NATIONAL ACTION PLAN
ON THE IMPLEMENTATION OF
UN SECURITY COUNCIL RESOLUTION 1325
IN BURUNDI, DEMOCRATIC REPUBLIC OF CONGO AND
RWANDA

Femmes Africa Solidarité

With the support of the Government of Finland
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BACKGROUND

1. General Context of the Resolution:

Resolution 1325 (2000) of the United Nations Security Council (UN SCR 1325) urges UN Member States and the UN system to adopt gender equity, equality and mainstreaming in peace, security and development policies and plans. Furthermore, it stresses the need to increase the role of women in decision-making with regard to conflict prevention and peace-building as well as to guarantee their protection.

The body of international law on women’s rights has provided a justification and a framework which enabled global stakeholders to support the struggle of women for their equal participation in conflict prevention, peace building, post-conflict reconstruction and their human rights. Yet, the law has only minimally impacted and supported grassroots communities in Africa.

The program “National Action Plan on the Implementation of UNSCR 1325” works towards the elaboration and implementation of a National Action Plan (NAP) by pushing targeted UN Member States in Africa to respect their commitment to women’s empowerment, gender equality and mainstreaming in peace and security policies and plans, and providing adequate protection to women and girls during and after conflicts.

Although UNSCR 1325 is binding on all UN Member States, its effective implementation requires that its provisions be translated into concrete actions aimed at positively impacting the conditions of women and girls in conflict, post-conflict, and insecure environments. The successful implementation of a NAP in turn depends heavily on the following: advocacy; capacity building; networking; efficient use of suitable means of communication to raise awareness and knowledge of the Resolution; building a constituency; expanding outreach efforts; national ownership; and good coordination.

The program implements these interrelated activities by drawing heavily on the regional experience of FAS in promoting gender equality and women’s human rights at the grassroots level and in the African Union (AU) and its organs.

2. Program Objectives:

The goal of the program is to create a new social order that will guarantee gender equity, equality and mainstreaming in peace, security and development policies and plans via the sustained and systematic implementation of a NAP on UNSCR 1325 in three selected countries of DRC, Rwanda and Burundi.

The purpose of the program is the prioritisation of gender inequalities and obstacles to women’s empowerment and the full realization of women’s legal and human rights in peace and security policy and programming work at all levels.

3. Program Development Process:

FAS has taken an approach which implements the program at the national level before moving to the regional level, in order to ensure sustainability. National consultants were contracted in each country to do the mapping of the project and lay the foundation for the National Action Plans.

a). Baseline Study:

The objective of the Study was to conduct a comprehensive country-wide Baseline survey for each country in order to assess the current situation of the outcomes and impacts as expressed in the logical framework of the project.
The Study intended to map the current situation, the existing interventions, and the future challenges with regards to the implementation of the UNSCR 1325 in DRC, Burundi and Rwanda and to gauge to which extent the Resolution has been or should be instrumental in increasing the women's involvement in peace building, peacemaking and reconstruction processes in these countries. In each of the target countries, the assessment examined existing legislation and instruments and/or prospective legislation that influence and guide the involvement of women in decision making processes. The data acquired from this Study assists FAS in planning the operational agenda in the different countries and in the final evaluation of FAS impact on the national and regional levels.

To enable FAS carry out this assessment and conduct in depth analysis of the above mentioned areas, a Consultant was hired to visit the target countries. The consultant visited the countries and conducted qualitative and quantitative interviews/inquiries with a cross section of stakeholders. The findings of these interviews have been supported by existing literature on the processes of implementing the resolution at the national level and within the Great Lakes region.

b) The National Steering Committee

A workshop was organised in each three countries in collaboration with NGOs. The participants came from various ministries concerned with peace and security, women promotion NGOs, United Nations Agencies and Universities. The workshop was a good opportunity for the participants to highlight the achievements of every country as far as the implementation of 1325 Resolution is concerned and to share about the challenges relating to women’s role in the peace process and security.

A Steering Committee was elected during workshops. Its role is to do the follow-up of the development and implementation of the 3 year action plan. The adoption of a 3 year plan took into account the need to mobilize the funds within the overall framework.

c) The National Action Plans

National Action Plans must attend to the question of gender mainstreaming in advocating for peace and security. Such initiatives draw not only on women’s experiences as a resource in formal peace building and conflict avoidance but also use gender as an analytical tool for rethinking key policy.

The creation of an action plan provides an opportunity to initiate strategic actions, identify priorities and resources, and determine the responsibilities and timeframes. The whole process of developing a plan is also a process of awareness-raising and capacity-building in order to overcome gaps and challenges to the full implementation of Resolution 1325 (2000).

The development of the action plan for the implementation of 1325 Resolution has started in 2008 with a Baseline Study which highlighted the main achievements on gender issues in each country and the current challenges concerning women’s role in conflict management.

d) Regional Baseline Study, Regional Steering Committee and Regional Action Plan

The future step on the execution of the project is to move toward the regional level. Originally the program was design to begin at a regional level and trickle down to the national level, however it was decided that the program would be more sustainable if it was first established nationally then regionally.

4. Program Overview

Initiated by Femmes Africa Solidarite (FAS) with the partnership and generous support of the Government of Finland, the UNSCR 1325 NAP project covers the countries in the Great Lakes Region, namely Burundi, Democratic Republic of Congo and Rwanda.
The project represents a precious opportunity for the implementation of UNSCR 1325 adopted by the UN Security Council at its 4213th session of 31 October 2000, particularly in this region, which has experienced recurrent armed conflicts and the magnitude of violence against women, which has continuously caught the attention of policy-makers and other actors at various levels. This Resolution has the merit of having addressed for the first time women concerns relating to peace and security.

The persistence of customs and traditions that are discriminatory towards women associated with the gender-differential effects of war has exacerbated the fragility and vulnerability of women. In this context, the project should contribute to full and equal participation of women in conflict prevention, management and settlement mechanisms and in the mainstreaming of their practical needs as well as strategic interests in the peace, reconstruction and development process.

Gender mainstreaming in all aspects of the peace process is a real challenge that requires a participatory and inclusive approach in the development of women-centred national policies and programmes. Thus, for action plans to be conceived in a consistent and realistic manner relatively to gender-based concerns, their formulation and implementation processes should involve women as well as policy-makers and all other national and international actors whose contribution in terms of political commitments, funding, training, advocacy and lobbying remains of the utmost importance in the application of Resolution 1325.

5. Program Duration

The activities are programmed for a three-year period. It will be conducted in such a way as to coincide with government, national and international priorities in each of the three countries.

In order for the Action Plans to be conceived in a consistent and realistic manner, the development and implementation processes involve not only women but above all policy-makers and all other national and international actors whose multiform contributions (commitment of politicians, involvement of other actors for awareness raising, funding, training, etc) will be critical in implementing UNSCR 1325.

FAS will submit an annual report to the Government of Finland, a representative of which conducts at least one joint annual follow-up mission in the field, in order to evaluate the progress achieved and readjust programmes according to the increase in demand.

At the end of the 3-year programme, FAS and the different stakeholders will capitalise the programme achievements within the framework of a joint evaluation in which the lessons learnt as well as the most relevant indicators will be evaluated.
PRESENTATION OF THE PARTNERS

Femmes Africa Solidarité

Femmes Africa Solidarité (FAS) is a women's NGO working to engender the peace process in Africa. Since its inception in 1996, FAS has worked to foster, strengthen and promote the leading role of women in the prevention, management and resolution of conflicts on the African continent.

FAS recognizes that women are disproportionately affected by violent conflicts. However, rather than perceiving women only as passive victims, FAS acknowledges that women are also active agents with skills, strengths, and the ability to bring about change. Therefore, FAS works to strengthen the capacities of grassroots women's organizations so that they can participate fully in the processes of peace building and conflict resolution in their countries and communities.

FAS holds observer status with the African Commission on Human and Peoples' Rights (ACHPR), has consultative status with the United Nations ECOSOC, and is the Chair of the Gender Cluster for the AU Economic, Social and Cultural Council (ECOSOCC). FAS is also a member of the New York Working Group on Women, Peace and Security, which works to monitor the implementation of UN Security Council Resolution 1325. Most recently, in 2010, FAS was appointed as the co-chair of the Civil Society Advisory Group to the UN on Women, Peace and Security (CSAG).

Government of Finland

The Government of Finland has a long history – both nationally and in the international fora - of paying special attention to reducing discrimination and improving the rights of women and women’s condition.

On September 19, 2008 Finland became the eleventh country to launch a National Action Plan on SCR 1325. The National Action Plan enables more concrete and coherent efforts aiming to achieve the goals laid down in the Resolution, which are to reaffirm women’s role and power of decision in the prevention of conflicts and in crisis management, peace-building and stabilisation of society in post-conflict situations. Finland is strongly committed to the implementation of Resolution 1325.

At the national level, the subject matter of the Resolution has been incorporated into the Government Programme. A determined promotion of the goals of the resolution requires continuous and sustained planning and training as well as effective practical measures with the aim of generating more positive attitude.

Internationally, Finland plays an active role in promoting and reinforcing the critical situation of women in conflict resolution and peace building in Africa. With this purpose, the Ministry of Foreign Affairs of Finland has been supporting the development and implementation of National Action Plans on the UNSCR 1325 project in Rwanda, Burundi and DRC (2007-2009).

Signing of the Finland project in the Great Lakes, Ambassador Vesa Himanen and Ms. Bineta Diop, February 2007
COUNTRIES OF PROGRAM IMPLEMENTATION

BURUNDI

1. Context of the Program:

On December 1997, FAS organized its first African women’s solidarity mission to assess Burundian women’s fundamental needs in terms of peace, to meet with women’s networks working towards peace and it eventually brought women to the peace table.

In March 2004, in the spirit of Beijing, FAS organized a further mission to provide effective support to women of Burundi on their peace related activities and to help them attain a higher level of credibility and better access to the major actors of the negotiation. Burundi was in a transitional phase, since the Arusha Peace Accords of 2000 were signed, and FAS saw this as a great opportunity to carry the peace process forward, with the use of several strategies including Lobbying and Advocacy, Capacity Building and Networking among others.

Therefore, in a country that was torn by several violence cycles to which women have paid a heavy toll, the three-year project on the implementation of National Action Plans represents a contribution to the implementation of UNSCR 1325, which for the first time exclusively dealt with women, peace and security.

A first preparatory mission was sent to Bujumbura, Burundi from the 30th October to the 2nd November 2007. At this time, FAS Executive Director, together with the ‘Collectif des Associations et ONG Féminines du Burundi’ (CAFOB) and the Ministry of National Solidarity, Human Rights and Gender, successfully launched the programme during a workshop. Various stakeholders were present, such as the Minister of Foreign Affairs and Cooperation, UN Agencies, Representative of CSOs, the Executive Secretary of the International Conference of the Great Lakes, the National Assembly, Representative of the African Union in Burundi and Media.

CAFOB, a member of FAS and the focal point in Burundi, is the largest collective of women’s organisations in Burundi’s civil society. Founded in 1994, CAFOB’s primary mission is to reinforce the capacities of its members, in order to support the emergence of women’s leadership and full participation in Burundi.

2. The Steering Committee Set Up:

A Steering Committee was set up during a second mission on the 27th – 28th December 2007 to supervise, monitor and support the development of the National Actions Plan on 1325, in collaboration with FAS. The United Nations Mission in Burundi (ONUB), was extremely impressed by the project and has ensured the full equipping of the Steering Committee Secretariat.
a) Steering Committee Members:

The Steering Committee was formed based on the principles of diversity and representativeness, taking into account the various stakeholders in the areas for action of UNSCR 1325. The Steering Committee members come from the following institutions and organisations:

- Vice-Ministry of Human Rights and Gender
- Ministry of External Relations
- Ministry of Public Security
- Ministry of Agriculture and Livestock
- Vice-Ministry in charge of Planning
- Senate
- National Assembly
- Collective of Women’s Associations and NGOs/Collectif des Associations et ONG Féminines (CAFOB)
- Civil Society Forum/Forum de la Société Civile (FORSC)
- Solidarity of Women Parliamentarians/Solidarité des Femmes Parlementaires (SOFEPA)
- ONUB
- African Union
- UNIFEM
- CIRGL

For the smooth running of the Steering Committee, a Bureau of this Committee was formed. The members of the Bureau have been elected by the participants. The following institutions and organisations were elected to the following posts:

*Presidency:* Vice-Ministry in charge of Human Rights and Gender
*Vice-Presidency:* Solidarité des Femmes Parlementaires (SOFEPA)
*Secretariat:* Collectif des Associations et ONG Féminines du Burundi (CAFOB)

b) Mandate and Operational Framework of the Steering Committee

Based on the FAS project, it was agreed to adopt the following terms of reference to define and circumscribe the work of the Steering Committee:

- Adopt the terms of reference of the Steering Committee and define the practical arrangements for its functioning;
- Elect its Bureau and define its mandate;
- Prepare the work plan and submit it to the Bureau;
- Participate in the practical organisation of the different activities under the project implementation;
- Cover issues relating to parity, to the different human rights of women and girls and their protection, as well as to democratisation, and ensure their regular monitoring;
- Organise regular follow-up meetings as many times as necessary;
- Map all opportunities for placing women at decision-making positions in the different sectors, such as peace, security, justice, development, democratic governance, Parliament, the public and parastatal, regional and sub-regional sectors, and work with all sensibilities and persons of influence, in order to achieve the project objectives;
- Collaborate with Femmes Africa Solidarité and prepare a narrative and financial report in conformity with the role of interface of FAS, its mandate and its accountability to the Government of Finland;
- Sign a Memorandum of Understanding with FAS.
3. The Baseline Study:

a) Study Objectives:

The Baseline Study is an evaluation of the implementation of the 1325 done by FAS in collaboration with the National Steering Committee to serve as the foundation for the elaboration and implementation of the National Action Plan for 1325 in Burundi. The Study does an inventory of the challenges and draws strategies with regards to the implementation of the Resolution 1325 in Burundi.

Indeed, the Study analyses the existing political interventions and coordination mechanisms used to implement the National Action Plan. It monitors and evaluates the executive, legislative and judiciary system dealing with the Resolution 1325 as well.

b) Method:

In order to do the Baseline Study, the following steps have been taken:
- Documentation on the implementation of Resolution 1325 from past studies and activities
- Completion of the data gathered through interviews of people involved in the program implementation process and analysis of the results.

4. The National Action Plan

a) Development Process:

A workshop was held and it was a good opportunity for the participants to highlight the achievements of every country as far as the implementation of 1325 Resolution is concerned and to share about the challenges relating to women’s role in the peace process and security. The participants who discussed on 1325 UN Resolution met several times to validate the findings of the Baseline Study and to identify the main priorities of the action plan.

Following the creation of the NAP, July 5-6, 2010 saw the project host a Workshop on Indicators and Budgets in Burundi. This workshop focused on refining the indicators of the NAP for more robust monitoring of its implementation. The government of Burundi was also appealed to for increased gender sensitive budgeting.

b) Output:

The current National Action Plan in Burundi identifies actions needed to implement the 1325 Resolution. It is divided into 8 objectives, which are subdivided into activities. For example, one of the activities recommended in the National Action Plan is organising national consultations on 1325 Resolution in order to have local implementation and evaluation mechanisms.
DEMOCRATIC REPUBLIC OF CONGO

1. Context of the Program:

FAS arrived in DRC with a rich and fruitful past history in the country. FAS had been actively working in DRC since 2003 to empower women and promote their participation in peace processes through advocacy and capacity building measures. Congolese women have been part of every step of the peace process long before the intercongolese negotiations. Unfortunately, their efforts were not seen due to their lack of a common strategy and a unified effort. This is why FAS began to work on the implementation of Resolution 1325 with the government of the DRC.

With the establishment of women’s networks in Burundi and Rwanda, and the emergence of more favorable security situation in the DRC, FAS has been involved in the development of a women’s platform in the DRC.

The creation of the ‘Cadre Permanent de Concertation de la Femme Congolaise’ (CAFCO) in the DRC, achieved after years of constant struggle against the numerous divisions, including political, ethnic and religious, amongst the Congolese women, groups together fifty women’s organizations under a common agenda for peace. It paved the way for the creation of a sub-regional women’s network within the framework of the International Conference on the Great Lakes (IC/GL).

Capitalizing on the efforts to bring together the Congolese women with the creation of CAFCO, the next challenge was to bring these women’s CSOs together with national gender machineries, the sectorial ministries and the other local stakeholders, from UN agencies to the religious leaders, through a 3-year project on the implementation of National Action Plans on Resolution 1325 in the Great Lakes’ region.

A first preparatory mission took place in Kinshasa, DRC from the 4th to the 8th August, 2007. FAS Executive Director, Ms. Bineta Diop and FAS Programme Officer, Ms. Rosalie Lo, presented the two following projects: “Building Democratic Institutions through Gender Equality in the Democratic Republic of Congo” and “National Action Plan on the Implementation of United Nations Security Council Resolution 1325” in the Democratic Republic of Congo. FAS’ representatives got the opportunity to meet with various actors involved in the project, including UNDP.

FAS organised a second mission in Kinshasa which helped to gather the major Congolese stakeholders and assisted in the establishment of a DRC UNSCR 1325 Steering Committee. The launching of the programme happened on the 18th – 19th February 2008, during a second mission.

Participants to the meeting in Kinshasa, 18th – 19th February 2008
2. The Steering Committee Set Up:

a) Steering Committee Members.

The Steering Committee includes the following actors:

- **15 Government Members:**
  - Minister responsible for Gender, Family and Children
  - Representative of the Ministry of Gender, Family and Children
  - Representative of the Ministry of National Defence
  - Representative of the Ministry of the Interior
  - Representative of the Ministry of Economy and Trade
  - Representative of the Ministry of Justice and Human Rights
  - Representative of the Ministry of Budget
  - Representative of the Ministry of the Plan
  - Representative of the Ministry of Primary and Secondary Education
  - Representative of the Ministry of Higher Education
  - Representative of the Ministry of Scientific Research
  - Representative of the Ministry of Public Health
  - Representative of the Ministry of Finance
  - Representative of the Ministry of Information and Communication
  - Representative of the Ministry of Foreign Affairs

- **5 Parliament Members:**
  - 2 Representatives of the Parliament (National Assembly – Senate)
  - Representative of Parliament’s Gender and Parity Network
  - Representative of the Steering Committee of the “Gender equality in the establishment of democratic institutions”
  - Representative of the platform of women Members of Parliament

- **14 Civil Society members:**
  - 1 CAFCO member
  - 6 Leading NGOs in Resolution 1325, gender and parity
  - 6 Provinces (Bandundu, Bas-Congo, Equateur, Kasaï Oriental, Kasaï Occidental, Province Orientale and Kivu)

- **1 FAS Focal Point** who will ensure the permanent secretariat of the Steering Committee

b) Mandate and Operational Framework of the Steering Committee

The mandate of the Steering Committee covers the following aspects:

- Validation and finalisation of the Terms of Reference;
- Development of a work plan to be submitted to stakeholders for validation;
- Participation in the practical organisation of the trainings and various activities as part of the implementation of the project in partnership with FAS;
• Coverage of the issue related to parity, the various human rights of women and girls, and their protection, democratisation and the monitoring of the context;
• Organisation of follow-up meetings on a monthly basis and as required, according to the evolution of the context;
• Elaboration of the mapping of all opportunities for placing women at decision-level positions in the following areas: peace, security, judiciary and legislative, development, democratic, public and para-public, regional and sub-regional governance, peacekeeping and “fact finding” missions in the region and cooperation with all the sensitivities and influential people for achieving this goal;
• Involvement with all stakeholders in the achievement of the target objectives;
• Report periodically on the implementation of its work plan.

3. The Baseline Study:

   a) Study Objectives:

Data gathered by this Study provides an opportunity to evaluate the implementation of Resolution 1325 from a regional and national perspective.

Results of the Study show a need to:

1- Involve government and nongovernmental actors in the prioritisation and establishment of strategies aimed at implementing the principle of gender equality and gender mainstreaming
2- Promote equity and equality of gender through the promotion of rights at all levels and at all times, especially in conflict, insecurity and post-conflict reconstruction.
3- Prevent sexual violence against women and protect victims from impunity from by their assailters

   b) Method:

The Study was conducted with the design of a questionnaire which was completed by a variety of people working in fields related to the scope of Resolution 1325. This included workers in government, grassroots NGO’s, religious leaders and embassies.

4. The National Action Plan:

   a) Development Process:

With the guidance of the National Steering Committee the DRC has drafted a National Action Plan. This plan was reinforced and elaborated upon in 2010 with the workshop on Indicators and Budgets held in the DRC in September 2010, which harmonized and enhanced the NAP indicators for UNSCR 1325 programming. In DRC, government attendees were appealed to for increased gender sensitive budgeting.

   b) Output:

The DRC has produced a National Action Plan with seven areas of intervention outlined including: participation and presence of women in the peace and security sector; integration of gender considerations in planning, programming and budgeting for peace and security related activities; and promoting and protecting the rights of women and combating gender based violence and HIV & AIDS.
1. Context of the Program:

Since the end of the genocide against the Tutsi in 1994, Rwanda has proven its political will through the inclusion of women in various development aspects including the social and economic reconstruction and reconciliation process. Indeed, the genocide had a considerable impact on the social and cultural status of women facing new challenges and obliged to deal with new responsibilities. This situation drew the attention of the decision-makers and women in particular on the need to work together for the country’s reconstruction and for the survival of most vulnerable households.

As far as the political reforms are concerned, it is important to mention the adoption of strategies encouraging women to participate in all the executive committees and consultative councils at grassroots level and the adoption of the gender policy. Also, major legal reforms that have taken place include the Constitution of June 4th, 2003 which stipulates that all citizens are equal before the law and prohibits any form of discrimination. Moreover, it acknowledges women’s rights to inherit and clarifies the land law; a special law for gender based violence.

In March 2004, in line with FAS’ global objective of capacity building, a mission to the country demonstrated solidarity with Rwandese women and helped them with the peace process.

An increased representation of women at all levels of decision-making in conflict prevention, management and resolution and a gender equity approach in peacekeeping operations, these are, among others, the reasons which guide FAS in the carrying out of the three-year project “National Action Plan on the Implementation of UNSCR 1325”.

A first preparatory mission took place in Kigali, Rwanda, during a two-day Women Parliamentarians International Conference under the theme “Gender, Nation Building and the Role of Parliaments” on the 22-23 February 2007. On this occasion, Ms. Diop had the opportunity to meet with H.E. Gertrude Mongella and H.E. Paul Kagame and to launch the programme on NAP on the Implementation of the UNSCR 1325 in Rwanda.

A follow up mission was done in Kigali from 28th - 30th October 2007 in which Ms. Diop and the Chair of FAS’ Board, Mrs. Marie-Louise Baricako met with various stakeholders, which included, amongst others: the Minister of Foreign Affairs and Cooperation; the Minister in the Prime Minister’s Office in Charge of Gender and Family Promotion; the Representatives of the Women Parliamentarians and of Women Senators; Rwanda Federation of Private Sector; and Pro-Femmes/Twese Hamwe, the most important women’s organization in Rwanda.
2. The Steering Committee Set Up:

   a) Steering Committee Members:

A Steering Committee to supervise, monitor and support the development of the National Action Plan on UNSCR 1325 was established in 2008, in collaboration with FAS, the government authorities and the local Civil Society Organizations. It includes the following institutions and organizations:

- Ministry of Gender and Promotion of Family
- Ministry of Foreign Affairs
- Ministry of Defence
- Ministry of Interior / National Defence
- Ministry of Local Administration
- Ministry of Finance and Economic Plan
- Ministry of East Africa Community
- Ministry of Justice
- Ministry of Education
- Ministry of Health
- Forum of Parliamentarian Rwandan Women
- Pro-Femmes/Twese Hamwe
- National Council of Women
- Collective and League of Associations on the Rights of Persons
- National Commission of Unity and Reconciliation
- National Commission of Human Rights
- Commission of Demobilisation and Reintegration
- Centre of Conflict Management
- UNIFEM
- International Conference of Great Lakes

The Steering Committee is presided by an Office composed as follow:

**Presidency:** Ministry of Gender and Promotion of Family

**First Vice-Presidency:** Ministry of Foreign Affairs

**Second Vice-Presidency:** Ministry of Defence

**Third Vice-Presidency:** Forum of Parliamentarian Rwandan Women

**Secretariat:** Pro-Femmes/Twese Hamwe

   b) Mandate and Operational Framework of the Steering Committee

The Steering Committee, just after its election, set up its guidelines for its mandate:

- Elect its Bureau;
- Supervise and validate the Study on the mapping of the UNSCR 1325/2000;
- Develop and adopt the terms of reference of its mission in relation to the implementation of UNSCR 1325 in Rwanda;
- Define the practical modalities of functioning;
- Oversee the process of developing the National Action Plan;
- Coordinate project activities;
- Establish partnerships with stakeholders in the area of Peace and Security;
- Make the mapping of all the investment opportunities of women to take decision making positions in areas concerning peace, security on national, regional and international plans;
- Develop an advocacy plan to involve women in peace negotiations at regional and international level;
- Establish collaborative and exchange links with the Burundian and DRC Steering Committee.
3. The Baseline Study:

a) Study Objectives:

The Study was made to show the level of understanding of 1325 UN Resolution and its contents as well as its implementation. In general, the Study showed that 66.6% of people who have been interviewed believe that the top politicians, senior officers and top administrative officials have not been sensitized enough on 1325 UN Resolution. Even if Rwanda did not implement explicitly the whole 1325 UN Resolution, many activities have been carried out by the Government and the Civil Society, in line with gender promotion as stipulated by the Resolution.

b) Method:

In order to do the National Study, interviews with resourceful persons have been made: individuals and groups. The aim was to evaluate how they implement 1325 UN Resolution in general, their role in conflict prevention and conflict resolution, how they manage the consequences of the 1994 genocide, how they participate in the peace negotiations in the region and they contribution in the adoption of national laws and policies. Field visits have also been organized.

4. The National Action Plan:

a) Development Process:

The development of the action plan for the implementation of 1325 Resolution in Rwanda has started in November 2008 with a Baseline Study which highlighted the main achievements since 1994. In December 2008, a 2 day workshop was organised A Steering Committee was elected during this workshop. Its role is to do the follow-up of the development and implementation of the 3 year action plan.

The participants who discussed on 1325 UN Resolution and the elected committee did the follow up of the whole action plan development process.

A Regional Consultation Workshop on 1325 was hosted by the Rwandan Government and International Conference of Great Lakes, and financially supported by FAS March 26-27 2010. The focus was on the role of leadership in promoting, accelerating and sustaining gender equality and women’s empowerment, and it reviewed the progress on implementation of the various international and regional instruments pertaining to gender equality and women’s rights.

In July 2010, the workshop on Indicators and Budgets yielded many outcomes, including a harmonization and enhancement of indicators for UNSCR 1325 programming.

b) Output:

The NAP is subdivided into five priority components. Amongst these, the first priority relates to the prevention of violence and conflicts. There are four activities namely the dissemination of national and international laws dealing with women’s rights, the revision of discriminatory laws in the Rwandan legislation, the identification of discriminatory practices and the adoption of strategies to address these challenges, the follow-up of the process leading to the ratification of the international laws and conventions and the adoption of Rwandan laws. The protection of women’s rights and to take into account the special needs of women is part of the second component. Activities relating to the training of peace keeping and security forces on humanitarian international law, the fight against gender based violence are planned.
ADVOCACY

The Commission on the Status of Women (CSW) meetings provided the Representatives of the three countries, both from the government and the civil society women's organizations, with the opportunity to build alliances, gain support from other women’s groups abroad and to strengthen their bargaining power through an different initiatives of African women’s peace movement to share lessons open and efficient participatory approach. It was the occasion also to establish alliances with UN agencies and other international organizations who share women’s values.

Intense advocacy and lobbying was carried out to generate the required political will to ensure that the desired change takes place. Furthermore, through the membership of FAS to the NGO Working Group on Women, Peace and Security in New York, African women have benefited from Arria Formula meetings of the UNSC to denounce States who do not punish women’s rights violations and sex crimes.

During the 51st and 52nd Sessions of the Commission on the Status of Women (CSW), respectively in March 2007 and February 2008, FAS organised 1 panel each year on the implementation of a NAP on UNSCR 1325. National focal points and representatives of grassroots roots women’s groups were given a space to present their achievements and to assess progress made in their specific countries. Moreover the outcomes of the specific panels were brought to the attention of the Ministries attending the CSW during the Ministries Meeting thus increasing the lobying power of the women of the Great Lakes region.

Consultative Meetings on Gender Mainstreaming have been organized at the margins of the AU Summits in Addis Ababa, January 2007; Accra, June 2007; Addis Ababa, January 2008; Sharm el Sheik, June 2008; Addis Ababa, January 2009; Tripoli, June 2009; Addis Ababa, January 2010; Kampala, June 2010; and Addis Ababa January 2011.

During several Consultative Meetings specific workshops were on the implementation of UNSCR 1325 were carried out under the Finland grant and the elaboration of NAP, with participants coming from each of the three countries, both from the governmental institutions and civil society. The Consultative Meetings have enhanced the advocacy capacity of women’s groups and organizations within regional structures for monitoring the implementation of UNSCR 1325 by providing a space for dialogue and debate on advocacy, monitoring and evaluation mechanisms of the international tools for women's rights. Moreover, it has provided opportunities for sharing the experiences of the learned and best practices with women and stakeholders from the three countries.
In 2010, Ms. Bineta Diop was nominated as the co-chair, alongside H.E. Mary Robinson, former President of Ireland, of The Civil Society Advisory Group to the UN on Women, Peace, and Security (CSAG). CSAG advises the High-Level Steering Committee, comprising the heads of UN agencies and entities, to encourage the UN to coordinate implementation of UNSCR 1325 across the UN and Member States. It also advocates for the full participation of women’s groups and civil society in the implementation of the women, peace and security agenda. Ms. Diop was able to participate as a member of civil society during the UN Security Council Retreat from September 3-6, 2010. This was momentous, as it was the first time civil society was invited to the retreat, and she was granted time to address those participating.

Many activities on UNSCR 1325 took place in 2010, including the UN Open Days on Women, Peace and Security. This UNIFEM coordinated consultation with civil society took place in 27 conflict-affected areas and focused on improving the implementation of UNSCR 1325. The culmination of this initiative was the Global Open Day, which showcased the results of all the consultations. Also, FAS and WILPF organized a panel on the ‘prevention’ dimension of UNSCR 1325. This contributed to Early Warning Mechanism discussions and to the UNSCR 1325 10th Anniversary debates in October 2010.

During the Ministerial-level Open Debate on Women, Peace and Security on the tenth anniversary of UNSCR 1325, which took place on October 26, the Security Council endorsed a set of indicators to measure progress in filling urgent gaps in the protection and empowerment of women.

On this occasion, the USA Secretary of State, Hillary Clinton, thanked high ranking UN and Government officials for their work in this area, as well as the civil society with special reference to FAS Executive Director’s commitment, Ms. Bineta Diop.

And finally, I would like to honor our colleagues in civil society, many of whom are on the frontlines - literally on the battle lines - in the fight for gender equality in conflict zones around the world. Thanks in particular to Bineta Diop and Mary Robinson, co-chairs of the UN Civil Society Advisory Group for Women, Peace and Security, who have been tireless advocates for peace and for women’s inclusion.

Hillary Clinton
USA Secretary of State
CAPACITY BUILDING

Targeted capacity building activities have been carried out at the margins of major events where FAS participated. During the AU Pre-Summit in Accra, June 2007, a full-day training on UNSCR 1325 was organized aiming to contribute to a better understanding of gender and human rights, to strengthen the common platform for peace, to mainstream the participants agendas and to develop strong partnerships on women’s rights at the national level.

A specific session on UNSCR 1325 was also carried out in collaboration with the NGO Working Group on Women, Peace and Security (NGOWG), during the 51st CSW in New York in March 2007. The NGOWG was formed in May 2000 to advocate for a United Nations Security Council Resolution on women, peace and security. Following the unanimous adoption of UNSCR 1325 in October 2000, the group began the work of pressing for its full implementation. The NGOWG share the same belief of FAS: a peaceful future depends on the full participation of women in all decision making to prevent violent conflict and to protect women and girls.

Furthermore during the AU Pre-Summits, all members of the Gender is my Agenda Campaign constantly undergo an insightful exchange of Best practices and lessons learnt to better calibrate the efforts to push forward the women’s agenda.

In addition, in December 2008, a workshop on gender issues has been done with members of the Parliament of DRC in order to reinforce their building and advocacy capacities. The following issues were treated: leadership, advocacy and networking development on gender issues. Another workshop was held on leadership in DRC.

In 2010, Indicators and Budgets workshops were held in all three programming countries. Most participants had little initial understanding of indicators and their use with regards to NAP. The participants were trained on how to develop strong indicators for monitoring and evaluation, and the workshops succeeded in advancing the understanding of the participants. The training also contributed to a harmonization of indicators between the countries and with international standards, so as to facilitate regional approaches and cross-border cooperation on the implementation of UNSCR 1325.
IMPORTANCE OF LAUNCHING THE NAPS

In 2008, the NAP project in Burundi, Rwanda and the Democratic Republic of Congo was successfully adopted. Steering Committees have been established and have drafted NAPs to be developed in each of the three countries in the Great Lakes Region.

The Launching of the NAP represents the final stage of the project at the national level, preceded by a series of activities.

First of all, it is necessary to document and conduct research on the lessons learnt with the women’s movements for peace, for the development and implementation of NAPs. In particular, the conduct of this activity will be based on the integration into the process of elaboration and implementation of the NAP on UNSCR 1325 of:

- The experiences of African women in the development and implementation of regional and international instruments on gender;
- The results of the evaluation Study of the ten years of the movement of African women for peace, as well as the Baseline Study;
- The creation of a data base on women leaders who can participate in the peacekeeping and advocacy missions at international and regional levels and who can accomplish missions as special envoys of the UN Secretary General and the AU.

The organization of a national consultative meeting on the development and the implementation of a NAP on UNSCR 1325 is also necessary to integrate the needs and interests of all stakeholders, including women at the grassroots (Government, Civil Society, traditional authorities, Leaders of religious denominations, Scientists, etc.). The goal is to create a sense of collective ownership and respect of the roles and responsibilities of all in a participatory and holistic dynamic.

Sensitization and education of those with the power is another relevant action with the purpose to arouse political will. It is also necessary to constitute a critical mass of support to the implementation of the mandate of UNSCR 1325 in order to promote the ownership of this instrument by all populations at the grassroots in general, and by women in particular. The Project used mass media (community radios, etc) and the group media (sketches, etc) to achieve this.

Following these activities, the public Launching of NAP serves to strengthen advocacy at the grassroots level, create support groups, sensitize, and build the political will in view of a large adhesion and accountability from bottom to top.

The 1st Regional Consultation, held in Bujumbura, Burundi 13-14 August 2009, allowed the three countries to come together to discuss the development and implementation of the NAPs and to give them the opportunity to share knowledge and experiences on common issues.

Indeed the second Regional Consultation, in February 2011, in Kinshasa DRC, will further enhance regional relationships between the governments and civil society, and will work towards to the adoption of a concrete Regional Action Plan, to be implemented by a Regional Steering Committee with representatives from each of the three countries.
INSTITUTIONAL ACTIVITIES

The program's full implementation is guaranteed by the efficient coordination among the three FAS offices across three different continents: the International Secretariat in Geneva, the Liaison Office in New York and the Regional Office in Dakar.

The coordination of key events such as the CSW in NY and the AU pre-summits greatly contributed to the successful advocacy for the Great lakes region as well as strengthening the ties between the different stakeholders involved.

Furthermore, FAS actively contributed to awareness-raising activities by developing, publishing and disseminating a wide range of information through a comprehensive communication package, including brochures on the project “Launch of the UNSCR 1325 Implementation Project in DRC” and on “Launch of the UNSCR 1325 Implementation Project in Burundi”, theatrical plays, documentaries, website updates and extensive media coverage.

FAS has mobilized many different actors to ensure the success of the project. FAS extensively collaborated with civil society organizations such as CAFOB (Burundi), CAFCO (DRC) and Pro-Femmes/Twese Hamwe (Rwanda), with the governments of Burundi, DRC and Rwanda. FAS pursues a fruitful partnership with UN agencies based in the field, the United Nations Economic Commission for Africa (UNECA), the African Union, the New York NGO Working Group on Women, Peace and Security and the Geneva Working Group on Peace.

The institutional activities have also benefited the target countries as many consultants have been specifically selected on the basis of their nationality and local experts have been preferred in line with the capacity building spirit of FAS.

In order to see a sustainable implementation of National Action Plans on UNSCR 1325 in the three countries, many activities are essential, including: reporting to UN agencies; networking; high level advocacy; highlighting best practices and lessons learnt through Consultative Meetings on Gender Mainstreaming in the AU; and awareness raising and education.

FAS continues to support the process by involving the National Steering Committees in regional and international activities, where much learning and knowledge sharing takes place.

17th GIMAC Pre-Summit Consultative Meeting, Addis Ababa, Jan. 2011
THE REGIONAL PERSPECTIVE

The regional approach of this project has contributed to the enhancement of the relationship among the 3 governments and CSOs from these countries. These relationships are critical, as they will further contribute to peace, security and development in the region.

FAS’ objective of building a sub-regional women’s network in the Great Lakes was reinforced over the years by supporting the involvement of women from Burundi, Rwanda and the DRC, establishing parameters for the participation of women in the activities of the IC/GL and reinforcing the role of women from the Great Lakes region in all peace building initiatives and liaising with women from the region.

1. 1st Regional Consultation on the Implementation of UNSCR 1325 in Rwanda, Burundi and DRC

In August 2009, a regional consultation on strengthening the national action plans for resolution 1325 was held in Bujumbura, Burundi. The consultation was graced by the presence of his Excellency the First Vice President of the Republic of Burundi, Mr. Yves Sahinguvu, and brought together representatives of Rwanda, DRC, and Burundi, as well as representatives of UN agencies such as Ms. Rachel Mayanja.

The consultation was organized by the International Conference on the Great Lakes Region, the Ministries in charge of gender, and networks of women parliamentarians, in collaboration with women's networks of civil society in the three countries, with support from FAS and the Finnish Government.

The three National Action Plans were presented by the representatives of the national steering committees of the three countries. Their presentations identified the main areas of interventions, the activities for each axis, as well as the challenges, including the problem of coordination and harmonization of the implementation of the National Action Plans. The National Action Plans have also mentioned the lack of actions relating to the prevention of cross-border conflicts.

During the Consultation, a regional consultant presented the Regional Study which takes into consideration the different cross cutting issues. The need for a Regional Action Plan, despite the three National Action Plans, was explained and emphasis was placed on the fact that both intra-state and inter-state conflicts significantly affect the population of the sub-region, which is mostly women. Activities related to these aims need to be integrated into joint programs and projects of the three countries in order to harmonize the policies and promote cooperation in the implementation of the UNSCR 1325.
2. Declaration of Bujumbura

Despite the fact that the adoption of the Regional Action Plan was delayed, the participants to the Regional Consultation adopted the Bujumbura Declaration, which mentions among others, the importance to identify common actions needed, as well as the appropriate ways to achieve these actions, with the help of CEPGL on the regional level, and CIRGL on the sub-regional level.

3. 2nd Regional Consultation, Kinshasa DRC, February 14-15, 2011

The organization of 2nd Regional Consultation is in line with the project’s design to adopt a regional perspective. Indeed, the three countries share common borders, similar historical experiences in conflict management, and have joined inter-state organizations at the regional integration level. Above all, the experiences of women in war situations have been similar.

The Objective of the Consultation is to contribute to the consolidation and harmonization of an integrated regional approach amongst the three countries in the implementation of Resolution 1325 through the integration of women in conflict prevention, peace processes, post-conflict reconstruction and development in the Great Lakes Region.
THE WAY FORWARD

The upcoming 2nd Regional Consultation will discuss and strategize on the future sustainability of the program and partnership.

As the program draws to an end, it will be important to have all three NAPs launched by the respective governments, particularly now that training on indicators has taken place and the implementing partners and stakeholders have taken ownership of the tools for monitoring the implementation of UNSCR 1325. FAS must provide continuous support and capacity building towards the implementation of the NAP in all three countries, including with regards to the allocation of adequate resources.

The establishment of a Regional Steering Committee and the adoption of a Regional Action Plan are also crucial elements in the sustainability of the project and peace in the Great Lake Region.

Finally, focus must be placed on sharing experiences, best practices and lessons learned through the documentation and dissemination of this program of the Great Lakes.
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