Moro women,”⁵⁷ and ensuring the participation of IP/Moro women in strategies to advance women’s participation.⁵⁸
- **Age and differential age ranges** featured in the Timor-Leste NAP which referenced the specific targeting of older women in recent violence,⁵⁹ while Japan mentioned “senior citizens” in its reference to the need for inclusivity in its NAP.⁶⁰ A significant gap across all NAPs was **attention to youth**. The Indonesian NAP was the only one that contained a specific action on “teenagers.”⁶¹
- **Reference to LGBT** was only included in the Japan NAP. It was included as part of the narrative that framed the Conflict Prevention and Protection pillars of the plan.⁶²

(ii) Public professional roles and identity attributions

- **“Women experts”** are mentioned in the Australia NAP;⁶³ and women as **“activists”** are mentioned in the Philippines⁶⁴ and Timor-Leste NAP.⁶⁵

53 Australia NAP, pg. 6. However, also mentioned in the appendices describing projects supported - which also evidences the difference between the NAP and the real-time actions.

54 Nepal NAP, pg. 5, 22.

55 Japan NAP, pg. 5 and participation pillar narrative.

56 Timor-Leste NAP, pg. 48.

57 Philippines NAP, Matrix: Purpose 1/Action Point 1, pg. 9.

58 Philippines NAP, Matrix: Purpose 2/Action Point 10, pg. 17.

59 Timor-Leste NAP, pg. 18.

60 Japan NAP, pg. 5.

61 Indonesian NAP, pg. 32.

62 Japan NAP. For example: III Protection: “An overwhelming majority of victims of gender-based violence are women and girls, although men, boys, and LGBT persons are also victimized and their cases are even less reported and even harder to deal with.” pg. 17.

63 Australia NAP: “Support women experts, special envoys, commanders and high- ranking officials to promote a high-level consideration of gender issues in fragile, conflict and /or post-conflict settings.”, pg. 24.

64 Philippines NAP: “Increase the number of women peace and women’s rights advocates in peace panels, peace keeping operations and in other peace bodies at local and national levels.”, pg. 17.

65 Timor-Leste NAP, pg. 17.

- Women as **“peace promoters”, “builders”, “negotiators”, “stewards of peace”** feature in the Philippines and Timor-Leste NAP narratives.⁶⁶
- Women **“judges, lawyers, prosecutors and public defenders”** featured in actions to increase numbers of women in these roles in the Timor-Leste plan: Pillar I Participation/Specific Activities/1.3.6. “Take steps to increase the number of female judges, lawyers (prosecutors and public defenders) and also judges with expertise in international law; Indicators: Indicators: # and % of judges; # and % of lawyers; # and % of public defenders; # and % of prosecutors.”⁶⁷
- **“Women combatants”** and **“fighters”** are referenced in the Australia, Nepal, Philippines and Timor-Leste NAP. These are largely narrative references to the idea that women are not just victims but may also play aggressor roles (Australia⁶⁸); while the Philippines includes an action point to “Address special needs of women and girls formerly involved in armed conflicts and their families” in its action matrix,⁶⁹ as does Nepal.⁷⁰
- **“Detainees”** were mentioned in Afghanistan;⁷¹ while in the Timor-Leste NAP, an action to advocate recognition and reparation for women who are **“former political prisoners”** is included in the action matrix.⁷²
- **“Single mothers”** were mentioned in the Japan narrative with specific actions referencing **“female headed households”** included in the Japan matrix; **“single women”** were included in the Nepal NAP narrative which referred to programmes specifically for these women (but they did not appear in the matrix); specific harms recently impacting **“unmarried mothers”** were mentioned in the Timor-Leste NAP narrative without any corresponding action;
- Women **“IDPs and refugees”** feature in six of the nine NAPs (Afghanistan, Japan, Republic of Korea, Nepal, Philippines, Timor-Leste).
- **Men and boys appeared in two different ways across the NAPs:**
 - » collective reference to “men and women” as population: This appeared within narratives that framed the NAPs, for example, citing how conflict impacts women differently than men,⁷³ or has impacted both men and women,⁷⁴ and that women and men need to have equal access to resources, opportunities,⁷⁵ and to differences between men and women’s recruitment into militaries.⁷⁶
 - » A reference to “men and boys” in terms of their engagement and involvement in advancing resolution 1325: Some actions within the NAP matrices included actions in

66 Philippines NAP: pg. 5,8; Timor-Leste NAP, pg. 19, 38, 40.

67 Timor-Leste NAP, pg. 37.

68 Australia NAP, pg. 7.

69 Philippines NAP, Purpose 1 Protection and Prevention, Action Point 3: pg. 11.

70 Nepal NAP, Specific Action: 1. Identify the actual condition (health, education, financial and economic status) of conflict-affected women, girls and former women combatants with their participation; Expected result: Needs of conflict-affected women, girls and former women combatants are identified and effectively addressed by relief and recovery programmes, pg. 40.

71 Afghanistan NAP: B. Protection/Objective 3/Action 2. “Situation of women in detention facilities are improved and women detainees are protected from all types of violence and discrimination”, pg. 21.

72 Timor-Leste NAP: Pillar II, Protection/3.4.6, pg. 45-46.

73 E.g. Australia NAP, pg. 6.

74 E.g. Philippines NAP, pg. 3; Timor-Leste NAP, pg. 14-16.

75 E.g. Afghanistan NAP, pg. 1.

76 E.g. New Zealand, pg. 14.

this regard. For example, the Afghanistan narrative states that an aim of the plan is to: “Involve men and boys in the fight against all forms of violence against women”⁷⁷ with a corresponding action in the matrix to involve young men in addressing violence against women.⁷⁸

5.3 DISCUSSION OF FINDINGS

There are important observations arising from this analysis as follows:

(i) Balance is not evident between actions that focus on practical and strategic needs within NAPs. Balance between practical and strategic needs, and a response to how they intersect, is however required if transformative approaches to women’s rights are to be achieved.

Understanding the relationship between meeting women’s practical and strategic needs is critical for planning actions that lead to transformative outcomes for women. The intersection between practical and strategic needs means that actions for WPS must first meet the essential requirements of living, human security and well-being, if women are to be able to strive towards and enjoy their broader strategic human rights, such as participation in peace processes and economic empowerment. Gender planning for peace and security requires a balance of actions that meet both practical and strategic needs.

The Indonesia NAP is exemplary in detailing how it will address the specific practical needs of conflict-affected women and girls (see Box 6 for examples of these actions). The Indonesian NAP however, has far fewer actions related to women’s strategic needs, i.e. ensuring that women’s broader participation rights are fulfilled. Of 37 planned actions in the Indonesia NAP, 17 address practical needs, 10 address strategic needs and 10 relate to institutional needs. Balance is required within NAPs between meeting practical

and strategic needs in order to advance women’s strategic interests and rights longer-term, and not just stop at service and goods delivery. Box 7 provides an example of where the Nepal NAP achieves this balance, and the relationship between practical and strategic needs in some areas of action.

Box 6.

Practical needs-based approaches to gender planning: The Indonesian NAP

The Indonesian NAP is structured around three areas of programming:

1. Preventive Programme – focused on awareness raising activities;
2. Handling Programme - mapped onto:
 - (A) Direct Service Provision: 1) Basic needs of women and children, e.g. food, clothing, shelter; 2) Specific needs of women, e.g. reproductive needs, maternal health needs; and 3) Children specific needs, e.g. food, clothes, toys; and,
 - (B) Indirect service provision – including the repair and provision of basic services such as education, health etc.
3. The Women Empowerment and Child Participation programme is focused on strengthening economic independence.

This NAP identifies steps for needs assessments as a modality to both identify the practical needs of women and girls, as well as to respond to them. The NAP is largely framed around service provision and the states’ role in ensuring that its service provision modalities include the gendered needs of women and girls. A critical aspect that the NAP could build on in its next iteration, is to ensure that practical needs measures are linked to fostering strategic rights and interests, so that satisfying practical needs leads to longer-term changes in inequalities.

77 Afghanistan NAP, pg.10.

78 Afghanistan NAP matrix: C. Prevention - Objective 1 - Strategic Objective 3: “Participation of men (particularly young men and religious leaders) of Afghanistan in combating VAW in the country;” and Specific Action: Establish provincial Committees (young men and religious leaders) in Kabul and all the 34 provinces with the aim of involving them in combating VAW.”, pg. 23.

Box 7.

Simultaneously addressing practical and strategic needs: An example from the Nepal NAP

The Nepal NAP has a number of actions that simultaneously work to address women's practical and strategic gendered needs. For example:

7.3.4 Relief and Recovery: To ensure the direct and meaningful participation of conflict-affected women in the formulation and implementation of relief, recovery and rehabilitation programmes and to address the specific needs of women and girls.

Strategic Objective 1: Formulate and implement relief and recovery programmes with the participation of women and girls affected by conflict as per their needs and condition –

Specific action 1: Identify the actual condition (health, education, financial and economic status) of conflict-affected women, girls and former women combatants with their participation.

Specific action 2: Formulate and implement gender sensitive immediate relief programmes with the participation of conflict-affected women, girls and former women combatants and in coordination with concerned stakeholders.

Specific action 3: Facilitate the preparation and processing of documents (e.g. citizenship cards, birth certificate, school certificate, marriage certificate) that guarantee the rights of conflict-affected women and girls.

Specific action 4: Make provision for child-care facilities targeted to conflict-affected employees or working women as per the need.

Specific action 12: Establish an emergency fund for addressing the immediate needs of women and girls during conflict.

Within this sample of actions are those that ensure women's immediate needs are identified and responded to; that women's voice and participation inform the overall process and this right is fulfilled; and that practical and structural barriers are addressed such as child care provision and identity documents.

Finding a balance between meeting practical and strategic needs is particularly important if the needs and rights of women of different social, political and economic status are to be met. Women experiencing entrenched poverty or marginalisation due to ethnicity or stigma attached to conflict-related sexual violence for example, require actions tailored first and foremost to their practical needs, while accompanied by actions that work to tackle the root causes of their marginalisation. Women who may not have such basic needs, but face structural barriers that prevent their access to decision-making fora, require actions tailored to advancing their participation. At the same time, cognisance is required that a backlash against women enjoying rights such as political participation, can create the need for once again meeting their practical needs (for example, threats and ostracisation of women human rights defenders).

Both practical and strategic needs are intricately interlinked. The strategic dismantling of structural inequalities is required as a basis for all actions if women are to advance from requiring their practical and strategic needs to be met at all. NAPs need to consider whether and how they are using gender planning to address the most acute basic needs of women of differing social, political, economic and other identity status, while at the same time, tackling the causes of inequalities in the longer term. **This is where gender planning for WPS can advance transformation for women.**

(ii) The strongest focus on practical needs actions are found in NAPs by states that are conflict-affected.

The NAP with the most practical needs, Indonesia, is a state with internal conflicts and humanitarian emergencies. The NAPs with the least practical needs are Australia and New Zealand. Of note is that both Australia and New Zealand have extensive overseas development initiatives. This review could not assess that body of policy and its relationship to gender planning for peace and security. It is acknowledged however, that development assistance may support programming to advance women's needs and rights (as is evident in the Australia NAP document for example). The consequences of the dichotomy between separate policy planning initiatives at

national levels is that gender planning for peace and security may not infuse overseas development planning, nor access the large budgets found there (whether gender mainstreaming is applied in development planning is another consideration).

In solely assessing the WPS NAP documents, it is evident that outward looking NAPs, such as Australia and New Zealand, need to do more to ensure they are meeting the actual practical realities of women's and girl's needs in conflict contexts and to cross-reference to jointly plan with other areas of policy. This may involve ensuring greater connectivity across areas of ministerial programming, particularly if security policy, international development, humanitarian and conflict programming; and gender equality policy planning are in separate ministries. A more joined-up approach between a states' security and international development sectors may enhance congruence and provide opportunities for ensuring that the entirety of security and development planning are balanced in addressing the practical and strategic needs of women and girls.

It is also important to identify the ways in which outward-looking NAPs are assisting women in strategic ways. Compare the focus of the Afghanistan NAP with that of New Zealand, for example: the majority of actions in the Afghanistan NAP focus on women's practical and strategic needs (6 are on practical needs, 31 on strategic needs and 6 on institutional needs), while a majority of actions in New Zealand's NAP focus on institutional needs and priorities (0 on practical needs, 4 on strategic needs and 20 on institutional needs). Two critical observations arise:

- Afghanistan is a conflict-affected country, thereby it is expected that its actions will focus on conflict-affected women and girls within its own context;
- New Zealand is a developed nation with its NAP focused on its external relations and as such it follows patterns of other outward looking donor-country NAPs. While outward looking NAPs may be critiqued for locating their WPS actions through foreign policy thereby delimiting the NAP's scope, some of the actions do impact on New Zealand women in professions

related to the peace and security sectors. For example, the NAP's thematic "Impact" area II, Participation, aims "To ensure nominations for international candidatures and positions are merit-based, New Zealand will actively identify and nominate appropriately qualified New Zealand women as candidates for: i. UN Special Representative and Envoy roles; ii. Mediators and gender advisors on international rosters (Action 3).

- While they differ significantly, both NAPs include actions that directly focus on and support women citizens of each country, whether conflict-affected (in the case of Afghanistan), or as professionals in a related field (in the case of both New Zealand and Afghanistan).

(iii) Practical and strategic needs planning, and balance across these areas of action is currently not tailored to disaggregated needs on the basis of social, physical and public identity factors and characteristics.

A balance between practical and strategic needs, and a specific focus on one or the other at different times (as per item (i) above), requires careful attention and planning. There is a risk that those women with more social, political and economic privileges will benefit more from the actions under NAPs unless efforts are made to ensure a balance between practical and strategic needs that respond to inclusivity factors.

Inclusivity planning requires going beyond the generic female group to using gender conflict analysis to identify specific demographics and identity characteristics that require specific responses on both a practical and strategic basis. Inclusivity planning means tailoring the actions in the matrix to different demographic groups. It requires establishing a link between the narrative capture of the target population and the actual NAP actions and attributed budgets. For example, in the Japan NAP (see Box 8), reference to LGBT was not only included in the Japan NAP narrative (as per point (i) above). it was also included in the narrative that framed the Conflict Prevention and Protection pillar actions of the plan.⁷⁹

79 Japan NAP. For example: III Protection: "An overwhelming majority of victims of gender-based violence are women and girls, although men, boys, and LGBT persons are also victimized and their cases are even less reported and even harder to deal with." pg. 17.

Box 8.

LGBT in WPS NAPs: Japan

The Japan NAP is the only NAP to mention LGBT communities, as follows:

II. Conflict Prevention: “Japan will promote inclusive support so as to ensure that refugees and displaced persons due to armed conflicts or heightened tension and other various vulnerable people, mainly women and girls (in particular, ethnic, religious, or linguistic minorities; those with disabilities; children without guardians; female-maintained households, **LGBT persons**, etc.; hereinafter referred to as “women and girls, etc.”), will not be excluded but can participate in all processes of prevention, management, and resolution of conflicts and decision making.” (pg. 12).

III Protection: “An overwhelming majority of victims of gender-based violence are women and girls, although men, boys, and **LGBT persons are also victimized** and their cases are even less reported and even harder to deal with.” (pg. 17).

More specificity, i.e. naming specific identity groups within actions, will further enhance the likelihood of budgeting and accountability towards those actions. It is acknowledged that planning documents require a balance between being broad enough to provide scope for multiple actions, while at the same time being specific enough to ensure that inclusivity informs actions and budgeting. WPS NAPs can work towards this by ensuring that the NAP narrative maps inclusivity which is then followed through into actions that nominate specific actions tailored to demographic groups. Later accountability through monitoring and evaluation will confirm whether the NAP reached broad ranges of population groups, in what way and to what extent funding for practical and/or strategic needs reached those populations.

(iv) Fulfilling the needs and rights of women and girls (whether in conflict-affected populations, in public policy roles, etc.) should be central to a WPS NAP. The NAP matrix should reflect this commitment so that balance is achieved between actions that directly address practical and strategic needs, and outweigh those that are institutionally focused.

That over half (52%) of all actions across the Asia-Pacific NAPs were focused on developing institutional capacity on WPS, shows strong commitments to ensuring that those charged with implementing the NAP are enabled to do so. It is imperative that NAPs set out such actions so that those responsible for implementing the NAP fully understand its provisions and that implementation stage of the NAP is as effective as possible.

However, gender planning for peace and security should not lose sight of the reason that resolution 1325 was adopted and the reason why NAPs are developed: to advance women’s rights in conflict prevention, response and peacebuilding. A balance is thereby required within the NAP so that it is weighted towards the imperative of women’s rights. Women and girls, and fulfilling their rights and needs, should be central to the planning that takes place and the actions that are included within the NAP.

(v) The ways that actions within NAPs are structured and conveyed differs across NAPs. It matters greatly how actions are articulated as this determines their specificity in respect of whether the NAP is based around generalised statements of intent or specific actions that can be accountable for results that will be meaningful in women’s lives.

Many of the actions within NAPs express the intention to do something, rather than stating what will be done, achieved and its expected result and impact. It is difficult to determine what a vaguely articulated intention to do something will practically result in for women and girls. Hence, it is important how NAP actions are articulated.

Generalised statements of intent presented a challenge for the categorisation of actions and their response to needs and rights undertaken for this review. More importantly, imprecise actions will present challenges for those implementing the NAP as it will be difficult to determine what those actions actually intend and therefore, how to implement them. For example, the Japan NAP includes actions framed as follows:

- Pillar III - Protection/Goal 2/Action 3: Offer support for economic and social empowerment targeting women and girls.
- Pillar II - Protection/Goal 3/Action 5: Consider the establishment of a comprehensive

protection system for refugees seeking asylum in Japan (in particular, women belonging to minorities and widows).

In these actions, it is unclear how “offer support” or “consider” become substantive actions in practice. While issues of translation into English may matter here, actions such as these would be better framed as follows:

- X amount of funding is provided to X number of civil society partners for programming that will result durable livelihoods for X demographic of women in post-conflict settings.
- On the basis of Japan’s commitments under international human rights frameworks and consultation with stakeholders, create and implement a comprehensive protection system for asylum seekers that is responsive to the specific situation of variant identity groups, such as migrant and widowed women, and that will result in safe and secure processing and satisfaction of their basic needs and longer-term rights.

(vi) Not all NAPs identify the roles, titles and public positions that women are occupying and/or that the NAP will strive towards ensuring women achieve in respect of their right to participation, to formal employment, and to decision-making power in responses to conflict, its prevention and in peacebuilding.

NAPs differed greatly in terms of whether they nominated different roles, participation and entitlement rights and job categories that women might occupy and that the NAP could advance. Naming the different roles that women might play aids in changing assumptions and misconceptions about women and girl’s roles related to conflict and peacebuilding. This is particularly important given that NAPs will be implemented by various actors across government, including non-specialists on WPS, who may not be wholly familiar with the

issues and may be influenced by victim-narratives of women. Some positive examples were:

- The Afghanistan NAP which specifically mentioned **“female civil servants”** in a specific action that aims to increase the number of women in this role by 10%, including securing women’s representation in recruitment committees;⁸⁰ as well as an action to “ensure the recruitment of **female university graduates**” which uniquely featured in this NAP.”⁸¹
- The Timor-Leste NAP which referred to women ex-combatants as **“heroines,”** akin to how males are categorised in that society. This reference was linked to a broader narrative on **“veterans,”** a term that only appears in the Timor-Leste NAP. Both titles give significant status beyond “combatant” to women and girls who were part of the armed and clandestine struggle in Timor-Leste. Such terms are significantly important in that context where benefits are only given to those with “veteran” status⁸² (see Box 9 for more details).

Box 9.

Combatancy, women, benefits and categorisation

Under “Pillar III – Protection,” the Timor-Leste NAP includes several actions for female veterans, such as:

Output 3.3. Former women combatants and veterans receive justice and recognition for their contributions to peace.”

Specific Activity: 3.3.1. Strengthen victims’ association/networks work and services to meet their needs to recuperate from conflict through (a) Service for counseling and access to health treatment, for those in situations of separation/war trauma; (b) Support for access to credit and agricultural equipment and for income management.

80 Afghanistan NAP: A. Participation/Objective 1/Civil Service/Strategic Objective 2, pg. 13-14.

81 Afghanistan NAP: D. Relief and Recovery/ Objective 1/Strategic Objective 1, pg. 24.

82 For example: “Pillar III/Output 3.3. Former women combatants and veterans receive justice and recognition for their contributions to peace.” And see: Lia Kent & Naomi Kinsella. A Luta Continua (The Struggle Continues). International Feminist Journal of Politics, Vol. 16, 2014.

These actions ensure that women's role in the conflict is recognised and that benefits programmes are not exclusionary and discriminatory to those women. The actions span both practical needs (providing for needs and services) and strategic (giving women status they are entitled to and livelihoods generation).

- The Republic of Korea NAP refers to “**comfort women**” who were specifically mentioned in both its narrative as well as specific actions tailored to these women.⁸³

83 Korea NAP: (c) Protection – Objective 7 – Strategy 7.1: pg. 8.

6. CONCLUSION AND MENU OF OPTIONS

Gender planning for peace and security and resulting NAPs should place the differing situation of women and girls, from rural to urban areas, at the centre of all planned actions and budgeting. Currently, the NAPs reviewed set out ambitious and far-reaching commitments that are forward-looking, and with the potential for advancing women's rights and equality in multiple ways within the region. The review found that WPS NAPs could re-orient their focus towards women and girls so that a majority of actions are focused on directly improving women and girls' lives and their enjoyment of rights. At the same time, actions that invest in institutional capacity to implement these actions is required but in a complementary way.

Ultimately, NAPs should be about satisfying the micro-level practical everyday needs of women and girls with variant identity, ability, social location and social, economic and political status in equitable ways, while at the same time tackling the causes of inequalities and establishing women's strategic rights for the longer-term. Achieving a balance and planning in response to the intersection between practical and strategic needs is critical. It is also directly congruent with and promotes the goals of conflict prevention, response and peacebuilding programming.

6.1 GENERAL RECOMMENDATIONS

The key findings of this review are summarised here as a set of broad recommendations for WPS NAPs planning:

- **Re-orient NAPs to the specific needs and rights of women and girls. Make women and girls and their well-being and rights central to the NAP.** Resolution 1325 is concerned with achieving women's rights in respect of peace and security. NAPs must reflect this by re-balancing the focus of activities back to the lived realities, well-being and practical and strategic interests of women and girls.
- **A balance is required across the NAPs in terms of addressing practical and strategic needs,** i.e. the objectives, actions and activities should address both kinds of needs so that women's rights are broadly attained.
- **A framework of inclusion should underpin all NAPs.** NAPs should specifically spell out the need for attention to intersecting forms of discrimination impacting women and girls. Reference to this should be included in but also go beyond the general narrative framing the NAP, and be included within the theory of change that should underpin the NAP and the matrix of actions. At a minimum, factors such as gender identity, age, ethno-national identity and disability should be given specific attention.
- **A clear link should be evident between the narrative and analysis framing the NAP and the actions that are included in the action matrices.** The NAP's set of actions should directly correlate with the narrative and gender conflict analysis framing the NAP. **Each NAP should be developed on the basis of a clear gendered conflict analysis** (whether for donor or conflict-affected states) that sets out a basis for actions that directly meet the needs and rights of women and girls in conflict-affected settings, as well as within the peace and security sector of a states' own government/ jurisdiction (i.e. militaries, peacekeeping, etc.). Context specific gender conflict analysis should underpin actions on WPS in conflict and peacebuilding contexts.
- **The WPS Gender Needs Analysis Framework and Inclusivity Analysis should be used to plan for actions within the arena of peace and security in ways that work to overcome the dichotomy between humanitarian and conflict response,** and peacebuilding and development response. While women and girls practical and strategic needs may evolve over time, they are not dichotomous in respect

to the arbitrary lines that are drawn between humanitarian and development programming. Approaches to planning should ensure that there is fluidity as well as connectivity across time and space as conflict-affected contexts change to post-conflict peacebuilding, and needs move from acute to the longer-term. Using a practical and strategic needs framework will enable responsive approaches adapted to peace and security planning across contexts.

- **Men and boys should feature in all NAPs** - specifically in respect to framing the NAP in response to gendered inequalities and with the aim of transforming gender power relations between men and women. Instead of “women in peace and security,” these NAPs should address “gender and peace and security,” framing approaches to addressing women’s rights in respect to prevailing inequalities that create the exclusions that prompt the need for NAPs in the first place. The actions within the matrices should follow through in having actions with results intended to transform inequalities between men and women and that arise on a gendered basis for women and girls.
- **More stringent theories of change are required if peacebuilding planning is to advance gender analysis towards achieving goals of gender equality.** Required are planning modalities that derive from analysis of the relationship between women’s rights related outcomes and peacebuilding outcomes.⁸⁴

6.2 MENU OF OPTIONS

In line with the findings of this review, a set of options and ideas for the kinds of actions that will respond to women’s practical and strategic needs is suggested here. This is not an exhaustive list, rather a list of optional ideas that correspond with aspects of the WPS agenda.

Many of the NAPs are framed around the four pillars of the WPS agenda. That trend is followed here and options are organised according to the five dimensions of needs and rights identified earlier. Note that this does not imply that certain areas of rights and needs directly map onto specific pillars of the WPS agenda. Below is a sample of how different issues might be addressed.


In reviewing and perhaps using this list in the development of a WPS NAP, the following criteria should be considered and should inform planning for and articulation of individual actions:

- Gender planning for peace and security should be based on a full gender conflict analysis, whether the NAP is developed by a country affected by conflict or a donor country that positions its NAP in its foreign policy;
- The gendered conflict analysis needs to account for the ways in which contextual factors given rise to the risks and vulnerabilities that women and girls encounter. The NAP should plan for framing actions in respect to the structural underpinnings of the needs of women and girls.
- Each of the suggested actions should be tailored to the country context. Where suggestions are made for budgetary allocations, the creation of structures, laws and policies, those will be adapted to existing commitments, and availability of budgetary and other resources at country levels.

84 Thematic Review on Gender for PBSO, pg. 7.


(i) PREVENTION

PRACTICAL NEEDS	STRATEGIC NEEDS
DIMENSION 4: Formal rights guarantees in crisis, displacement, recovery and post-conflict	
	<p>Conduct a review of existing micro level community reconciliation processes and identify X number of women's grass-roots peacebuilding work for X% of funding and political support available for such initiatives (as contextually appropriate).</p> <p>Tailor X% of funding for conflict prevention to women's organisations and networks working to prevent conflict.</p>
Conduct a full gendered conflict analysis that includes the participation of and consultation with X% of women; identify specific risks for women, men, boys, girls, LGBT, and women with disabilities that might arise if conflict escalates.	<p>Establish early warning mechanisms that directly respond to the findings of gendered conflict analysis:</p> <ul style="list-style-type: none"> • conduct X number of dialogues with potential conflicting parties that engages with changing attitudes towards LGBT, people with disabilities etc.; • create specific protection response mechanisms for these community members should political violence erupt.
	<p>Include monitoring of violence against women, constraints to women's mobility and changes in demands to women's freedoms in early warning mechanisms:</p> <ul style="list-style-type: none"> • create a specific reporting mechanism at community level for women to safely report changes in safety.
	Appoint 30% women to all dispute resolution mechanisms established at micro and macro levels
	Laws and policies addressing and re-distributing the burden of care and specifically the added burden of caring for those impacted by conflict, returning family and community members, etc.
	Equal participation rights in the political sphere fora, governance structures and decision-making power and influence over public-sphere systems, e.g. peacekeeping processes; transitional administrations; elections and new governance structures; and committees and decision-making bodies interfacing with the international community.

PRACTICAL NEEDS	STRATEGIC NEEDS
	Inclusion of issues impacting women, including violence against women, in processes to deal with the past and in peacebuilding measures.
	Behaviour change communication programming to identify and change negative behaviours, attitudes, and social and cultural barriers to gender equality.
	Laws and policies regulating public media reporting on equalities, tackling stereotypes, reporting of violence against women.
	Women's broader contributions to conflict/ liberation struggles recognised and status of veteran/combatant and associated benefits conferred on an equitable and tailored basis.
	Reparation specifically tailored to women and girls and to survivors of sexual violence.
	Specific rights of women with children born of rape fulfilled to those children.
	

(ii) PARTICIPATION

PRACTICAL NEEDS	STRATEGIC NEEDS
DIMENSION 4: Formal rights guarantees in crisis, displacement, recovery and post-conflict	
	Create and/or reform national laws guaranteeing women's rights to formal employment on an equitable basis, including measures for women with disabilities, and with stigma arising from the events of conflict to gain employment.
	Attach a mandated quota of 30% women to all peace negotiation, transitional authorities and mechanisms.


PRACTICAL NEEDS	STRATEGIC NEEDS
Establish bursaries and specific schemes to increase the numbers of women graduating with professional degrees in the areas of law, social services and areas related to advancing social justice	<p>Attach a mandated quota of 30% female employees in new and reformed government institutions established post agreement.</p> <p>Increase number of women in senior positions (determine according to the context) in each ministry by 10% over three years.</p>
	<p>Ensure that each ministry adopts work-place policies preventing sexual harassment, and to uphold fair appointment procedures.</p> <p>Establish a mechanism in each ministry that includes at least 30% women (with disabilities, and from formerly excluded minority groups) to oversee enforcement.</p>
	<p>Create laws and policies that redistribute the burden of care on women and girls, both for children and for survivors of conflict, the elderly, those with disabilities in need of care:</p> <ul style="list-style-type: none"> • create a specific budget to provide subsidies for child care costs to low income women, women with disabilities, and women who are heads of household.
	Create a ministry focused on women's rights within new governance structures established post-conflict; allocate X% of funding to that ministry commensurate with other sectoral ministries.
	Create, in conjunction with women's networks and ex-combatant/veterans associations, a memorial to women and girls (relevant to that conflict, i.e. as resistance fighters, as victims of sexual violence).
	Reparation specifically tailored to women and girls and to survivors of sexual violence.
	

(iii) PROTECTION

PRACTICAL NEEDS	STRATEGIC NEEDS
DIMENSION 3: Livelihoods, income-generation needs, economic independence and entrepreneurship opportunities in crisis, displacement, recovery and post-conflict	
	<p>Mandate veterans schemes to comprehensively research and recognise the variant roles that women played in armed, political and diplomatic movements:</p> <ul style="list-style-type: none"> • create a definition of veteran and entitlements to benefits that is inclusive of the variant roles women played; • include X% females on staff of design teams for veterans and benefits schemes; • nominate X% funding to women veterans.
Conduct consultations with former women combatants to design livelihood schemes appropriate to their desires, skills and rights and in response to market analysis.	Create (or fund) reconciliation programmes that specifically work to provide mentorship to ex-combatants and facilitate reintegration of combatants to their communities.
Create (or fund) programmes specifically providing education, skills or professional training in areas of entrepreneurship to female ex-combatants.	Provide 3-year programme of support to business development and social-reintegration for female ex-combatants.
Distribute X number of (e.g. agriculture) tools/ materials/resources to X number of widows and women with disabilities to begin agricultural production upon return (sector of activity dependent on analysis findings).	<p>Reform existing laws or introduce new laws that give legal entitlement to women heads of households to inheritance rights for land, material resources etc., upon return.</p> <p>Establish bursaries, grants schemes and mentoring programmes tailored to widows, and women with disabilities (and others depending on conflict analysis) to support access, use and economic development of resources.</p>
Establish material support programmes and specific health and psychosocial support services for women with disabilities, and ostracised survivors of sexual violence.	
DIMENSION 5: Protection rights and needs in crisis, displacement, recovery and post-conflict	
Equip X number of hospitals with resources necessary to respond to sexual violence, e.g. rape kits, dedicated examination rooms, etc.	Reform existing laws or adopt a new law specifically prohibiting forms of violence against women: domestic violence, sexual violence, and socio-cultural harms such as FGM/C.
Provide X amount of funding to X number of partner NGOs to provide services to victims/ survivors of sexual violence.	Provide funding to X number of women's organisations in X number of countries to advocate for legal reforms and their implementation on violence against women.

PRACTICAL NEEDS	STRATEGIC NEEDS
Establish a traumatic fistula repair service made available to women through outreach to rural areas, ostracised communities and minority groups.	Establish a lead department in X ministry to design and oversee referral systems across multi-sectoral actors for service provision to victims/survivors.
Adhere to sphere standards on gender mainstreaming and safety in all humanitarian response; measure and evaluate programming on the basis of these standards.	Establish standard operating procedures for police and judiciary in response to incidents of violence against women, and ensure that all personnel are trained in these procedures.
Create (or fund) legal clinics and outreach facilities to rural areas for free provision of legal protection and services addressing violence against women.	Prohibit amnesty for sexual crimes through peace talks and processes that support peacebuilding and justice post-conflict.
	<p>Ensure ToRs of truth commissions, specialist courts and other transitional justice mechanisms include the mandate to respond to the needs of women and girls across variant social demographics.</p> <p>Establish (or fund) a team of gender specialists appointed at senior levels to these mechanisms.</p> <p>Mandate (or fund) specific research and consultations on women's experiences of the conflict and mandate that this data is included in the reports of these mechanisms.</p> <p>Set criteria in the truth commission that X% of speakers will be women with disabilities, women from X ethnicity, and women who were forced combatants.</p>
	<p>Establish a reparations programme that is equipped with a team of gender specialists.</p> <p>Establish reparations that are tailored to the needs and rights of variant women and girls and the harm they encountered. For example, reparations for conflict-related sexual violence, and children born of rape, should include medical response, and education funding for children.</p>
	Mandate a full module on gender equality and a full module on violence against women in the training curriculum of policing, military and peacekeeping operations.
	

(iv) RELIEF AND RECOVERY

PRACTICAL NEEDS	STRATEGIC NEEDS
DIMENSION 1: Basic life needs in crisis, displacement, recovery and post-conflict	
Establish food programmes tailored to distributing on a disaggregated basis to variant kinds of households, with specific measures for female headed households.	Create camp committees that have at least 40% women as decision-makers.
<p>Create shelter programmes that are designed on the basis of protection and safety measures for female population members.</p> <p>Distribute sanitary materials to women and girls, appropriate to context as part of non-food item packages.</p>	<p>Within humanitarian accountability mechanisms in displacement sites:</p> <ul style="list-style-type: none"> • include X% female staff; • create at least two different outreach modalities to enable women and girls to report problems.
	<p>In humanitarian needs assessment processes, ensure that:</p> <ul style="list-style-type: none"> • X% of team members are female and trained in response to sexual violence; • X% of those consulted are female, X% are females with disabilities, X% are lesbian women, X% are teenage girls.
	<p>Reform laws that prohibit women from holding their own national identity cards.</p> <p>Create (or fund) programmes in each displacement site to issue identity cards to women with set goals for full coverage of the female population.</p>
	

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