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First ECOWAS Regional Women, Peace and Security Report:

BASELINE ASSESSMENT REPORT ON THE STATUS OF THE WPS AGENDA IN WEST AFRICA

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FIRST ECOWAS women peace and security report 2022: a baseline assessment of the status of the implementation of the National action plans on women, peace and security in West Africa using the Africa Union's continental results framework (CRF)

ECOWAS Commission
1.Women and peace—West Africa
2.Women and human security—West Africa
3.Women and the security sector—West Africa

I. ECOWAS Commission

JZ5578.2.W516 F527	2024	327.172082
ISBN: 978-978-61011-0-1	(pbk)	AACR2

Acknowledgement

The Baseline Assessment of the Status of the Implementation of National Action Plans (NAP) on Women, Peace and Security (WPS) in West Africa using the Continental Results Framework (CRF) developed by the African Union was prepared through the collaborative effort of the Economic Community of West African States (ECOWAS) and West African Network for Peacebuilding (WANEP) with counterpart funding from the European Union support to ECOWAS Regional Peace, Security and Stability Mandate Programme (EU-PSS) and EU/BMZ funded Support to ECOWAS Peace and Security Architecture and Operations (EPSAO) Project implemented by GIZ. This is done under the supervision of Prof. Fatou Sow Sarr, Commissioner, Human Development and Social Affairs whose leadership role and support culminated in the finalization and publication of this Baseline Assessment Report.

ECOWAS Commission expresses its appreciation to all its Partners, for their financial and technical support and to all Stakeholders from ECOWAS Member States, Regional Experts Women's Networks and CSOs for their support in data collection, analysis and preparation of the status report on the implementation of the National Action Plans.

Finalizing this baseline assessment is a laudable feat and special recognition and appreciation goes to the following.

ECOWAS Commission
Dr Sintiki Tarfa UGBE, Director, Humanitarian & Social Affairs
Mr Dieudonne NIKIEMA, Manager, ECOWAS Peace Fund
Gloria Ugwunze, Program Officer, ECOWAS Peace Fund
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Publication Team
Veeqthor Designs and Prints

Appreciation is extended to the National level experts in the 15 member states that responded to questions during the country level interviews and filled in the questionnaires and to the participants at the final validation meeting that held in Lagos Nigeria from 15 – 17 November 2021 (List of experts attached as annex). Your active participation and laudable contributions in finalizing this process provided information on the progress made thus far, challenges in developing and implementing NAPs and proffers recommendations on strengthening commitment and accountability in the implementation of the WPS agenda in West Africa thereby setting the stage for operationalizing the CRF tool in West Africa.

Foreword

In West Africa, the commitments to the Women, Peace, and Security agenda were spurred by myriad of factors including the proliferation of violent conflicts, violent extremism, communal conflict, electoral violence and other threats to security and stability that have impacted women and girls in the region disproportionately. Over the years, the ECOWAS Commission in partnership with various stakeholders implemented processes to track the progress of the implementation of the resolution in West Africa.

Findings from the processes at different levels indicated significant progress and positive outcomes such as increase in the number of women recruited into security forces/services; minimal increase in women's inclusion in peace processes; enactment of legislation on gender equality and protection of women; strengthened institutional mechanisms to combat gender-based violence; and the availability of strong organizations and experts working on the WPS agenda. It also revealed among other things, the gap and challenges with monitoring and reporting the progress in the implementation of the NAPs, attributable to the weak monitoring and evaluation capacities of member states and the dearth of structured and coordinated data gathering, analysis and reporting mechanisms.

This gap was also identified by the Office of the Special Envoy of the AU Chairperson on Women, Peace, and Security and was part of the rationale that led to the commencement of an inclusive consultative process to develop a framework to address the gaps in monitoring and reporting the progress of the implementation of the WPS agenda in the continent leading to the development of the continental results framework.

With the mandate to operationalize the CRF in West Africa, the ECOWAS Commission partnered with WANEP to conduct this baseline assessment aimed at identifying the status of the implementation of the WPS agenda in member states using the CRF tool. This assessment report therefore establishes a baseline of the status of implementation of the WPS agenda in ECOWAS Member States using the Continental Results Framework indicators and to promote ease and provide accurate data for monitoring and reporting. The essence of the baseline assessment, therefore, is to highlight.

a. The existence and status of the implementation of the United Nations Security Council Resolution (UNSCR) 1325 National Action Plans on Women Peace and Security Agenda in Member States.

b. The key gender policies and structures that support the implementation of the Action plans in Member States.
c. The achievements in the development and implementation of National Action Plans
d. Key challenges in the implementation of National Action Plans
e. Provide recommendations to develop key messages to advocate enhanced commitments and accountability in the implementation of the WPS agenda in the ECOWAS region.
f. Monitoring and reporting on National Action Plan of Member States using the Continental Results Framework (CRF)

Whilst this assessment and the leadership role of ECOWAS is imperative to the success of monitoring and reporting of National Action Plans on Women Peace and Security in West Africa, the ECOWAS Commission enjoins all stakeholders across the different peacebuilding thematic to make effective use of this report, to guide in identifying priority areas of support and in designing initiatives for the region.

Prof. Fatou Sow Sarr
Commissioner, Human Development & Social Affairs

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Abbreviations & Acronyms

AU	African Union Commission
AUOSE	African Union Office of Special Envoy
CRF	Continental Resource Framework
CSOs	Civil Society Organizations
ECOWAS	Economic Community of West African States
EPSAO	ECOWAS Peace and Security Architecture and Operations
EU-PSS	European Union Peace Security & Stability
FGD	Focus Group Discussion
IDI	In-depth Interview
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit GmbH
KAIPTC	Kofi Annan International Peacekeeping Training Center
KII	Key Informant Interview
MDAs	Ministries, Departments and Agencies of Government
MOGCSP	Ministry of Gender, Children and Special Protection
NAPs	National Action Plans
NCCE	National Commission for Civic Education
NGO	Non-Governmental Organization
NNC	National Network Coordinator
NPC	National Peace Council
NWM	National Women's Machineries
OSE	Office of the Special Envoy
RECs	Regional Economic Commissions
SGBV	Sexual and Gender-Based Violence
UNOWAS	United Nations Office for West Africa and the Sahel
UNSCR	United Nations Security Council Resolution
WANEP	West Africa Network for Peacebuilding
WPS	Women Peace and Security

Executive Summary

The United Nations Security Council Resolution 1325 (UNSCR 1325) adopted on the 31st of October 2000, was a landmark event and cornerstone of the current global Women Peace and Security (WPS) Agenda. The resolution is the first global recognition of the disproportionate impact of violent conflict on women and girls and the need to protect them. It emphasizes the under-representation of women in formal peace processes despite the value their participation could add to the process and the importance of gender perspectives in peace and security architecture and processes. In West Africa, the resolve, and commitments to the WPS agenda are spurred by myriad factors including the proliferation of violent conflicts, extremism and other threats to security and stability that have impacted women and girls in the region. As a part of the strategy to respond to these threats and promote the WPS agenda, ECOWAS Commission collaborates with the West Africa Network for Peacebuilding (WANEP) to carry out a periodic assessment of the progress in actualizing the WPS Agenda in the member states of ECOWAS. Surveys were conducted in 2010, 2013 and 2015 to document progress in the development and implementation of the National Action Plan (NAP) on WPS in the member states. These surveys however also revealed among other things, the gap and challenges with monitoring and reporting the progress of the implementation of the NAPs, attributable to the weak monitoring and evaluation capacities of member states and the dearth of structured and coordinated monitoring and reporting mechanisms. Thus, the 2017 adoption of the African Union (AU) Continental Results Framework (CRF) on monitoring and reporting on the implementation of the WPS agenda gave ECOWAS the mandate to drive the operationalization of the CRF in West Africa and provided the framework to address the challenge of monitoring and reporting the progress in the implementation of the WPS agenda in the region.

In 2018, ECOWAS partnered WANEP to conduct a Baseline Assessment of the status of the implementation of the WPS agenda in West Africa using the CRF tool. The assessment aims to document the existence and status of the implementation of the National Action Plans on WPS, the key policies and structures that support the implementation of the action plans in the member states. The study is to, as well, document the achievements, challenges,

gaps, and opportunities to strengthen the implementation of the NAP and the monitoring and reporting on NAPs using the CRF tool. This report captures the key findings of the assessment in the 15 ECOWAS member states, the challenges reported in the process of the development and implementation of the NAP and proffers recommendations to key actors on strengthening commitments and accountability in the implementation of the WPS agenda in West Africa.

Summary of Key Findings

The survey showed progress in the implementation of the WPS agenda in West Africa and as well recorded some gaps and challenges. Below are some of the key findings of the survey:

I. ECOWAS and its member states have demonstrated compliance to global standards in domesticating UNSCR 1325 and the WPS agenda through the development of regional and national action plans on the WPS agenda. The survey revealed that 14 of the 15 ECOWAS member states have developed NAPs to promote the WPS agenda at the national level, while ECOWAS' first Regional Action Plan was adopted in 2010. About 60% of the member states have completed the implementation of the first NAP and have developed or commenced the process of developing the second-generation NAP while a member state had a third generation NAP. However, the implementation of NAP by Member states is weak, with limited accountability to the WPS Agenda.

II. While the security institutions in ECOWAS member states are still male-dominated and male-led, however, good practices on integrating gender perspectives in the security institutions, in terms of the adoption of Gender Policy and other policies on SGBV, Sexual Harassment, Sexual Exploitation and Abuse; and the creation of Gender Units/Desks with designated Gender officers in the Armed Forces and other security institutions, were reported in most of the member states surveyed.

III. Member states have legal and policy frameworks that protect the rights of women, including protection from sexual and gender-based violence (SGBV) in peace and conflict context, and mechanisms for implementing the laws and policies.

IV. There is slow progress in achieving equal participation and leadership of women in national mechanisms and infrastructures for peacebuilding like the Truth, Reconciliation and Justice Commissions; Peace and Social Cohesion Commissions; Alternative Justice Institutions; and in negotiation and mediation processes either as participants or technical experts supporting these processes. Women account for less than 10 per cent of decision-making positions in oversight structures for peacebuilding in the member states.

V. The Gender/Women Ministry exists in all the member states to drive the implementation of NAP on the WPS agenda. However, the Ministry's technical expertise to drive the WPS agenda is low, and personnel has limited technical skills to coordinate data gathering on the WPS indicators, to monitor and develop report on the implementation of the NAP. Also, coordination and collaboration among governments – ministries, agencies, and departments (MDAs), regional organisations, development partners and CSOs necessary for effective implementation and reporting on the WPS agenda is weak. Less than 10% of the NAPs developed in the region have allocated government budgets for implementation, leaving the responsibility of implementation, monitoring, and reporting on the WPS agenda to CSOs and development partners with negative implications for the sustainability and progress of the WPS agenda.

VI. NAPs in the ECOWAS region were developed with monitoring and reporting activities included, the survey however showed very low monitoring and reporting of the NAPs took place in the member states to effectively track the implementation of the NAPs or document the milestones recorded. The AU's CRF tool is not popular, nor has it been used by any member state for monitoring and reporting the implementation of NAP, except for Senegal, which used the CRF tool to develop a WPS report in 2020.

VII. 50% of the ECOWAS member states had or currently have initiatives aimed at operationalizing the CFR tool at the country level. These engagements were either initiated by the AU and its partners directly or by CSOs working in collaboration with relevant ECOWAS Directorates. However, the member states are largely unaware of the role of ECOWAS in operationalizing the CRF tool and about any reporting obligations to ECOWAS on NAP implementation, and do not submit periodic WPS reports to ECOWAS.

Recommendations

The analysis of these findings showed the gaps and challenges in the implementation of the NAPs towards achieving the WPS agenda in the region. Recommended actions, strategies, and initiatives to address the challenges and gaps were deduced from the survey. The ***recommendations*** are for the:

I. **Member States: The member state** that is yet to develop a NAP on WPS be take a cue the 14 states that have developed a NAP and embarked on the process of developing and launching one. Member states with NAP that have been developed for longer than four years should invest in evaluating the progress recorded and review NAP using a multi-sectoral approach to accommodate the current realities of the country as it relates to WPS agenda. The 15 Member states should allocate statutory budget to the different MDAs implementing the NAP and support regular monitoring and reporting process. Laws, policies, mechanisms, and programmes that promote women's meaningful participation and leadership in decision-making positions in all peace and security processes, and on the protection of women and girls from SGBV including in conflict context should be developed and passed where it does not exist and be better enforced in the member states where they exist.

II. **ECOWAS Commission:** The ECOWAS Commission should liaise with the AU's Office of Special Envoy on WPS and learn from AU's experience working with other RECs to contextualise and lead the operationalization of the CFR tool in West Africa. ECOWAS should address the lack of reporting obligation of its member states to the Commission by setting up a mechanism for annual or biennial reporting on the progress in the implementation of the WPS Agenda using the CRF tool. Working with the Gender/Women Ministries of the member states ECOWAS should develop regional short-to-medium term regional priorities to accelerate the implementation of the WPS agenda. ECOWAS should also create and contribute to a WPS Knowledge Hub, a go-to hub for up-to-date information and resources on the WPS Agenda in the region. Resources including the periodic national and regional reports on the status of the WPS agenda using the CRF tool should be available in this hub. ECOWAS

should also actively lead resources mobilization to enhance member states' capacity to accelerate the implementation, monitoring, and reporting the progress on the WPS agenda using the CRF tool. ECOWAS should also consider setting up a Regional Steering Group to support the acceleration of the implementation on NAP in member states and the Regional Actional Plan.

III. **WANEP and other CSOs:** CSOs should strengthen partnerships for the implementation of the WPS agenda at the national, and sub-national levels, in providing technical support to the Gender/Women Ministries in data collection, monitoring and reporting as well as resource mobilization for the WPS agenda. CSOs should partner with ECOWAS to support member states to operationalize the CRF in the region.

Conclusion

The survey found that 93% of ECOWAS member states have domesticated the UNSCR 1325 with the development of the National Action Plan on WPS and have recorded some progress in the implementation of the NAP. However, some gaps and challenges exist that are impeding the effective implementation of the WPS agenda in the region and the expected level of accountability to the WPS agenda. The recommendations have been tailored to address these gaps and challenges and accelerate the implementation of the WPS agenda. However, this survey did not utilize all the indicators of the CRF for the assessment. The Relief and Recovery pillar was not covered by this survey, women's participation in decision-making positions in security institutions, in political and civil service, in foreign service related to peace and security and in elective and nominative positions in political structures and offices were also not assessed in the member states. It will be important for ECOWAS to consider using the CRF tool to develop a holistic report covering all the pillars of the WPS agenda, the pillars, and indicators of the CRF tool, as well as assess the implementation of the WPS agenda within the ECOWAS Commission in line with the provision of the CRF.

Introduction/Background to the Study

The adoption of the United Nations Security Council Resolution 1325 (UNSCR 1325) on the 31st of October 2000, was a landmark event setting the global Women, Peace and Security (WPS) Agenda. The resolution is the first normative framework that recognises the disproportionate impact of violent conflict on women and girls and the need to protect them; the under-representation of women in formal peace processes and the value-add of their participation; and the importance of mainstreaming gender perspectives in peace and security architecture and processes. The adoption of this resolution was a result of several decades of systematic and coordinated advocacy by women's groups and organisations to enhance women's meaningful participation in peace and security processes. Since 2000, the United Nations Security Council has adopted additional nine Resolutions on different thematic WPS issues including addressing sexual violence in conflict. The nine resolutions have strengthened the cornerstone, Resolution 1325 and provided a robust normative and legal framework for the WPS agenda globally. In West Africa, the resolve, and commitments to the WPS agenda were spurred by myriad factors including the proliferation of violent conflicts, extremism, violent communal conflict, electoral violence and other threats to security and stability that have impacted women and girls in the region.

In 2010, ten years after the adoption of UNSCR 1325, ECOWAS and WANEP jointly conducted a baseline survey to track the progress of the implementation of the resolution in West Africa. Findings from the survey revealed gaps and pressure points in the implementation of the resolution due to the lack of a National Action Plan to guide implementation in the member states. This led to the development of the Guideline for the Development of the NAPs in West Africa by ECOWAS and WANEP. Further surveys were conducted in 2013 and 2015 by the two institutions to ascertain progress in the development of the NAPs and how member states are utilizing the NAPs for the implementation of UNSCR 1325. The 2015 survey indicated significant progress and positive outcomes such as the increased number of women (recruited) into the security forces/services; increased women's inclusion in peace processes; enactment of new legislation on gender equality and protection of women; strengthened institutional mechanisms to combat gender-based violence; and the availability of strong organisations and experts working on the WPS agenda. The surveys however also revealed among other things, the gap and challenges with monitoring and reporting the progress of the implementation of the NAPs effectively, attributable to the weak monitoring and evaluation capacities of member states and the dearth of structured and coordinated data gathering, analysis and reporting mechanisms.

The High-Level Review and Global Study on the Implementation of UNSCR 1325 in 2015, led to the adoption of UNSCR 2242 by the UN Security Council. Amongst other things, Resolution 2242 welcomes efforts of UN Member States in the implementation of Resolution 1325 through the development of National Action Plans and calls for further integration of the WPS agenda into strategic plans and frameworks in member states. The document recognises the effort of regional organizations (RECs) in the implementation of UNSCR 1325 through the adoption of regional frameworks and action plans and encourages further pursuit of UNSCR 1325 implementation by regional bodies. This identification and promotion of efforts of RECs highlight their critical role in driving the WPS agenda and in furthering the progress regarding the implementation of NAPs in the member states.

At the continental level, the Office of the Special Envoy of the AU Chairperson on Women, Peace and Security in December 2014 commenced an inclusive consultative process to develop a framework to address the gaps in monitoring and reporting the progress of the implementation of the WPS agenda in the continent. The four-year process had both the ECOWAS Commission and CSOs like WANEP providing technical inputs and coordination support for the consultative processes in West Africa. This process culminated in the development of the ***Continental Results Framework (CRF) on Monitoring and Reporting on the Implementation of the Women, Peace and Security Agenda in Africa (2018-2028)***. The CRF was adopted by the AU's Peace and Security Council at its 772nd meeting on May 16, 2018.

Africa continent has the highest number of National Action Plans on the UNSCR 1325 and related resolutions, accounting for at least 32% of the NAPs globally. Four regional blocs including the ECOWAS have developed a Regional Action Plan (RAPs). 14 of the 15 member states of ECOWAS have made the ECOWAS region the region with the highest number of NAP globally. These placed Africa in the lead globally with the highest number of regional and national frameworks for implementing the WPS Agenda. However, implementation continues to fall well below the levels required to bring about real transformation for gender equality and women's empowerment. Against this backdrop, the Africa Union formulated the CRF to monitor implementation by the AU Member States and other relevant stakeholders of the various instruments and commitments on WPS in Africa. The CRF by the AU Commission is thus a significant step towards closing the gap between WPS NAP and implementation. It demonstrates the AU Commission's deep commitment to gender equality and women's empowerment in peace and security in Africa.

With the mandate to operationalize the CRF in West Africa, ECOWAS took the initiative to assess the status of implementation, and the existing framework for the monitoring and reporting on the National Action Plan using the CRF tool. ECOWAS partnered with WANEP in 2018 to conduct this baseline assessment with the aim to identify the status of the implementation of the WPS agenda in the member states using the CRF tool in preparation for the 20th Anniversary of the UNSCR 1325. The assessment aims to identify the status of the implementation of the WPS agenda in the member states as of 2021, document the existence of the National Action Plans on WPS and the key policies and structures that support the implementation of the action plans in the member states; find out the achievements, challenges, gaps, and opportunities to strengthen the implementation, monitoring and reporting on NAPs using the CRF tool. The proposed output is a survey report that documents the baseline for future regular and systemic monitoring and reporting on the implementation of NAPs in the region and as well develop key messages to advocate for improved accountability in the implementation of the WPS agenda in the ECOWAS region.

A consultant was engaged to work closely with the WANEP National Network Secretariats across the 15 ECOWAS Member states and the Regional Secretariat in Accra, Ghana to gather information and data using questionnaires administered in English and French to stakeholders in the 15 ECOWAS Member states. In addition, with the support of the WANEP National Network Secretariats, Focus Group Discussions (FGDs) and interviews were conducted in the member states with stakeholders from the national women's machinery (NWMs) working on WPS, CSOs including organizations and platforms working on the Women, Peace and Security (WPS) agenda.

The process of developing the assessment report was interrupted leading to the delay in finalising the report. ECOWAS, in partnership with EU and GIZ, supported project; ECOWAS Peace and Security Architecture and Operations (EPSAO) and the ECOWAS-EU PSS project in 2021 recommenced the process of finalising the assessment report. A consultant was engaged to use data generated from in-depth interviews and Experts' Meetings with gender experts from the ECOWAS member states to update and finalise the draft report to publish as a resource material on the status of the WPS agenda in West Africa. This report captures the key findings of the assessment in the 15 ECOWAS member states, the challenges reported in the process of the development and implementation of the NAP and proffers recommendations to key actors on strengthening commitments and accountability in the implementation of the WPS agenda in West Africa.

Aim and Scope of the Study

The overall aim of the study was to collate data for the Baseline assessment and evaluation of the status of implementation of UNSCR 1325 NAPs in West Africa using the CRF. The study covered 15 ECOWAS member states, namely Benin, Burkina Faso, Cape Verde, Cote d'Ivoire, The Gambia, Ghana, Guinea Bissau, Guinea, Liberia, Mali, Niger, Nigeria, Senegal, Sierra Leone and Togo, ECOWAS Gender Directorate, Department of Political Affairs, Peace and Security, and Civil Society Organisations.

The research addressed questions relating to key achievements and existing gaps in the implementation of UNSCR 1325 National Action Plans (NAPs) in West Africa; identified key laws, policies, mechanisms, and structures relevant to Women Peace and Security (WPS) planning, implementation, monitoring and reporting, key outcomes of the implementation of the NAPs, and the challenges faced by each of the ECOWAS Member states. The Gender/Women Ministry led in coordinating data collection with WANEP, facilitating logistics and other arrangements. The outcome of the study is expected to enable the development of a Plan for the support of ECOWAS Member states with regards to specific challenges faced in the review and/or development, implementation, monitoring and reporting on the WPS agenda Ultimately, definite key actions were proposed based on specific identified challenges, and key actors for the implementation indicated. The entire process is to establish a baseline of the status of the WPS agenda in the member states using the CRF indicators, to promote ease and provide accurate data for subsequent monitoring and reporting using the CRF tool.

Study Design, Approach and Methodology

The study is an exploratory, descriptive, and explanatory research that sought to do an in-depth analysis with cross-sectional elements. In this quest, a mixed method combining both quantitative and qualitative methods was used to address the research questions. For the qualitative approach, the research made use of Key Informant Interviews (KIIs), in-depth interviews (IDIs) and Focus Group Discussions (FGDs). The FGDs employed a checklist and other participatory methods to gather data from different stakeholders in government ministries and CSOs working to promote the WPS agenda.

On the quantitative front, the Continental Results Framework (CRF) was the principal

resource for enhancing the questionnaire, therefore, the data collected formed the basis for monitoring and evaluating progress on the implementation of NAPs using the CRF. The questionnaires and guided questions were tailored in tandem with the CRF indicators and provided measurability for each indicator. Establishing a baseline using the CRF indicators promoted ease and accuracy for subsequently monitoring change based on these indicators. The configuration of the questionnaire is shown below:

Data Collection and Collation

The research was an institutional and national-based study where the respondents provided feedback based on their understanding of their institutions or countries on the issues presented in the questionnaire and subsequently the in-depth interview guide and FGD. A total of 150 respondents - 10 per member state - were purposively selected from the sample population drawn from the 15 ECOWAS member states to respond to the questionnaire. The findings presented in this report relied heavily on the responses of the 150 respondents and the gender experts. The study population were contacted, and the study was introduced to them a week before data gathering began. Essentially, 150 semi-structured interview guides were used for data gathering in line with the stated objectives over 10 days. The 150 semi-structured questionnaires were administered in English and French. The entire research activity covered 35 working days. Following this, 15 gender experts based on their expertise and experience working on the WPS agenda in the countries were selected to respond to the IDI questionnaire and participated in an FGD/experts' meeting to update the data collected from the member states in 2018.

A snowball approach was utilized to identify relevant stakeholders for the key informant interviews (KIIs). Two Focus Group Discussions (FGDs) – one exclusively for members of National working committees for WPS or Committee for the implementation of UNSCR 1325 NAPs, and the other for civil society actors were held in each Country. Focus Group Discussions using a checklist and other participatory methods were also used to gather data from different stakeholders in government ministries and CSOs working to promote the WPS agenda.

Data Analysis and Interpretation

For the data analysis, a database was developed presenting the responses of the interviewees and every single variable from the questionnaire was moved to the results table thus allowing the quantitative data to be linked to the qualitative information from KIIs, IDIs and FGDs. The analysis subjected the data to tests for incoherencies, inconsistencies, and other errors, before being inserted into the table matrices for inferences. For the development of the final report, an in-depth analysis of primary data and secondary data was carried out for the process of robust analysis. Data obtained were analysed and presented in a descriptive form of statistics using percentages and proportions. Krueger's Framework analysis (Krueger, 1994, 1998)[1] was used to analyse FGDs and KIIs whilst triangulation was used to authenticate the data gathered. Finally, logical deductions drawn from the analysis informed conclusions and recommendations. Input and feedback from the validation of the draft report and experts' meeting were used in finalizing the assessment report. The Government machinery, institutions, organizations and committees that were reached and interviewed for the fieldwork included:

- Gender/Women Ministries,
- Civil Society Organizations,
- Women's organizations and other National organizations/committees working on UNSCR 1325 - including Women Peace and Security focal points, National committees for the implementation of UNSCR 1325 NAPs and other identified relevant stakeholders in the field of WPS,
- Security sector as well as humanitarian sector actors across the ECOWAS Member states.
- WANEP, UNOWAS, KAIPTC and ECOWAS

Quality Assurance

The field workers are comprised of WANEP staff who are experienced in related fieldwork engagements. The National Network Coordinators (NNCs) oversaw data collection and engaged other WANEP Staff members to administer questionnaires as well as to conduct FGDs and KIIs. WANEP NNCs also worked closely with the women/gender ministries in each country to provide rich and accurate data, which would give a true picture of the status of the implementation of the WPS agenda in each country. The consultant worked with the gender experts who completed the IDI and participated in the Experts' meeting.

[1] ***The advantage of the Krueger (1994) approach is that it provides a clear series of steps. Unlike quantitative analysis, qualitative analysis, particularly focus-group analysis, occurs concurrently with data collection. Krueger (1994) suggests that the process of data analysis begins during the data collection, by skillfully facilitating the discussion and generating rich data from the interview, complementing them with the observational notes and typing the recorded information.***

Limitation

The developed instruments were tested in Lagos, Nigeria only in the English version before translation while other versions were not tested. Also, unavailable data or information in some countries particularly in Cape Verde and recall bias from respondents affected the findings. The baseline assessment did not cover all the indicators in the four pillars of the CRF tool. It however covered a significant number of the indicators under the Prevention, Participation and Protection pillars, while the Relief and Recovery Pillar was not assessed at all. The ECOWAS Commission will hopefully conduct another region-wide assessment of the implementation of the WPS agenda covering all the indicators and pillars of the CRF tool.

The fact that the duration of this assessment spanned 2018 to 2021 means some data are outdated and the limited scope of the engagement to update the data and finalize the report was insufficient to update the entire data set and provide an accurate status of the implementation of the NAPs and the WPS agenda in the member states.



1.0 THE WOMEN PEACE AND SECURITY AGENDA

1.1 Introduction

This chapter gives an overview of the Women, Peace and Security agenda and covers areas such as understanding the UNSCR 1325 and the nine other resolutions that summed up the WPS agenda. It discusses the relevance and evolution of the resolutions, implementation processes as well as challenges and progress made. It provides further insight and understanding of the AU Continental Results Framework (CRF), which was formulated specifically to monitor the implementation of the WPS agenda in Africa, internally by the AU Commission and also by the AU member states. The session would also provide insight into ECOWAS's contribution to the WPS agenda. The chapter reiterates the relevance of the WPS agenda as a needed tool for addressing the injustices and discrimination faced by women both in war and peacetime and the recognition of the critical role women play and can play in peace and security processes. In addition, the chapter posits that despite the milestones reached, the situation of women still leaves much to be desired.

1.2.1 Understanding the WPS Agenda

The WPS agenda has its origin in various historical developments, and the interest is to address the disproportionate impact of violent conflict on women and address the concerns of women in a conflict situation. The Commission on the Status of Women (CSW) at its 22nd session in 1969 discussed the issues of protection of women and children in emergency and conflict situations. The sustained advocacy on the issue paid off with the adoption of the Declaration on the Protection of Women and Children in Emergency and Armed Conflict by the UN General Assembly in 1974. Women and Armed Conflict was a chapter in the Beijing Platform for Action (1995), the outcome document of the Fourth World Conference on Women held in Beijing in 1995. The Windhoek Declaration and The Namibia Plan of Action adopted in May 2000 were the immediate precursors of the watershed document of the United Nations Security Council Resolution 1325 on Women Peace and Security, which was unanimously adopted on 31st of October, 2000 under the leadership of Namibia, and with a strong contribution and activism by African women's groups and regional security institutions.

UNSCR 1325, the corner piece of the Women Peace and Security agenda was

birthed from decades of advocacy to be the first global framework to recognise the disproportionate impact of conflict on women and girls and the need to protect them from especially SGBV in conflict and post-conflict settings. The resolution also recognized the under-representation of women in formal peace and security processes and the need to mainstream the gender perspective in peacekeeping and peace and security architecture and processes. Using four mutually reinforcing pillars - Prevention, Protection, Participation, Relief and Recovery - the Security Council urged member states to ensure increased representation and participation of women at all decision-making levels in conflict resolution and peace processes. The resolution made a strong case for elevating the concerns and agenda of women to the front and centre of the global security agenda. In so doing, it provides a framework to guide and coordinate the policies and programmes of critical actors at national, regional, and international levels; to achieve a qualitative shift in the conditions, roles and contributions of women to peace processes.

By the end of 2019, this global commitment to women and peace had expanded to include nine additional UN Security Council Resolutions to form the growing body of international normative and legal frameworks that constitute the Women Peace and Security agenda. Five focus on women's leadership and participation in conflict prevention, conflict resolution, post-conflict peacebuilding, security sector reforms, and international peace and s ecurity structures and processes. Four is on prevention and response to conflict-related sexual and gender-based violence, while the last one, Resolution 2493 urges UN member states to commit to fully implementing the nine previously adopted resolutions.

Table 1: The 10 UNSC resolutions on Women Peace and Security

Resolution/Year	Summary
UNSC Resolution 1325 (2000)	Recognises the impact of conflict on women and girls and their contributions to conflict prevention, resolution and maintaining international peace and security.
UNSC Resolution 1820 (2008)	Recognises the use of sexual violence as a weapon of war and called on member states, armed groups and other parties to protect women and girls from sexual and gender-based violence during conflict.
UNSC Resolution 1888 (2009)	Reaffirms the issue of sexual violence in armed conflict and calls for the establishment of a Special Representative to the Secretary-General on Sexual Violence in Conflict and establishing women protection advisers in peacekeeping missions.
UNSC Resolution 1889 (2009)	Highlights the need for gender mainstreaming and women's participation in all stages of the peace processes with emphasis on post-conflict peacebuilding. It calls for the development of global indicators to measure the implementation of UNSCR1325
UNSC Resolution 1960 (2010)	Reaffirms the earlier commitments to end sexual violence in conflict and mandates the creation of tools to combat impunity by listing perpetrators in the SG's Annual report; establishing monitoring, analysis and reporting arrangements.
UNSC Resolution 2106 (2013)	Requests all actors including the Security Council to do more to implement earlier resolutions to combat impunity for perpetrators of sexual violence in conflict.
UNSC Resolution 2122 (2013)	Stresses the need for stronger measures to improve women's participation and leadership in conflict resolution and the importance of support for women's CSOs. Sets out the need for humanitarian aid to include sexual and reproductive health services.

UNSC Resolution 2242 (2015)	Focuses on women's role in countering violent extremism, women's role in conflict prevention and resolution and the importance of engaging men and boys in promoting women's participation in peace and security.
UNSC Resolution 2272 (2016)	Focuses on sexual violence in conflict, sexual exploitation and abuse in peace operations and calls on all deploying states to take measures to investigate SEA and hold perpetrators accountable.
UNSC Resolution 2467 (2019)	Calls on parties to conflict to put an end to sexual violence immediately and to prevent future occurrence. Introduces accountability measures for perpetrators and effective support for victims.

1.2.2 The WPS Agenda in Africa

In the African continent, the global WPS framework is domesticated through several frameworks including the Africa Union Solemn Declaration on Gender Equality in Africa (SDGEA) and several other policies of the Commission. The SDGEA calls for the application of the AU gender parity principle to all organs of the AU, Regional Economic Communities (REC) and at the national level. The AU gender policy provides a guideline on the institutionalization of gender mainstreaming and women's empowerment in Africa including in peace and security architectures and processes. The Africa Peace and Security Architecture Road Map 2016 -2020 also recognises gender, peace and security as key to conflict prevention, resolution and post-conflict reconstruction. The AU adopted Agenda 2063 in 2013, and agenda which places gender equality at the centre of Africa's development and commits to ending all forms of oppression and gender-based discrimination. The appointment of the AU Special Envoy on WPS in 2014, the launch of Network of African Women in Conflict Prevention and Mediation (FemWise) in 2017, and the development and subsequent launch of the Continental Results Framework monitoring and reporting on the implementation of the WPS agenda in Africa in 2017, further buttress the critical role of the AU in promoting the WPS agenda in the continent by working with the RECs and the member states.

As of 2020, Africa had 30 countries that have adopted NAP on WPS rising from 17 countries in 2015; making Africa the continent with the largest number of NAPs. 13 of the NAPs are in ECOWAS, 5 in EAC, 3 in Central Africa, 3 in Southern Africa and 1 in North Africa (Tunisia). At the Regional Level, six Regional Economic Communities/Regional Mechanisms have adopted a Regional Action Plan on WPS: these are ECOWAS, IGAD, Mano River Region, ICGLR, SADC and ECCAS. The AU in its assessment of the level of adoption and implementation of NAPs across the regions highlighted the critical role and contributions of Civil Society Organizations towards the establishment and implementation of NAPs across the region.[2]

1.2.3 Implementation of the NAPs on UNSCR 1325 in West Africa

The first NAP in West Africa was developed by Cote d'Ivoire in 2008 signalling the interest of ECOWAS member states to develop NAP. The development of the Regional Action Plan on WPS by ECOWAS in 2010, the development of the guidelines titled: Resource Development and Implementation of National Action Plans on UNSCR 1325 and Related Resolutions in 2012 offering knowledge on how to develop and implement NAP among ECOWAS member states, and the funding and technical support of the ECOWAS Gender Development Centre (EGDC) fully flung open the door for the development of NAP by the members state leading to ECOWAS having the highest number of NAP in Africa. However, the Baseline Study conducted in 2013 to determine the status of the development and implementation of the NAPs in the West African states by ECOWAS in collaboration with WANEP, found ineffective monitoring and evaluation (M&E) mechanisms as a critical gap in the implementation of NAPs. This informed the conduct of M&E training by WANEP in collaboration with the Kofi Annan International Peacekeeping Center (KAIPTC), for Gender Ministry officers implementing the WPS agenda in West Africa. A major output of the training was the development of context-specific indicators for the monitoring of the NAPs (WANEP, 2013).

[2] **African Union Commission (2016), Implementation of the Women, Peace, and Security Agenda in Africa**

Studies revealed that while much has been achieved in all the years since the adoption of the UNSCR 1325, more remains to be done to bring concrete responses to the immense challenges that women and the children of Africa and the world over continue to face in times of conflict and times of peace (Abdulmehlik et al, 2016). This buttresses findings by WANEP (2015) in a study on the implementation of NAPs by ECOWAS member states, that progress towards the development and implementation of NAPs for implementation of the WPS agenda and related commitments is still evolving in West Africa. WANEP's (2015) findings showed that implementations of NAPs in the different countries were progressive, albeit slow, because of some identified gaps. Lack of funding, inadequate awareness of the existence of NAPs, and lack of political will were cited as some of the key factors affecting the implementation of NAPs in ECOWAS member states. Other challenges identified were non-existence or ineffective coordination of relevant bodies, impeding collaboration and partnership among relevant stakeholders. Key recommendations of the study included the need for increased skills for the enhancement of NAPs M&E as well as an understanding of UNCR 1325.[3]

1.2.4 The Continental Results Framework (CRF) and Implementation of NAPs in West Africa

The UNSC Resolution 1889 adopted in 2009 calls for the development of global indicators to measure the implementation of UNSCR 1325 and address the paucity of systematic tools to track the progress across the WPS agenda. In 2014, the AU Office of the Special Envoy on Women, Peace and Security (AUCOSE), with the mandate of the AU Peace and Security Council, commenced a consultative process with AU organs, RECs, UN organizations, civil society and various targets, to develop the Continental Results Framework (CRF) for Monitoring and Reporting the Implementation of the Women Peace and Security Agenda in Africa (2018-2028). The development of the CRF was in recognition of the fact that

[3] **ibid**

'while several commitments towards the women, security agenda have been adopted at the continental, regional and national levels in Africa, the measures to ensure effective assessment and reporting nonetheless do not fully exist.[4]

1.3 Conclusion

The availability of multiple normative frameworks on WPS and a wide range of activities spurred by the development of RAPs and NAPs is a welcome development for the WPS agenda. Nevertheless, conflict still affects women disproportionately and heightens their susceptibility to sexual violence and sexual exploitation. Women's participation and leadership in peace and security processes have remained unacceptably low. Weak monitoring and reporting system to track and document the progress or otherwise in the implementation of the WPS agenda has reduced the opportunity to hold due bearers accountable to their commitments on the NAP. The CRF is a unique opportunity to address the challenge of the lack of quality data urgently needed for the development and improvement of the design, monitoring and evaluation of national policies relevant to the WPS agenda - not only to make a stronger case for NAPs, but also to strengthen evidence-based policymaking that advances the cause of women, peace, and security locally or globally.[5]

[4] **Draft: Development of Continental Framework on the Women, Peace and Security Agenda in Africa (2018-2028). Office of the AU Special Envoy on Women Peace and Security of the Chairperson of the AU Commission (n.d.)**
[5] **Inclusive security guide to implementing UN 1325**



2.0 THE STATUS OF THE IMPLEMENTATION OF THE NATIONAL ACTION PLANS ON WOMEN PEACE AND SECURITY AGENDA IN WEST AFRICA.

2.1 Introduction

This chapter seeks to establish the availability of National Action Plans (NAPs) for the implementation of the UNSC Resolution 1325 and other resolutions forming the WPS agenda in the ECOWAS member states. It attempts to map the structures available for the implementation of NAP in these countries and highlights the generation of the NAP being implemented by the member states. The chapter also analyzed ECOWAS's contribution to the development of NAPs in the region.

2.2.1 The Development of NAPs on the WPS Agenda in West Africa

Analysis of the data on the development of NAP showed 14 out of the 15 member states of ECOWAS have developed and adopted a NAP for the implementation of the UNSCR 1325 and the other WPS resolutions as of 2021. Cote d'Ivoire in 2008, developed and adopted its NAP, the first in the ECOWAS region. The survey found that countries in the Mano River Union and post-conflict context, namely Cote d'Ivoire, Guinea, Sierra Leone, and Guinea Bissau are the front-runners of the development of NAP on the WPS agenda. At the national and regional level in West Africa, the development of NAP gained momentum after 2010 with most of the member states adopting NAP between 2011 and 2012. The 14th NAP and last to date in the ECOWAS region was adopted by the Niger Republic in 2017. There may be other factors, but, the development of the first regional action plan, the development of the Guidelines for the Development of NAP for the ECOWAS Member States have been instrumental to the development of NAPs in West Africa. The data collated was triangulated with the Women's International League for Peace and Freedom (WILPF)'s record[6] showing that as of September 2021, ***29 of 54*** African states have adopted national action plans on the WPS agenda, and 14 are in ECOWAS. ***Nine (9) of these 29 states*** have adopted the second generation of NAPs. ***Five (5) ECOWAS Member states*** have adopted the second generation of NAPs. ***1 ECOWAS Member State*** - Mali is the first African country to adopt both a second and third generation of NAPs (in 2015 and 2019 respectively). Togo, Burkina Faso and Senegal have developed their 2nd NAP which is pending adoption by the government.

[6] **https://1325naps.peacewomen.org/**

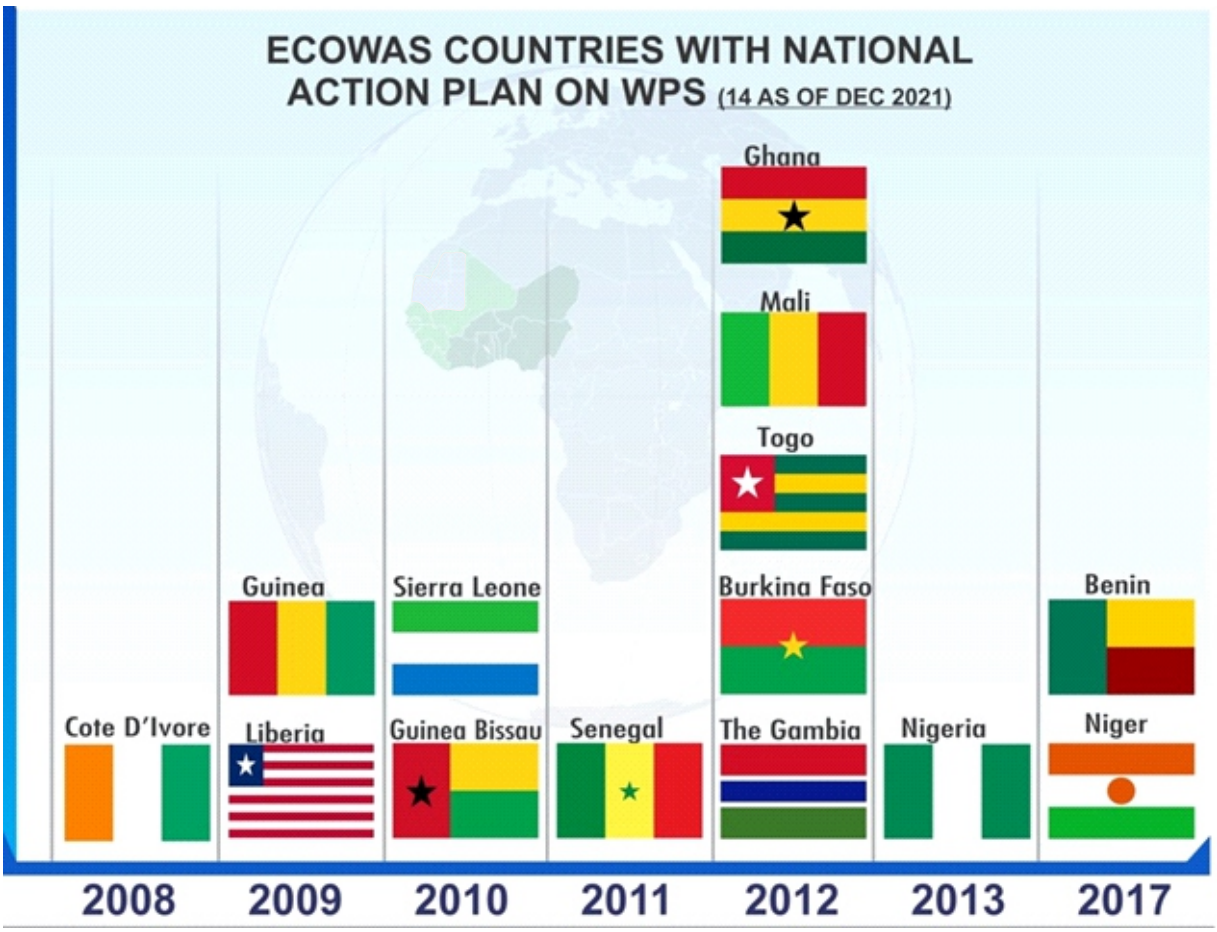


Figure 1: ***ECOWAS Countries with National Action Plan on WPS***

Table 2: The Generations of Country's NAP

First Generation MAP	Cote d'Ivoire	Guinea	Senegal	Guinea Bissau	Togo	Burkina Faso	The Gambia	Benin
Second Generation MAP	Sierra Leone	Nigeria	Ghana	Liberia	Niger			
Third Generation MAP	Mali							

The analysis of the survey data showed seven ECOWAS countries began the implementation of the NAP right after its development and adoption. The first ECOWAS Member state to pioneer NAP implementation spanned from 2008 to 2012. Some member states like Nigeria have also developed sub-national level action plans to reflect the peculiarity of its sub-national units.

2.2.2 The Development of NAPs on the WPS Agenda in West Africa

About 100% of the respondents of the survey in 11 member states indicated knowledge of a dedicated structure (organization, Ministry, Department) working on the implementation of the country's NAP to implement the WPS agenda. This is being done through the Gender or Women Ministry in the member states. In this respect, having a dedicated national structure to pursue a WPS agenda is a plus for West Africa as an institutional mandate is key not only to contextualising the development of the National Action Plans but the implementation monitoring and reporting.

Table 3: Country Structures working on the WPS Agenda

Burkina Faso	• Ministry of Women Affairs and Family and Solidarity • National Commission for the Promotion of Gender • Network of young women leaders
Nigeria	• Federal and State Ministry of Women Affairs • National Steering Committee/M &E Committee for NAP implementation • National Peace Council • Women Peace and Security Sector Reference Group
Ghana	• Ministry of Gender, Women and Social Protection • Working group on WPS made of CSO, the Ministry, UN agencies and individuals • The National Peace Council
Mali	• National Centre for Documentation and Promotion of Women and Children • Centre Djiguiya (hope) Centre for SGBV survivors

Senegal	• NOPSWECO • Network of Young Women Leaders in Conflict Prevention and Mediation • Ministry of Women, Family, Gender and Child's Protection • Directorate of Gender Equity and Equality-: National Working Committee; Restrictive Committee; Specialized Unit (Secretariat)
Togo	• Ministry of Social Action for the Protection of Women • Inter-governmental committee on fight against extremism • Working group including Women and the Youths on Security in West Africa and the Sahel region
Sierra Leone	• Gender Ministry National Steering Committee for WPS • Gender Machinery for UN Women, UNFPA and UNICEF • Female Parliamentary Caucus
The Gambia	• Ministry of Gender • Working group on WPS • Transitional Justice Working Committee
Benin	• Ministry of Gender
Liberia	• Ministry of Gender
Guinea	• Ministry of Gender
Guinea Bissau	• Ministry of Gender
Cote d'Ivoire	• Ministry of Gender

Despite these structures, respondents in the countries surveyed ranged awareness about the WPS agenda and the NAP from "low" to "high" and the progress recorded from "very good" to "poor". While structures like the government's Gender/Women Ministry exist in all the member states to drive the implementation of NAP, findings showed that better progress could have been achieved if an inter-ministerial coordination platform is charged with overseeing the implementation of NAP. From the data gathered, there is effective cooperation and synergy between government, international agencies, regional organizations and CSOs on the effective protection of women from sexual

and gender-based violence. Many of the NAPs allocated roles to civil society organizations in the implementation of NAP, and the survey also found that CSOs are fully involved in promoting the WPS agenda, specifically in the development of NAPs, providing technical support to the country's gender machinery and other key stakeholders, as well as monitoring and reporting the progress in the WPS agenda.

2.2 Conclusion

Overall, ECOWAS and its Member states have demonstrated compliance in domesticating UNSCR 1325 and WPS agenda into their policy frameworks and through the elaboration of regional and national action plans. ECOWAS has developed policies and action plans (first RAP, 2010 – 2014 for the implementation of Resolutions 1325 and 1820 adopted in September 2010 and the second 2017-2020) to facilitate the implementation of UNSCR 1325 and to offer financial and technical guidance to the Member states on development and implementation at the national level. The WPS resolutions are an important policy steering tool for Government and CSOs, and Member states are expected to put the tenets of the resolution into action through the development of government-led National Action Plans (NAP) or other national-level strategies. Finally, we must not forget that even before UNSCR 1325, women have been involved in traditional early warning, peace and conflict resolutions at the community level, and these practices continue in Member states that are with or without a NAP.

However, a critical factor in sustaining the implementation of NAP and the WPS agenda is dedicated budgetary allocation by the government to the different ministries, departments and agencies (MDAs) responsibly for the implementation, coordinating, monitoring and reporting on the activities in the different pillars of the NAP. The inability of the government to make provision for this dedicated statutory funding puts an undue burden for fundraising on CSOs. This study however did not survey the allocation of budget to the WPS agenda or gather data on the proportion of the national budget allocated to the government's MDAs that address the WPS agenda. This critical component should be included in the next CRF process that ECOWAS and its partners would be supporting.



3.0 THE PROGRESS IN ACHIEVING THE WOMEN PEACE AND SECURITY AGENDA IN WEST AFRICA

3.1 Introduction

Achieving UNSCR 1325 in West Africa is strongly linked with the progress in the implementation of National Action Plans in different countries. This chapter focuses on the progress made with the implementation of NAPs and assessing the mechanisms in place for monitoring and reporting progress made within the countries. The chapter gave an overview of the positive outcomes achieved since 2010 in the different countries in the implementation of the WPS agenda. Additionally, the chapter mapped the existence of laws and policies to address Sexual and Gender-Based Violence (SGBV) in the member states and the importance attached to WPS issues in the target countries. It is pertinent to note that despite the lack of consensus on the progress rate of implementation ranging from "very poor" to "good" in some cases, respondents were able to give evidence of the outcomes such as increased participation and meaningful inclusion of women in peace and decision-making processes to determine the result.

3.2.1 The Positive Outcomes from the Implementation of NAPs by the ECOWAS Member States

As indicated on the diagram (right) 70 per cent of the respondents indicated positive outcomes from the implementation of NAPs. Thus, even though most respondents rated the progress of NAP implementation generally as good to fair, their percentage of a positive outcome of the implementation was relatively higher. In this respect, supporting Member states to accelerate will contribute to further positive outcomes. In a follow-up question, respondents were asked to give evidence of these positive outcomes as captured in the table below:

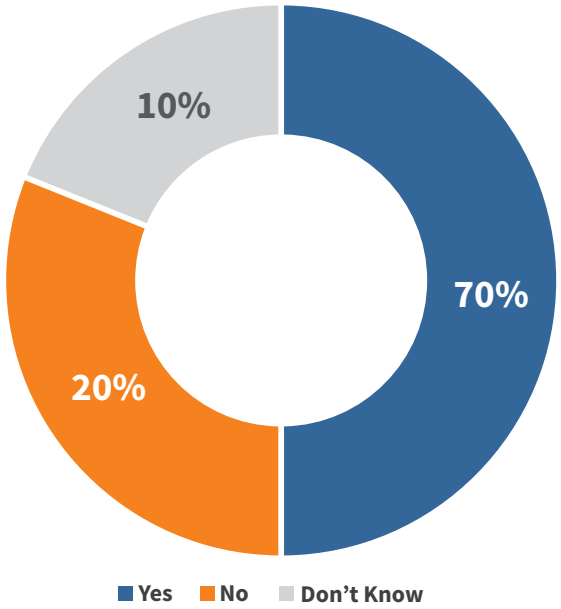


Figure 2: *Positive Outcome of NAP Implementation*

Table 4: Positive outcomes from NAP implementation

Country	Outcomes
The Gambia	• The creation of the Gender Ministry • Appointment of Gender Focal Units in Government institutions • The development of the Women Representation Bill 2021 • Women's participation in the Transitional Justice process and Constitutional Review Committee etc • 40% more women are in peacekeeping missions as of 2021 compared to 2010 and increased participation of women in the security sector.
Ghana	• The Ghana Armed Forces have developed a Gender Policy- 2020 • Ghana Police Gender Policy 2019 • Launch of an online portal for reporting SGBV incidents (the Boame App) and One-Stop Center for survivors of SGBV • NAP implementation contributed significantly to conflict prevention during the Ghana 2012 elections. • Increase in the number of women recruited into the security forces with 17% females in the Ghana Armed Forces. In terms of promotion to senior officer level in the Ghana Armed Forces, there are currently 3 Female Generals and 10 Female Colonels.
Niger	• Participation of women in peace and security institutions • The passage of the NAP for the implementation of the WPS agenda in 2017 • Law in 2000-2008 on increasing the quota of elective positions for women from 10% to 15%;
Sierra Leone	• Establishment of an Equal Opportunity Office (2010) and a Directorate of Gender (2011) in the Sierra Leonean Armed Forces. • The creation of the Ministry of Gender and Children's Affairs. introduction of affirmative action policies to aid recruitment and accelerate the promotion of female personnel in the Sierra Leone Police • Development of Sexual Harassment Policies in the RSLAF (2013) and Sierra Leone Police. • The development of the National Referral Protocols on SGBV and the Sierra Leone Police (SLP) Standard Operational Procedures (SOPs) for investigating SGBV crimes. • Passage of the Sexual Offences Amendment Act (2019) • Development of the Gender Equality and Women's Empowerment Policy 2019

	• A comprehensive Gender Equality and Women's Empowerment (GEWE) Policy was developed in 2019. • Recruitment of 322 female personnel in RSLAF - 62 cadets (42 Infantry, 20 specialists) and 270 recruits. • Adoption of a Parliamentary Resolution on Women, Peace and Security and the establishment of an Inter-Ministerial Committee on Gender Equality and Women's Empowerment (including WPS). • Launch of the First Lady's "Hands off our Girls Campaign" on addressing sexual violence against girls.
Guinea	• The Law on Parity that says women must make fifty per cent of the candidate lists for elective positions passed in 2019 • Participation of women in decision-making bodies in the administrative regions of Conakry and Kankan • Capacities of internal control institutions reinforced on resolution 1325 and related resolutions • Establishment of a Coordination framework for women, peace and security issues.
Mali	• Increased number of women on the municipal council from 945 in 2009 to 2,888 in 2017 • Participation of women in the missions of the special commission for drafting the charter for Peace and National Reconciliation in May /June 2017 • Women are 26% of members of the National Council on Transition. • A woman in the National Commission on DDRRR
Sierra Leone	• Gender sectoral units created in public institutions and the technical ministries • Creation of the national observatory of equity and gender • The Existence of the National early warning system with specific indicators on Women Peace and Security
Benin	• The amendment of the Constitution (2019) increased elective positions from 83 to 109 seats, out of which 24 were reserved for women
Guinea Bissau	• National policy on Gender Equality adopted • Promotion of women in the military and security forces • Inclusion of more women in international Peace and Security missions

Liberia	• More women in leadership and decision-making levels More empowerment programmes for women • Women taking up leadership roles in the security sector
Nigeria	• Enactment of VAPP ACT 2015. The Act was passed into Law by 30 states as of December 2021 • State and Local Government level domestication of NAPs- 14 states developed State Action Plans on WPS, and 5 Local Government Action Plans were developed. • The establishment of the first Army Women Corps (NAWC) in West Africa - 2018 • Gender Policy of the Armed Forces of Nigeria 2021 • Gender Policy of the National Security and Civil Defense Corp -2021 • Establishment of the National level Women Peace and Security Sector Reference Group for Gender focal point in the security institutions • Increased number of women in decision making positions in Traditional Council • Database of Women Mediators and availability of Women Networks at the national and sub-national levels. • Empowerment programmes for women • WPS website for the country to share information and highlight key events and initiatives.
Senegal	• Gender Parity Law – 2010 • A national action plan for the eradication of gender-based violence and the promotion of human rights is in place (PAN/VGB – 2017/2021 • The Sectorial Gender Strategy (2012-2022) of the Ministry of Armed Forces • The appointment of a gender focal person at the Army High Command (Haut Commandment) and the Gendarmerie Higher Command • Women's access to many specialization opportunities in the Army, the Air, the Navy and other services (5 % of women in 2019 and the objective is to have 10 % in 2022). • Women are also well represented in peacekeeping missions; as of November 2021 Head of the Senegalese Formed Police unit in MONUSCO is led by a woman.
Togo	• Truth, Reconciliation and Justice Commission with 30% women. • Capacity-building for women and girls on UNSCR 1325 and 1820 and related resolutions

	• High Commission on Reconciliation for the Reinforcement of National • 25% increase in the number of women in the Army • Creation of database on women's political participation • Local Commission for Peace Infrastructure has 30% women participation.
Burkina Faso	• Law 038-2016/AN of 24 November 2016 on the General status of personnel of the National Armed Forces • Law No. 027-2018/AN of 1 June 2018 on the status of the National Police cadre on Gender in the training of Military and Police personnel.
Cape Verde	• Parity Law- 2018

3.2.2 Contributions of Civil Society Organisations to the Implementation of the NAPs on WPS in West Africa

There was a general agreement on the vital contributions of CSOs to the implementation of the NAP and the WPS agenda at the country and regional levels. CSOs are fully involved in promoting the WPS agenda, specifically in the development of NAPs, providing technical support to the country's gender machinery, regional and global activities promoting the WPS agenda. Some of these contributions as submitted by respondents included: support to the monitoring and implementation of the NAP, training, and capacity building in various areas such as on strategies to counter SGBV and provision of technical support to security sector institutions. Specifically, CSOs led efforts or contributed significantly to the drafting of the NAPs, built requisite capacities of stakeholders in early warning, conflict prevention and peacebuilding, engaged in advocacy, lobbying and negotiations for the advancement and popularization of the WPS agenda. Besides efforts and contributions of CSOs, the NAP implementation also benefited from government agencies and ministries, federations and international organisations, Embassies and United Nations Agencies in different countries in terms of technical and financial support. It is important to note that the UNSCR 2122 (2013), UNSCR 2242 (2015) emphasized the importance of women's CSOs in peace and security processes.

3.2.3 Existence of Laws and Policies to Address Sexual and Gender-Based Violence

Respondents from Sierra Leone to Burkina Faso to Guinea Bissau and back attested to the existence of laws and policies - stand-alone or integrated - addressing sexual and gender-based violence in their country. Respondents listed laws and policies including the National Gender Policy, Child and Family Welfare Policy, Domestic Violence Act, the Penal Code in most countries as well as the Maputo Protocol at the Regional level. The respondents however did not distinguish if and how these laws and policies are applied in conflict context differently from peacetime. The laws and policies enumerated are captured in the table below:

Table 5: Laws and Policies that address sexual and gender-based violence in the Member States

Mali	• Law 052 of December 18, 2015; a law on addressing gender-based violence
Guinea	• Law L /010/2000 on SR • VBG Strategic Plan • Code of Criminal Procedure • National gender policy
Cote d'Ivoire	• Law No. 98-757 of 23 December 1998 punishing certain forms of violence against women • Circular No. 15 / MJ / CAB of July 13, 2016, on the punishment of rape, specifies the constituent elements of rape and the obligation to receive the victim's complaint with or without a medical certificate; • Article 356 of the Ivorian penal code; art 25 of the Ivorian constitution
Niger	• A law prohibiting Female Genital Mutilation (FGM) (2003) • The Reproductive Health Act (2006).
Sierra Leone	• Anti–Human Trafficking Act (2005); Registration of Customary Marriage and Divorce Act (2009); • Sexual Offences Act (2012); • Domestic Violence Act (2007); • Devolution of estates Act (2007); • Registration of Customary Marriage and Divorce Act (2009); • Sexual Offences Act (2012); • Advancement of Women and Gender Mainstreaming Policies (2000)

The Gambia	• Anti-Child Marriage Act 2016; • Children's Act; • Women's Act 2010; • Domestic Violence and Sexual Offenders Act 2013; • Sexual Offences Act 2013; • National Gender and Women Empowerment Policy 2010-2020; • National security Sector Policy 2018-2028. • Anti-Female Genital Mutilation and Cutting Act 2015 • Gender-Based Violence Unit in Ministry of Justice
Niger	• Sexual Harassment and Reproduction Act; • Law on the Punishment of Genital Mutilation; • National policy for the promotion of gender; • Law on the Suppression of GBV.
Sierra Leone	• Anti–Human Trafficking Act (2005); Registration of Customary Marriage and Divorce Act (2009); • Sexual Offences Act (2012); • Domestic Violence Act (2007); • Devolution of estates Act (2007); • Registration of Customary Marriage and Divorce Act (2009); • Sexual Offences Act (2012); • Advancement of Women and Gender Mainstreaming Policies (2000)
Guinea Bissau	• Law Against Domestic Violence; • Anti-Female Genital Mutilation Law • Trafficking in humans (woman and child); • Women's G.F. Law; • Parity law; • Gender Equality and Parity Policy • National Policy for Gender Equality and Equity; • The Penal Code
Liberia	• Rape Law; • Inheritance Law; • Land Right Law; • Domestic Violence Act
Nigeria	• Violence Against Persons Prohibition (VAPP) Act -2015; VAPP Law in 30 states • Child right Act 2003 • Child Protection and Development Law

	• National Gender Policy; • Nigeria Police Force Gender Policy, 2010 • Gender Policy for the Armed Forces of Nigeria, 2021 • National Security and Civil Defense Corp Gender Policy, 2021 • INEC Gender Policy
Togo	• Law No. 83-15 of 20 June 1983 authorizing the accession of the Togolese Republic to the Convention on the Elimination of All Forms of Discrimination against Women, adopted by the United Nations General Assembly on 18 December 1979; • Law No. 2005-010 of 7 September 2005 authorising the ratification of the Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa, adopted in Maputo on 11 July 2003; • Act No. 98-016 of 17 November 1998 prohibiting female genital mutilation (FGM); • The national programme to combat violence against women and girls, including measures for prevention and access to justice;
Senegal	• Law No. 2010-11 of 28 May 2010 and its Decree No. 2011-819 of 16 June 2011 on the application of the law on parity between men and women in all fully or partially elective bodies; • National Strategy for Gender Equity and Equality (SNEEG) 2016-2026) articulated to the PSE which constitutes the national frame of reference with a view to gender equality; • Family Code; Law 99-05 of 29 January 1999; • Law 2005-06 of 10 May 2005; • Law 2005-18 of 05 August 2005 • A Law on Parity (2010) • The Criminalization of Rape (2019) • A National fund for legal assistance with 25% allocated to women who are survivors of violence.
Burkina Faso	• Law 061-2015/CNT; • Act 034-2009 on land tenure and rural access of women to land; • The Law Against Excision; • Act 034-2009 on land tenure and rural access of women to land; • Law 061-2015/CNT. • Law 038-2016/AN of 24 November 2016 on the general status of personnel of the national armed forces and • Law No. 027-2018/AN of 1 June 2018 on the status of the national police cadre on gender in the training of military and police personnel

Ghana	• Domestic violence law; • The domestic violence act (2007), • Act 732; • Child and Family Welfare Policy; • National Gender Policy; • Social protection Policy; • Law on Divorce; • Law on Marriage

Also, in analysing the measures and mechanisms in place in member states to protect women and girls from sexual and gender-based violence, the survey ranked five countries very high as 90 per cent of the respondents from the country are aware of measures and mechanisms set up to protect women and girls. While these laws and policies are available in the other member states, awareness about their existence and relevance to the populace is low, thus the top-bottom and bottom-top approaches to create awareness will increase the usefulness of these frameworks. Some of these measures and mechanisms referred to by respondents across the surveyed countries included the following:

- Creation of Gender and child protection Desks in security departments
- Affirmative treatment of girl child in schools
- Specialized units on gender in the Police
- Gender-Based Violence Action Plan, National Referral Protocol Pathway for GBV service provision.
- Police Complaint Discipline and Internal Investigation Department and Family Support Unit;
- National Committee on Gender-Based Violence
- National Steering Committee on Implementation of Sierra Leone
- National Action Plan on UNSCR.
- Listening and prevention centres in the Police stations.
- A multisectoral committee to combat gender-based violence exists to protect women.

Further analysis of the data gathered shows that ECOWAS member states produce a periodic report on the implementation of global and regional instruments relating to SGBV. These include the Gender and Children's periodic report, the State party Police monthly crime statistics on Domestic and Sexual Violence the Rainbow Initiative etc. However, no member state reported any reporting obligation to ECOWAS on SGBV

related commitment or the regional or national action plans on women, peace and security.

The scope of this survey however limits the assessment of women's leadership and participation in institutions for peace and security, with the region witnessing increased opening for integration of gender perspectives in the operations of security institutions, especially with the new trend of adoption of gender policy. It will be important for ECOWAS to consider using the CRF tool to develop a report, which documents the impact of the gender policies and other SGBV related policies on the member states' peace and security architectures and processes.

3.2.4 Targeting Men and Boys to Promote the WPS Agenda

Capacity building including training and awareness creation using live radio discussions were some of the programs reported to target men and boys towards promoting the WPS agenda. For example, radio and television talk show programs like the Fambul Initiative Network for Gender Equality, a male-led and focused organization, and the School Boys clubs directly engage men and boys as peer educators and advocates for the promotion of women's rights, sexual, reproductive health rights. Benin and Niger also reported the existence of the Gender Equality Program.

Other specific examples from the member states include how Nigeria runs the global He4She Campaign and COTLA initiative working with men and traditional leaders respectively to advocate for women's rights and the WPS agenda. Cote d'Ivoire's traditional and religious leaders are also committed to promoting activities in support of the WPS agenda. In Liberia, men are included in efforts to end GBV perpetrated against women, to hold conferences and mobilize action against SGBV. Participants at the FGD sessions overwhelmingly confirmed the existence of a variety of programs by boys in promoting the WPS agenda such as the sensitization activities in gender and peace clubs in both junior and senior high schools. A good practice that cuts across many of the member states is the engagement of men and boys as “Gender Male Champions” through the He4She Campaign.

3.2.5 Women in Leadership Positions in Oversight Structures for Peacebuilding in the Member States

The survey sought to know the proportion of women in positions in four targeted leadership areas such as:

- Diplomatic missions,
- National mechanisms and
- infrastructures for peace and conflict prevention,
- Peace and Reconciliation Commissions, Truth, Reconciliation and Justice Commissions,
- National and Social Cohesion Commissions,
- Other forms of national peace architecture

Most respondents indicated women occupy less than 10% of leadership positions in the four targeted leadership areas surveyed. This implies that more work needs to be done to accelerate women's engagement in leadership positions in all four targeted areas.

Figure 3: ***Diplomatic Missions***

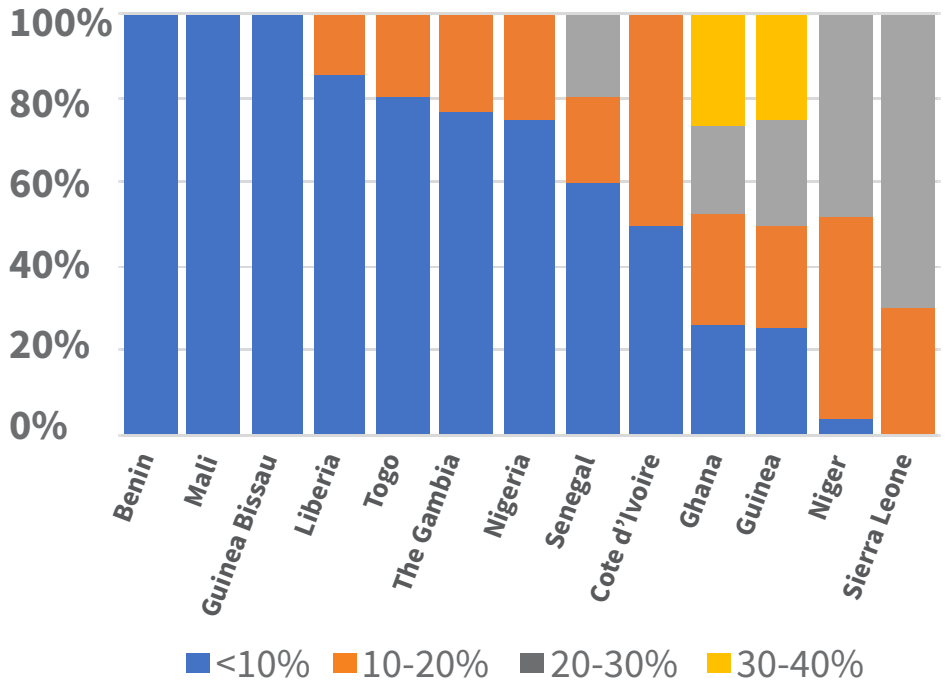
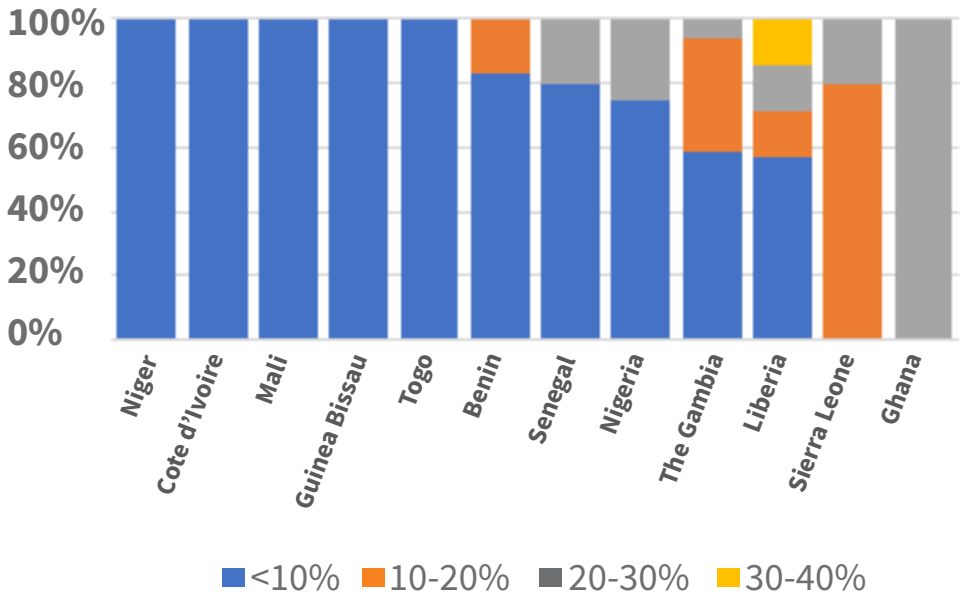


Figure 4: ***National mechanisms and infrastructures for peace and conflict prevention***



Question: ***What is the proportion of women in leadership positions?***

Further analysis of the data shows that many of the countries fall between the categories of 10-40% in women's participation in the target areas and many others in less than 10% category. It is, however, important to understand some of the factors that have made the member states reach more than 20% across the four targeted areas. Two other outliers are Burkina Faso (30-40%) in Peace and Reconciliation Commissions, Truth, Reconciliation and Justice Commissions) and Ghana (20-30%) in National mechanisms and infrastructures for peace and conflict prevention. It may be useful for ECOWAS and WANEP to commission a case study on these two countries.

There are outliers in the presentation of respondents' perceptions. For example, Sierra Leone has indicated more women representation in the (10-20%, 20-30 % and 30-40%) categories than any country in West Africa. It is important to understand why Sierra Leone has done so well across the three sectors surveyed and what lessons can be learned. WANEP and ECOWAS can play an important role in facilitating a platform to share knowledge and good practices in promoting women's engagement in leadership. The experience sharing could also include those with experience in senior leadership positions to serve as coaches to a

new generation of young female leaders, especially in targeted areas with low women's representation. Utilizing the good practice generated from this process, ECOWAS should consider creating a WPS Knowledge Hub to be a go-to hub for up-to-date resources on WPS in the region. Resources including a periodic regional report on the status of the WPS agenda using the CRF tool could be disseminated via the hub.

The scope of this survey limits the assessment of women's leadership and participation in institutions for peace and security where the region is witnessing increased opening for integration of gender perspectives in the operations of security institutions, especially with the new trend of adoption of gender policy by the Armed Forces and Police in several of the member states. It will be important for ECOWAS to consider using the CRF tool to develop a report documenting the impact of the gender policies on peace and security architectures and processes in the member states and foreign services related to peace and security with a focus on the security institutions. This is an opportunity for ECOWAS to further integrate gender in Security Sector Reform and Governance using its Gender and SSR toolkit.

Also, this survey did not assess women's participation in decision-making positions in political and civil service; and in elective and nominative positions in political structures and offices, ECOWAS should consider using the CRF tool to monitor and report the proportion of women in this level. This would be useful to document good practices and learnings as well as inform the development of appropriate strategies for the promotion of the WPS Agenda in its member states and at the regional level.

3.2.6 Coordination of Efforts towards the Effective Implementation of NAP on WPS

Respondents rate coordination of the implementation of the NAP to be 'fair' to 'poor' against 'very good' to 'good'. This is a significant finding, and considering that the implementation of the Women, Peace and Security agenda is a multi-sectoral endeavour, coordination is key. According to the respondents, different approaches can be used to address the challenge of coordination, which can negatively impact the progress of the WPS agenda. Strengthening the exchange of

information through regular collaborative meetings, technical working groups; the appointment of lead persons or liaisons whose jobs are dedicated to facilitating inter-agency and sectoral collaboration for better synergy and to reduce duplication of efforts was called for. It was also suggested that actions should be geared towards strengthening and operationalizing the institutions and bodies focused on gender mainstreaming in peace and security as well as gender-based budgeting whereby provisions are made at the country level to enhance coordination among partners.

In actualizing this, country-specific actions should include:

Benin **–** effective commitment of the actors to increase the synergy of action and more involvement of the government, high-level sensitization of decision-makers on the appropriation for NAP implementation.

The Gambia **-** improved monitoring and reporting mechanisms of NAP, regular meetings of the steering committee, capacity building for key stakeholders and actors of the NAP, and establishment of a technical working group that will meet quarterly for exchange and planning.

Sierra Leone **-** adequate budgetary provisions to enhance coordination among partners, mapping of partners working on WPS, strengthening the actors implementing NAP, Establishing and supporting operations of WPS Steering Committees at National, Regional, District and Chiefdom levels to ensure better coordination.

Niger **-** Provide the framework with means of action and logistics, involving the United Nations and organize weekly meetings for exchanges; establish a coordinating body with representatives in each structure responsible for implementation, monitoring and reporting.

Cote d'Ivoire **-** Create frameworks for meetings and concrete actions and transparent collaborations; set up an information platform for the relevant structures, which must meet at least once a quarter; Create a committee between the government, CSOs and other partners.

Guinea **-** the UNOWAS Working Group in the countries to coordinate interventions at the national level, involvement of community women in the implementation of NAP, increase resources for coordination.

Ghana **-** A stronger political commitment by the government to the issues of women and children; Regular meetings with various stakeholders to share information through networking, coordination, cooperation and collaboration.

Niger **-** create a synergy between all the actors for periodic meetings for exchanges of information on the evolution of the activities of the R1325.

Guinea-Bissau **–** facilitate collaborative space and hold Periodic meetings.

Liberia **-** Improve collaboration and strengthen coordination with the grassroots; Government should prioritize resources to boost international efforts; Capacity building on gender-related issues for government officials is key too.

Nigeria **-** Agree on accessible communication channels, Robust and inclusive steering committees, Joint planning and effective communication among the sectors, collaboration and capacity exchange, the regular meeting of National Technical Working Group, Inclusion of CSO and media. Localization of NAPs, Functional knowledge management system, Exchange visits, Frequent engagements through meetings and advocacy, networking.

Senegal **-** Increase the involvement of all actors in the development and implementation of public policies and programmes aimed at strengthening women's leadership, empowerment and participation.

Togo **-** Establish a periodic implementation evaluation meeting that involves all stakeholders. Organize quarterly meetings during which information will be shared.

3.2.7 Monitoring and Reporting Mechanisms for the NAP and the Utilization of the CRF tool

Data from the surveyed countries revealed that monitoring and reporting activities are built into the member state's NAP. In most cases, quarterly monitoring of the NAP entailed data collection, storage and management as well as documentation and dissemination. Having monitoring and reporting mechanisms in place is not enough, the survey also interrogated whether these activities are integrated

into the NAP and if they are being carried out as regularly or systematically as planned. About 50% of the respondents responded in the negative. Some of the feedback from the respondents is that the monitoring and reporting process is "not easy" and that the process is "difficult". Reasons including the lack of dedicated personnel to monitor and report progress and the high turnover of personnel at the Gender/Women Ministry makes systematic monitoring and reporting difficult.

The weak coordination mechanism among the MDAs and CSOs implementing the NAP inhibits successful monitoring and reporting on the NAP. Also, the lack of dedicated budget and personnel with the technical skill for monitoring and reporting are other challenges impacting reporting or the quality of reports on the implementation of NAP in member states. Similarly, the response to a question on the knowledge of the AU Continental Results Framework (CRF) and whether any of the CRF indicators have been used in monitoring the implementation of NAP showed about 40% of the respondents in the member states know the CRF, while about 80% responded in the negative to the question about using the CRF to monitor and report on NAP.

The "AU's Consultative Meeting to Develop Action Plans on UNSCR 1325: Reviewing and Sharing Experiences Towards Enhanced Implementation and Monitoring" held in December 2015 at the AU headquarters in Addis Ababa; the ECOWAS Regional Consultation on the CRF and the AU's "Validation Workshop on the Continental Result Framework (CRF) on Women, Peace and Security (WPS) Agenda in Africa" in March 2018 are some of the engagements with the member states that largely informed the knowledge on CRF in 2018. More so, ECOWAS and WANEP have piloted data collection using the CRF. It is also important to highlight that the updated data for this assessment showed that some of the member states have used the CFR tool to produce a WPS report as recorded in Senegal and Sierra Leone.

Currently, two multi-country interventions are ongoing in the region with support from AU and its partners and in collaboration with ECOWAS, CSOs and experts to be aimed at contextualizing the tool in West Africa.

3.3 Conclusion

Respondents agreed that some positive outcomes have been achieved in the implementation of NAP in member states and recognized that the government has put in place several laws, policies and structures that support the WPS agenda and addresses SGBV. They lauded CSO contributions and acknowledged that there is a measure of cooperation and collaboration between CSOs, government and other relevant stakeholders, which has significantly contributed to the milestones achieved.

However, problems of low representation of women in decision-making persist, weak monitoring and evaluation mechanisms, weak implementation of laws and policies to protect women and girls' rights, as well as low government budgetary allocation for the implementation of the WPS agenda, are still clear obstacles to the effective implementation of NAPs and the achievement of the WPS agenda in West Africa. While the member states are aware of the CRF tool, the tool is yet to be operationalized and contextualized to the West Africa context for wider usability as the framework for monitoring and reporting the progress in the implementation of the WPS agenda in the region. The facilitating and coordinating role of ECOWAS in operationalizing the CRF is key and should be explored further for the adoption of the tool in West Africa.

However, for the sustainable operationalization of the CRF tool in West Africa, it will be important to simplify and contextualize the tool for use at the national and regional levels. This process should be overseen by ECOWAS for standardization and should be validated and agreed on by ECOWAS member states. The adopted CRF should also have a reporting format and agreed time frame for reporting.

ECOWAS should as a driver of the process, identify focal points from the member states that would be trained, to coordinate, monitor and report on the WPS agenda using the CRF tool. This is key to the sustainability of the process and critical for regular and systemic reporting using the tool. ECOWAS should also consider facilitating enhanced coordination with other stakeholders including the AU OSE on WPS, ECOWAS Focal Directorates, the EGDC, WANEP, NOPWESCO, and the UNDP in Africa in the process of institutionalizing the CRF. While partnering KAIPTC and WANEP, ECOWAS should invest in providing capacity building for member states on operationalizing the CRF.



4.0 SUMMARY OF KEY FINDINGS

4.0 Summary of Key Findings

The findings are drawn from the analysis of the primary and secondary data generated during this survey. Below are some of the most significant findings drawn from the assessment:

a. ECOWAS and its member states have demonstrated compliance to global standards in domesticating UNSCR 1325 and WPS agenda into their policy frameworks and through the elaboration of regional and national action plans. The survey revealed that 14 of the 15 ECOWAS member states have developed NAPs to guide the implementation of the UNSCR 1325 and other WPS resolutions promoting the WPS agenda in their countries. The first NAP in West Africa was developed by Cote d'Ivoire in 2008 and the 14th by Niger in 2017. About 60% of the member states have completed the implementation of the first NAP and have either developed or commenced the development of the second or third generation NAP. Nonetheless, respondents in the countries surveyed ranged awareness about the WPS agenda and the NAP to average and the progress recorded from "poor" to "good". For example, Benin Republic has developed its first NAP but awareness of the availability is very low for unidentified reasons.

b. Security institutions in the member states are still male-dominated and male-led. However, there was progress in terms of increased opening for the mainstream of gender perspective in these institutions. There is the recent trend of the adoption of Gender Policy, Policies on SGBV, Sexual Harassment, Sexual Exploitation and Abuse, the creation of Gender Units/desks with designated Gender officers in many of the member states surveyed. Many of these good practices are outcomes of CSOs and development partners' engagement with the security institutions. ECOWAS could ride on the relevant Articles of The ECOWAS 1999 Protocol to support its Member states to achieve meaningful participation and leadership of women in security institutions.

c. Member states have legal and policy frameworks that protect the rights of women, including protection from sexual and gender-based violence (SGBV) and some mechanisms for implementing the laws and policies.

Some of the laws and policies found in most of the member states surveyed are the Domestic Violence Act and Sexual Offenders Act; Women's Act, Child's Right Act, Violence Again Persons Prohibition Act, and the Penal code, cited as relevant to addressing WPS issues, especially SGBV. Policies such as the National Gender Policy; Child and Family Welfare Policy; Gender Policy for the Armed Forces, the Police and other Paramilitary organisations related to the WPS agenda are also in existence in the member states. Some of the identified mechanisms for implementation and monitoring of the laws and policies include the development of Operational Guidelines for Gender Mainstreaming in the Security Sectors and the delineation of Gender Desks and officers in government ministries and agencies. Beyond the laws, policies and guidelines, respondents highlighted the activities of the government of some of the members in promoting the WPS agenda. An example is radio and television programs targeting men and boys as allies in addressing SGBV and promoting the WPS agenda.

d. The existence of national laws, policies and mechanisms that aim to promote women's participation and leadership in decision-making positions in the governance of peace and security processes are proven to be important tools in propelling women into decision-making roles. The survey found the percentage of women in decision-making positions in oversight structures for peacebuilding in the member states to be less than an average of 10% in the member states. The survey also showed minimal and slow progress in achieving equal participation or leadership of women in national mechanisms and infrastructures for peacebuilding like the Truth, Reconciliation and Justice Commissions; Peace and Social Cohesion Commissions; Alternative Justice Institutions; and in negotiation and mediation processes either as participants or technical experts supporting these processes. Some good practices were however recorded including the “increased number of women in leadership positions for example on the Municipal Council in Mali, from 945 in 2009 to 2,888 in 2017 and the participation of women in the missions of the Special Commission for drafting the Charter for Peace and National Reconciliation among

others". ECOWAS member states are still far behind in demonstrating their commitment to promoting women's leadership, which would continue to undermine any meaningful progress in the WPS agenda except measures are put in place to accelerate progress.

e. The successful implementation of the WPS agenda in any context requires building synergy, collaboration and coordinated effort involving the state, international agencies, regional organizations and CSOs. The survey showed that there is awareness about the importance of this collaboration among these stakeholders. Respondents however described the coordination towards the implementation of NAPs by the different stakeholders to range between "poor" and "fair". While structures like the government's Gender/Women Ministry exist in all the member states to drive the implementation of NAP, findings showed that the technical capacity of the Ministry in WPS, data gathering and coordination necessary to lead the implementation and reporting on NAP is very low. Respondents reflected that better progress could have been achieved if an inter-ministerial and multi-sectoral coordination platform is charged with the responsibility of overseeing the implementation of NAP. This would provide the needed coordination for joint mobilization of resources, including advocating a proportion of the national budget to be allocated to the government's ministries, departments and agencies to successfully implement the multi-sectoral action plan. Limited collaboration among these stakeholders will continue to undermine the progress of the WPS agenda in the member states and region.

f. Less than 10% of the NAPs developed in the region have allocated government budgets for their implementation signifying low accountability on the part of the member states to UNSCR 1325 which they ratified. This is increasingly transferring the responsibility of implementation, monitoring, and reporting on the WPS agenda to CSOs and development partners with direct implications for the sustainability and progress of the WPS agenda. The survey however did not assess the availability of a statutory budget for the implementation of NAP. ECOWAS should also consider assessing this important factor critical to the implementation of the WPS agenda.

g. Regular and systematic monitoring and reporting on the implementation of the NAP is vital for tracking progress in the WPS agenda and in strengthening accountability for its implementation in West Africa. In this regard, monitoring and reporting activities were included in the NAPs implementation plans. The survey showed that most of the respondents did not know whether the monitoring activities were carried out as planned and were also not aware of any dedicated personnel, system, or unit for the monitoring of the NAP activities. Similarly, respondents in the countries' survey have some knowledge of the AU Continental Results Framework (CRF) tool but have not used the CRF indicators to monitor and report the implementation of NAP in the member states except for Senegal, which used the CRF tool to develop a WPS report in 2020.

h. The updated data to strengthen the report found out that several member states of ECOWAS have had or have one or more engagements aimed at operationalizing the CFR tool at the country level. These engagements are either initiated by the AU or its partners working with CSOs and experts in collaboration with ECOWAS Directorates to apply the CRF tool for monitoring and reporting on the WPS agenda. Respondents in the member states are largely not aware of the role of ECOWAS in operationalizing the CRF tool or if they have reporting obligations to ECOWAS on NAP implementation, nor do they submit WPS reports to ECOWAS.



5.0 CHALLENGES

5.0 Challenges

An analysis of the key findings showed the major challenges in the implementation of NAPs towards achieving the WPS agenda in the region. These major challenges were identified by the survey:

I. Low awareness among critical stakeholders about the WPS agenda,

II. Weak technical capacity of the Women/Gender machinery,

III. Weak coordination and synergy among government and non-governmental actors with critical roles in the implementation of the NAP;

IV. Weak accountability to the WPS Commitments,

V. Lack of reliable data on WPS

VI. Weak monitoring and reporting mechanisms for NAP implementation as the major challenges impeding the effective implementation of the WPS agenda in the member states.

VII. Lack of dedicated budget and political commitment to implement the NAPs;

VIII. Lack of effective communication, coordination, and partnership amongst key stakeholders.

IX. The low number of women in decision making positions in governance of peace and security processes and political and civil service

X. Lack of capacity for monitoring and reporting on the WPS agenda.

XI. Limited knowledge about the WPS agenda among key stakeholders and policymakers

XII. Low technical capacity for implementation and coordination among the Gender/Women Machinery

XIII. Low technical knowledge to apply the CRF tool.

At the regional level, the survey showed that there is a dearth of effective monitoring and reporting mechanism for the implementation of NAPs.

The lack of reporting obligation to ECOWAS from the member states on the WPS agenda is another challenge impeding ECOWAS's role in promoting the

WPS agenda or operationalizing the CRF tool.

There is an over-reliance on civil society organisations and the Women/Gender Ministry to drive the implementation of the NAPs. Meanwhile, NAPs are supposed to be developed and implemented as an interagency engagement by all government ministries, agencies, and departments (MDAs) in collaboration with civil society organisations.

Also, there are limited established platforms at the grassroots level to amplify local-level WPS initiatives and facilitate their access to funds and grants to strengthen local level contributions to promoting the WPS agenda.



6.0 RECOMMENDATIONS

6.0 Recommendations

Member states:

I. The member states that are yet to develop a NAP on WPS should take a cue from the good practice in the other 14 states and develop one; while member states whose current NAP is older than four years, should invest in evaluating the progress recorded in the implementation of the plan and develop the next 4-year NAP that captures the current realities of the country. The government should also consider setting up an interagency and multi-sectoral coordination platform to work closely with the Women/Gender ministry in the implementation of the NAP and in driving the WPS agenda in the country.

II. Beyond the development of the NAP, the 15 member states should as a matter of priority allocate a proportion of the national budget to the different ministries and departments critical to the implementation of the WPS Agenda. The role of the Women/Gender Ministry in coordinating the implementation, monitoring, and reporting on NAP should be enhanced with appropriate technical, financial, and human resources. Likewise, the Ministry should work in close collaboration with the National Centres and the Bureau of Statistics to access disaggregated data to support reporting using the CRF tool.

III. Members states should move beyond rhetoric and put in place laws, policies, mechanisms, and programmes for promoting women's meaningful participation and leadership in decision-making positions:

- in the governance of peace and security processes, - as technical experts or participants.
- in institutions for peace and security,
- in oversight structures for peace building,
- in political and civil service,
- in elective and nominative positions
- in political structures and offices
- the foreign service related to peace and security
- in relief and humanitarian programmes

ECOWAS Commission

I. ECOWAS should liaise with the AU's Office of Special Envoy on WPS to operationalise the CFR tool in West Africa. This engagement should be to learn from AU's experience working with other RECs to contextualise and popularize the CRF and to ensure ECOWAS is driving all AU and partners' supported activities on CRF in West Africa.

II. ECOWAS should address the challenge of its member states' lack of reporting obligation to it on the WPS agenda by setting up a mechanism for annual or biennial reporting for member states on the progress in the implementation of the WPS Agenda using the CRF tool. (The pillars of the CRF and indicators not covered in this assessment could be considered as a priority.) ECOWAS should then develop and submit a regional status report to AU afterwards on behalf of the member states. The process should also be for ECOWAS to plan with the Gender/Women Ministries of the member states and set a regional short - medium term regional priority to accelerate the implementation of the WPS agenda. Key messages should be generated from the process for advocacy on increasing accountability to the WPS agenda in the countries. ECOWAS should also pioritise building the technical skills of Gender/Women Ministries in its member states on the WPS agenda, on coordination, monitoring and report to enhance their capacity to led efforts on implementing the NAP at the national level.

III. ECOWAS should create and contribute to a WPS Knowledge Hub to be a go-to hub for up-to-date information and resources on the WPS Agenda in the region. Resources including the periodic regional reports on the status of the WPS agenda using the CRF tool should be available in this hub. A WPS Steering Group would be an added value to support ECOWAS efforts to accelerate the implementation of NAPs, its monitoring and reporting in the region.

IV. ECOWAS should invest in mobilizing resources for the implementation of the WPS agenda in the region. This should include mobilizing support for member states to implement key initiatives as well as supporting the capacity building of the Gender/Women Ministries implementation, monitoring, and

reporting the WPS agenda using the CRF tool. Special advocacy should be to member states to dedicate a proportion of their annual budget to the implementation of the WPS agenda.

WANEP and other CSOs:

I. CSOs are to build partnerships with key stakeholders in the implementation of the WPS agenda at the regional, national, and sub-national levels including in providing technical support to the Gender/Women Ministries in data collection, monitoring and reporting as well as resource mobilization.

II. Support ECOWAS in the process of operationalizing the CRF, through capacity building for selected focal points in the member states.

III. Develop programming in the areas of shelter and psychosocial support for survivors of SGBV conflict context and beyond to address this emerging phenomenon that has received minimal attention.



7.0 CONCLUSION

7.0 Conclusion

The survey found that 93% of ECOWAS member states have domesticated the UNSCR 1325 with the development of the National Action Plan on WPS and some progress recorded in the implementation of the NAP. However, some gaps and challenges exist that are impeding the effective implementation of the WPS agenda in the region. The recommendations have been tailored to address these gaps and challenges and accelerate the implementation of the WPS agenda. However, this survey did not utilize all the indicators of the CRF for the assessment. The Relief and Recovery pillar was not covered by this survey. In addition, women's participation in decision-making positions in security institutions, in political and civil service, in foreign service related to peace and security and in elective and nominative positions in political structures and offices were also not assessed in the member states. It will be important for ECOWAS to consider using the CRF tool to develop a holistic report covering all the pillars of the WPS agenda, the pillars and indicators of the CRF tool, as well as assess the implementation of the WPS agenda within the ECOWAS Commission in line with the provisions of the CRF.

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7. Inclusive security guide to implementing UN 1325

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3. List of Organizations and Institutions per Country

Country	List of organizations and institutions
Guinea	Groupe de Travail Femmes, Jeunes, Paix et Sécurité de l'Afrique de l'Ouest et du Sahel (GTFJPS/AOS) MASPFE COFEL (COALITION DES FEMMES LEADERS).
Mali	ASSOCIATION (Network) COORDINATION OF MALI FEMALE ASSOCIATIONS AND NGOs DIRECTORATE GENERAL NATIONAL POLICE MINISTRY OF THE PROMOTION OF WOMEN, CHILDREN AND THE FAMILY NGO WOMEN'S ASSOCIATION FOR PEACE INITIATIVES / AFIP ASSOCIATION FOR THE PROGRESS AND DEFENSE OF WOMEN DEMESO ASSOCIATION HOUSE OF WOMEN AND CHILDREN PEACE AND SECURITY NETWORK OF WOMEN OF THE ECOWAS AREA COLLECTIVE OF WOMEN OF MALI
Sierra Leone	Ministry of Social Welfare, Gender and Children's Affairs WANEP NOW-Sierra Leone MARWOPNET Women's Forum

	TEDEWOGAR Republic of Sierra Leone Armed Forces (RSLAF) Campaign for Good Governance CARL-Sierra Leone Sierra Leone Police
Ghana	KAIPTC FOUNDATION FOR SECURITY AND DEVELOPMENT IN AFRICA (FOSDA) MINISTRY OF GENDER (MGCSP) NATIONAL PEACE COUNCIL (NPC) GENDER PLANNING CONSULT LTD.
Liberia	
Togo	WOMEN IN LAW AND DEVELOPMENT IN AFRICA -TOGO (WILDAF-TOGO) PROGRAMME DES NATIONS UNIES POUR LE DEVELOPPEMENT (PNUD) CENTRE REGIONAL DES NATIONS UNIES POUR LA PAIX ET LE DESARMEMENT EN AFRIQUE (UNREC) GROUPE DE REFLEXION ET D'ACTION, FEMME, DEMOCRATIE ET DEVELOPPEMENT (GF2D) SECRÉTARIAT D'ÉTAT CHARGÉ DES DROITS DE L'HOMME (SEDH) MINISTÈRE DE L'ACTION SOCIALE DE LA PROMOTION DE LA FEMME ET DE L'ALPHABETISATION (MASPFA) WEST AFRICA NETWORK FOR PEACEBUILDING-TOGO (WANEP-TOGO) RESEAU, PAIX ET SECURITE POUR LES FEMMES DE L'ESPACE CEDEAO (REPSFECO-TOGO)

4. List of Experts for In-depth Interview and/or participated the Experts' Workshop in 2021

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This publication was co-funded by the European Union and the German Federal Ministry of Economic Cooperation and Development (BMZ) Its contents are the sole responsibility of ECOWAS and do not necessarily reflect the views of the European Union or the BMZ.

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