THE UK NATIONAL ACTION PLAN ON WOMEN, PEACE AND SECURITY 2014-2017

Social
Development
Direct

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UN Photo/Albert González Farran/28 May 2014/Nyala, Sudan/Photo # 590249

EXECUTIVE SUMMARY

The UK National Action Plan (NAP) on Women, Peace and Security (WPS) 2014-2017 is intended as the realisation of the UK Government's commitment to put women and girls at the centre of efforts on conflict transformation, peace and stability, in line with UN Security Council Resolution (UNSCR) 1325. The NAP is jointly owned by the Department for International Development (DFID), the Foreign and Commonwealth Office (FCO), and the Ministry of Defence (MoD), with cross-departmental contribution from the Stabilisation Unit. Although NAP commitments are intended to be implemented by the UK in all conflict-affected countries, the NAP focuses on Afghanistan, Burma, the Democratic Republic of Congo, Libya, Somalia and Syria.

This endline evaluation looks at the progress that the UK has made on the delivery of its WPS agenda since the baseline evaluation was undertaken two years ago. It takes a forward-looking approach to ensure that lessons can be learned from the delivery of this NAP, to ensure that the UK's 2018+ NAP is founded on best practice from UK experience.

Findings

UK Progress in the Focus Countries (Outcomes 1-4)

The evaluation looked at over 50 programmes and initiatives across the NAP's six focus countries and found that the UK's work on WPS is generally of a high standard with a large volume of appropriate, relevant and strategic efforts to deliver against the range of outcomes and outputs in the NAP, delivered through a combination of discrete WPS programmes and mainstreaming initiatives in other thematic programmes. The diversity of factors impacting a programme's success or failure are so numerous (conflict context, UK access, social norms, implementing partner, etc.) that it would be meaningless to draw common conclusions across all six countries on each output. However, the evaluation found that areas of best practice included: context specific and adaptive programming; strong progress in the area of political participation; and new initiatives that address the root causes of women's structural and sustained exclusion and discrimination. Opportunities for improvement included: increase support to women's rights organisations (WROs); develop minimum standards for WPS and gender in humanitarian programmes; and raise standards in prevention programming to meet the best practice that is currently being displayed in some programmes.

Building UK National Capacity (Outcome 5)

While there is a tendency to look to the programmes taking place at focus country level, Outcome 5 of the NAP is the basis on which programmatic work is ultimately founded and progress in this area is perhaps of greatest significance. This evaluation finds that the WPS is referenced in more strategies and policies than at baseline. Significantly, WPS is prominently referenced in the National Security Strategy and Strategic Defence and Security Review with the impact of cascading down to National Security Council strategies and therefore programmes across HMG, including those funded by the CSSF. Furthermore, progress by the MoD over the past two years with regard to developing a WPS strategy is a notable achievement. With regard to training, positive steps have been taken, particularly by the MoD, CSSF and Stabilisation Unit, in making WPS training available to a wide number of civil servants and members of the armed forces. This evaluation shows that awareness of the NAP has increased over its lifetime – contributing to an argument for a NAP with a longer lifespan in future.

Support to Women's Rights Organisations (WROs)

Despite repeated calls by UK civil society for the UK to provide support to WROs, this evaluation finds that the majority of such funding is inadequate since it is typically too short in duration, tied to UK-determined thematic deliverables, and/or sub-contracted through expensive international partners. Examples of good practice do exist, such as the UK-funded Peace Support Fund, which successfully channels funding to WROs and CSOs working on WPS and gender issues in Burma.

Conflict, Stability and Security Fund (CSSF)

The CSSF Secretariat has initiated a number of positive steps with regard to WPS and gender. An in depth study would be required in order to determine the impact of the various initiatives on the gender-responsiveness of programming, since at present there is no data available. However through this evaluation we have found that while there are several examples of opportunities for improvement, there are also promising signs that CSSF programming has become more gender responsive since baseline and is on a positive trajectory. The introduction of a Gender Advisor in the Middle East and North Africa (MENA) region has borne fruit resulting in more gender-sensitive programme design and delivery. Gender, Conflict and Stabilisation (GCS) training of CSSF staff is a positive step. An area of concern remains with regard to procurement in that the failure to include WPS and/or gender in the scoring criteria for new programmes means that suppliers do not prioritise these in terms of team expertise or delivery. The CSSF is one of the most significant mechanisms by which the UK can deliver on its WPS agenda, and going forward the CSSF must ensure that it is delivering on the minimum standards that it has set out and that suppliers delivering CSSF programming are motivated to prioritise WPS. Continued significant inclusion of WPS in the National Security Council (NSC) and SDSR, and cascading down to NSC regional and country strategies is essential to drive the inclusion of WPS in programming.

Multilateral Initiatives

This evaluation found that while many key informant interviewees talked about multilateral initiatives being a key area in which the UK had advanced the WPS agenda (much of it funded through the CSSF), without systematic reporting, it is challenging to identify what progress has actually been made. More needs to be done to monitor and consolidate information on the UK's support to multilateral initiatives, both in terms of funding and influencing, in order to ensure that they are having the maximum impact.

Preventing Sexual Violence Initiative (PSVI)

There have been positive adjustments within the PSVI since baseline. In particular, the political drive behind PSVI has raised key WPS concerns high on the international agenda and within the FCO. However, in terms of country-level implementation there is still room for improvement. UK country offices continue to remark that PSVI strategies are too much driven by Whitehall decisions and may be counterproductive when UK teams in country have already identified the best context-specific approaches.

Resourcing of the NAP

Although some HMG evaluation respondents cited lack of programme funding as a challenge, it was not identified as the primary challenge in delivering WPS programming and there was little evidence that a ringfenced funding source would improve the delivery of a NAP or WPS programming and initiatives in general. However, this evaluation found that the lack of resource to ensure that the NAP as a policy document was delivered and reported upon appeared to be limited in both FCO and DFID – both at country and Whitehall level.

Fitness for Purpose

The NAP has shortcomings with regard to its excessive length and scope that mean it has been difficult for some UK staff to understand its purpose and use. In particular, the implementation plan, which is static and only makes commitments in the focus countries and not at Whitehall level, fails to serve the purpose of either sufficiently capturing the full range of WPS activity or driving context-specific action. However, the NAP document itself has a basic structure and content that serves a useful purpose in providing shared cross-departmental vision on the UK's WPS agenda that is in keeping with the UK's commitments under UNSCR 1325.

Recommendations

- **The 2018+ NAP should retain the 5-pillar structure but focus the UK's commitments on SMART objectives**

   While it is advisable for the 2018+ NAP to retain the pillar framework, the plan should be structured such that programmes and initiatives demonstrate contribution to any number of pillars. The fifth pillar of Building National Capacity would be better framed as Creating the Enabling Environment for the UK to deliver on WPS commitments to allow for a broader consideration of what this outcome entails. Situated under the 5-pillar structure should be a limited number of specific and measurable objectives. The temptation to include too many objectives under the NAP should be avoided.

- **A 5-year NAP.**

   The 3-year duration of this current NAP has proved to be too short to impact on programming in the six focus countries. A longer duration is needed in order for the NAP to be integrated into business cases and programme designs.

- **Appropriate and targeted accountability mechanisms must be put in place.**
   - The implementation plan at focus country level should be flexible year-on-year to allow for UK country offices to employ best practice with regard to adaptive programming. There should be a maximum of ten commitments in order to enable accountability and reduce reporting burden.
   - At Whitehall level there should equally be commitments under the implementation plan, however these should last for the duration of the NAP, setting strategic objectives on inclusion of the WPS agenda in strategies, policies and training.
   - Annual reporting should continue, although it should be against a narrower set of objectives than in the current NAP.
   - WPS All Party Parliamentary Group (APPG) meetings should focus on just one or two of the NAP focus countries.
   - An external evaluation at baseline and endline should focus on the NAP's strategic impact.

- **CSSF must deliver on the gender and WPS commitments it has made.**

   As the mechanism best placed to implement WPS through both discrete programming and mainstreaming, with an increasing ability to deliver multi-year programmes, the CSSF is the key to the success of the next NAP and must deliver on the promising commitments it has made with regard to gender.

- **The 2018+ NAP must be appropriately resourced.**

  While this evaluation does not recommend ringfenced funding for WPS programming and initiatives, there is a strong argument to be made for increased resources to be made available for the implementation and oversight of the NAP as a policy document. This would include support for UK offices in focus countries to undertake a conflict and gender analysis that would inform their WPS planning, as well as committed staff time for internal communications on the NAP, reporting on it, and training on WPS.

- **Senior level support must be garnered.**

  This evaluation notes the impact that senior level individuals can have on driving forward the WPS agenda – as illustrated by the MoD's WPS action plan that has benefitted from the support and interest of leaders within the MoD. High level support needs to be garnered for the next NAP and should be complemented by an internal communications campaign.

- **Support to women's rights organisations must be a key commitment.**

  The UK must explore new and innovative ways to mitigate fiduciary risks associated with funding less "donor savvy" civil society organisations in order to provide support for independent and empowered female-led civil society organisations.

Tahira outside her home near Kabul / DFID

1 LIST OF ACRONYMS

ADB	Asian Development Bank
AGIPP	Alliance for Gender Inclusion in the Peace Process
AJACS	Access to Justice and Community Security
APPG	All Party Parliamentary Group
AR	Annual Review
BRCIS	Building Resilience in South Central Somalia
CBE	Community-based Education
CEFM	Child Early and Forced Marriage
CHASE	Conflict, Humanitarian and Security Department
CSO	Civil Society Organisation
CSSF	Conflict, Stability and Security Fund
CSWG	Community Security Working Group
CVE	Countering Violent Extremism
DFID	Department for International Development
D&I	Diversity and Inclusion
DRC	Democratic Republic of the Congo
EU	European Union
FCO	Foreign & Commonwealth Office
FGM	Female Genital Mutilation
FY	Financial Year
GAI	Global Acceleration Instrument
GAPS	Gender Action for Peace and Security
GBV	Gender-based Violence
GCS	Gender, Conflict and Security
GEA	Gender Equality Act
GEC	Girls Education Challenge
GEM	Gender Equality Marker
GENADS	Gender Advisors
GFPS	Gender Focal Points
GNA	Government of National Accord
HMG	Her Majesty's Government
HNC	High Negotiations Committee
HQ	Headquarter
ICAN	International Civil Society Action Network
ICF	Inclusive Challenge Fund
INGO	International Non-Governmental Organisation
ITT	Invitation to Tender
JPF	Joint Peace Fund
JPLG	Joint Programme on Local Governance
LPI	Life and Peace Institute
MENA	Middle East and North Africa
M&E	Monitoring & Evaluation
MOD	Ministry of Defence

MOSWRR	Ministry of Social Welfare, Relief and Resettlement
MP	Member of Parliament
NAP	National Action Plan
NATO	North Atlantic Treaty Organisation
NSC	National Security Council
NSPAW	National Strategic Plan for the Advancement of Women
NSRP	Nigeria Stability and Reconciliation Programme
NSS	National Security Strategy
ODA	Official Development Assistance
OECD	Organisation for Economic Co-operation and Development
PCR	Programme Completion Review
PSF	Peace Support Fund
PSVI	Preventing Sexual Violence in Conflict Initiative
S&J	Security and Justice
SCD	Syria Civil Defence
SCS	Senior Civil Service
SDSR	Strategic Defence and Security Review
SEA	Sexual Exploitation and Abuse
SGBV	Sexual and Gender-based Violence
SHINE	Somali Health and Nutrition Programme
SIP	Strengthening Institutional Performance
SOS	Secretary of State
SRSG	Special Representative of the Secretary General
SU	Stabilisation Unit
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNSCR	United Nations Security Council Resolution
USD	United States Dollars
VAWG	Violence Against Women and Girls
WCC	Women's Consultative Committee
WPE	Women's Political Empowerment
WPS	Women, Peace and Security
WRO	Women's Rights Organisations

2 INTRODUCTION

This endline evaluation of the UK's National Action Plan (NAP) on Women Peace and Security (WPS) for 2014-2017 comes two years after the baseline evaluation that was undertaken in 2015. The evaluations are part of the UK Government's efforts to ensure learning and accountability throughout the NAP's delivery.

As with the baseline, this endline evaluation includes an assessment of implementation and effects on the ground (where possible), a combination of both desk-based research and fieldwork, and a consideration of the UK's contributions to the NAP as a whole.

Although the NAP applies to all the conflict-affected states to which the UK provides support, the UK government has identified six focus countries as priorities for targeted support: Afghanistan, Burma, the Democratic Republic of Congo (DRC), Libya, Somalia and Syria. Country-level efforts in these six countries have formed one part of the focus of this evaluation, with an acknowledgement that the implementation of UK WPS activity extends to a number of countries beyond this. In addition and more strategically, the evaluation has looked at UK policies, trainings, tools, expertise and strategies.

This evaluation report is structured as follows:

o   It begins with a brief overview of the evaluation's **Methodology,** which was agreed in collaboration with the cross-Whitehall WPS Working Group, and an **Overview of the NAP.**

o   The main section of the report is the Findings which is subdivided as follows:

   o   **UK Progress in the Focus Countries (Outcomes 1-4)** provides a summary of the evaluation's findings in the six NAP focus countries. Greater detail on UK WPS progress in the six focus countries can be found in **Annex 1.**

   o   **Building National Capacity (Outcome 5)** is perhaps the most strategically relevant section since this outcome is the foundation for all UK activity on WPS. It looks at the UK's commitments in policies and strategies, training, accountability and awareness.

   o   **Support to Women's Rights Organisations** speaks to an area of particular concern for most WPS stakeholders and addresses UK support in this area.

   o   A section on the **Conflict, Stability and Security Fund (CSSF)** is included as this relatively new UK mechanism has the capacity and resources to contribute significantly to the WPS agenda.

   o   Much of the UK's support to the WPS agenda is delivered through **Multilateral Initiatives**, at both country and Whitehall level. This section addresses this area of the UK's work.

   o   **The Preventing Sexual Violence Initiative (PSVI)** is the FCO's key contribution to the WPS agenda and as such merits a re-visit since the baseline.

   o   **Resourcing of the NAP** is a frequently raised question and this section explores the current resources available and potential future options.

   o   The baseline evaluation questioned the current NAP's **Fitness for Purpose.** This evaluation re-visits this subject to ascertain if the assertions hold true at endline and if so what lessons could be learned for a future NAP.

o   The **Conclusion and Recommendations** at the end of the report are focused on the lessons that can be learned from this NAP in order for the UK to develop a 2018+ NAP that most effectively delivers on WPS.

3 METHODOLOGY

As with the baseline, this endline focuses on three evaluation questions:

- **Evaluation question 1:** To what extent has the UK effectively used policies, trainings, tools, expertise and awareness-raising among staff to deliver its commitments outlined in the NAP?

- **Evaluation question 2:** To what extent has the UK supported appropriate, relevant and strategic efforts to deliver against the range of outcomes and outputs identified in the NAP?

- **Evaluation question 3:** How effective have UK efforts been in contributing to the four outcomes within the NAP (participation, prevention, protection, and relief and recovery)?

In order to establish direction of travel since the baseline, the methodology used for this endline is largely similar to the one that was used in the baseline. The methodology was agreed by the cross-Whitehall Working Group on WPS when it was presented in the form of an inception report in October 2016. It involved four components:

- Online survey of UK staff.

- Desk review of four focus countries – involving document review informed by a detailed breakdown of measures and indicators, and semi-structured key informant interviews with Her Majesty's Government (HMG) staff.

- Field visits to Afghanistan and Somalia (due to the twice re-scheduling of the 2016/17 Somali electoral process the Somalia research was eventually limited to Nairobi, with telephone interviews) – led by two teams comprising one international and one national staff member. This involved semi structured key informant interviews with a wide range of stakeholders and focus group discussions with selected project beneficiaries, preceded by document review informed by a detailed breakdown of measures and indicators.

- Establishing progress on Whitehall strategies and multilateral initiatives, involving semi structured interviews with key HMG staff.

It should be noted that there was a midline report on the NAP in 2015, but this was not an evaluation.

	BASELINE (2015)	ENDLINE (2017)
ONLINE SURVEY OF HMG STAFF WORKING ON WPS AT HQ AND IN-COUNTRY	✓ (212 responses)	✓ (30 responses)
DOCUMENT REVIEW, INCLUDING KEY MEASURES AND INDICATORS	✓	✓
KEY INFORMANT-INTERVIEWS WITH HMG STAFF IN FOCUS COUNTRIES	✓	✓
FIELD VISITS TO FOCUS COUNTRIES	✓ (DRC and Burma)	✓ (Somalia and Afghanistan)

We used the information gathered in the baseline evaluation and the Annual Report to Parliament 2016 as the basis for information on NAP programmes, however due to the weak reporting systems on the NAP (detailed in section 5.8) a significant amount of evaluation time was, by necessity, dedicated to gathering information on programmes and initiatives.

Mindful that the baseline evaluation raised questions about the NAP's fitness for purpose, and acknowledging that the best use of this endline evaluation could be to contribute to informing the design of a future NAP we also gathered evidence on the functionality of the NAP and its implementation plan with regard to delivering on the UK's WPS commitments in order that this evaluation may serve a functional purpose of contributing towards a future improved NAP.

Reflections on the Methodology

The NAP covers a vast array of programmes (including those that are WPS only and those where WPS is/should be mainstreamed, across six focus countries) and in addition an array of commitments at Whitehall level. In retrospect, the early decision, made in discussion with the cross-Whitehall WPS Working Group, to largely focus the evaluations on progress in the six focus countries has meant that a significant proportion of evaluation time has been spent on ascertaining the details and progress of dozens of programmes in specific contexts, rather than on evaluating the overall impact of the NAP. We have attempted to mitigate this challenge by focusing findings on the utility of the current NAP and the potential recommendations for a future NAP. However, a future external evaluation methodology of the 2018+ may wish to more usefully focus on key strategic impacts of the NAP where multiplier effects have played a role.

Hafsat Abiola emphasizing a point at the 16 October women's empowerment rally in Nigeria. Credit: Projekthope

4 OVERVIEW OF THE NAP

The UK's third NAP was launched in June 2014 and aims to serve as a guiding policy document for the implementation of the United Nations Security Council resolution (UNSCR)1325. It highlights the need to make the UK's work on WPS integral to efforts tackling violent conflict and building peace internationally, and to integrate gender perspectives into all work on conflict and peacebuilding.

The NAP focuses on conflict-affected states and is led by the Foreign and Commonwealth Office (FCO), though it is jointly owned with the Department for International Development (DFID) and the Ministry of Defence (MoD). Other government departments were consulted during the NAP's development and the Stabilisation Unit also has a role in its implementation.

The NAP is structured around five key outcomes. These are:

FIVE KEY OUTCOMES OF THE NAP

Participation	Prevention	Protection	Relief and Recovery
Participation of women in peace processes and decision making	Prevention of conflict and violence against women and girls	Protecting the human rights of women and girls	Addressing women's and girls' needs in relief and recovery

Building UK capacity

Building UK capacity to deliver the above outcomes through increased financial and staff resources, improved training and technical assistance as well as strengthened M&E systems and coordination mechanisms.

The first four outcome areas align with the four pillars of UNSCR 1325: Participation, Prevention, Protection, and Relief and Recovery. Building UK capacity to deliver these outcomes through increased financial and staff resources, improved training and technical assistance, as well as strengthened monitoring and evaluation (M&E) systems and coordination mechanisms, is the fifth outcome area.

The six focus countries of the NAP are Afghanistan, Burma, the DRC, Libya, Somalia and Syria. They were selected as focus countries for the work of all three Departments (FCO, DFID and MoD) and for the National Security Council (NSC), and on an assessment of local appetite for change (judged through local consultations in-country).

An implementation plan for the NAP published in October 2014 outlines details of the operationalisation of UK efforts in each of the six focus countries. It does not include targets and indicators for the UK's work at a central policy and strategic level.

5 FINDINGS

5.1 UK Progress in the Focus Countries (Outcomes 1-4)

This section seeks to address the following evaluation questions: i) to what extent has the UK supported appropriate, relevant and strategic efforts to deliver against the range of outcomes and outputs identified in the NAP, and ii) how effective have UK efforts been in contributing to the four outcomes within the NAP (participation, prevention, protection, and relief and recovery)?

Under Outcomes 1-4 of the NAP the UK commits to making progress on WPS in the four areas that are aligned with UNSCR 1325:

- **Participation** of women in peace processes and decision-making
- **Prevention** of conflict and violence against women and girls
- **Protecting** the human rights of women and girls
- Addressing women's and girls' needs in **Relief and Recovery**

This evaluation sought information on the full range of UK programming and initiatives in the six focus countries, so as to ascertain the progress in mainstreaming WPS as well as identifying WPS-specific programming. While we were guided by the implementation plan we did not limit the evaluation to the implementation plan. A snapshot of the programmes and initiatives that were reviewed is found in Annex 2.

The range of programmes and initiatives are subject to an array of variables including: type and range of WPS challenges; prevailing social norms; conflict context; political context; access for UK (both physical and political); implementing partners; and WPS interest of HMG post-holders. Across each of the six focus countries, the evaluation found areas of notable success in WPS programming as well as aspects that could be improved upon; however these areas were not consistent across all or even some of the countries. With these diverse factors in mind, **we find that there are no overarching answers for the two evaluation questions.** Instead, **the UK's work in each focus country must be evaluated individually** and the country overviews in Annex 1 present specific views in this regard. These caveats notwithstanding, we offer the following observations:

- In broad terms **the UK has supported a large volume of appropriate, relevant and strategic efforts** to deliver against the range of outcomes and outputs in the NAP, and a large number of these have delivered successful and impactful work.

- Overall the UK is **strong on women's participation**, with notable progress and growth around **women's political participation in particular**. Whilst achieving meaningful participation and influence at the political level remains extremely challenging, significant first steps have been taken, including UK support to the 30% parliamentary gender quota in Somalia and support to the Alliance for Gender Inclusion in the Peace Process in Burma. These efforts need to be crucially matched with support to female candidates in post and a focus on strengthening the broader structural and social environment. This remains an area for strengthening, which some countries have addressed to some extent, including in Afghanistan where there are initiatives contributing to building the capacity of women in the political sphere, including members of parliament (MPs) and aspiring female parliamentarian candidates. In Somalia, a £10m multi-year DFID programme is also focusing on increasing women's participation in decision-making and challenging harmful social norms (the SNaP programme).

- This endline review identified a handful of new initiatives looking to address the **root causes** of women's structural and sustained exclusion and discrimination, representing a shift towards more **gender transformative programming**. Examples of this include the SNaP programme in Somalia, and La Pepiniere in DRC. However, there is more to be done to build on this work and a need for the UK to support more targeted efforts reflected at outcome/output level.

- The UK has supported a **mixed range of programmes tackling violence against women and girls (VAWG).** Examples of best practice include a holistic United Nations Population Fund's (UNFPA) VAWG prevention and response programme in Syria, and in Somalia the UK has supported the provision of medical and psychosocial services to survivors of sexual violence in key urban areas, and funded community-based behavioural change approaches to VAWG and gender sensitive peacebuilding. There is room for improvement however, such as in the DRC where there remains a gap in the portfolio with a disproportionate focus on conflict-related sexual violence in eastern DRC and on the response rather than the prevention of VAWG. Overall, this endline review found that there were smaller financial commitments made to VAWG targeted efforts than other types of programming across the focus countries, and that often these programmes are too short-term.

- Across the board there is a need to **strengthen the UK's approach to WPS across its humanitarian programming**. It was noted that in several of the focus countries there were gaps or areas for improvement amongst DFID's implementing partners, with basic standards not being met.

- Inclusion of WPS programming and initiatives and their successful implementation is **highly dependent on the interest and capacity of individuals** working in an HMG team at the time. We have found instances where promising WPS initiatives (rather than programmes) have dropped off an agenda because a committed staff member has moved on, as well as instances where shared interest in WPS by members from all three UK departments working together has strengthened the WPS programming, such as in Afghanistan.

- One significant area of weakness across most of the focus countries was a **lack of UK support to women's rights organisations (WROs), and civil society organisations (CSOs) in general**. With some notable exceptions, including funding mechanisms in Burma and the Tawanmindi programme in Afghanistan, there have been insufficient attempts to innovatively address the challenges associated with funding WROs and CSOs.

With regard to the UK's effort and progress per pillar we present below a summary of findings. The baseline evaluation illustrated the flaws of categorising programmes exclusively under one of each of these four pillars so the same discussion will not be rehearsed here. It should simply be noted that programmes mentioned in this section may be categorised under one pillar but may also contribute to others. For the purposes of this report we have been led by how each programme has been categorised in the NAP's implementation plan.

Participation

In **Afghanistan** the FCO has also supported a number of new initiatives contributing to building the capacity of women in the political sphere, including MPs and aspiring female parliamentarian candidates. However, support for women's political participation at endline comprises the smallest allocation of funding across UK programmes or thematic areas linked to the NAP on WPS; the British Embassy in Kabul however identified this as a key area of focus in the future. There also appears to be a gap in ensuring that enabling environments for women in the security sector include efforts to track and monitor their work-based progress and needs, with limited or no mechanisms in place to follow up on the placement of female security sector beneficiaries (e.g. police or army trainees) to ensure they are being adequately supported. Qualified female security sector employees often lack opportunities for promotion or to perform duties at their level of ability, with less qualified women allocated duties they are unable to perform, largely due to illiteracy.

Several stakeholders highlighted that these problems are, in part, the fault of the international community which has pushed for quotas for women's participation without doing enough of the groundwork to ensure that quotas are meaningful, valued and useful. The evaluation noted that more could be done directly to support women's participation in the peace process. The UK's efforts in this area continue to be more politically rather than programmatically focused, through lobbying for women's greater inclusion by raising and meeting quotas for women's inclusion. No projects in the NAP portfolio currently contribute directly or indirectly to this agenda, although a pipeline programme on peace processes will include consideration of women's participation.

In **Burma** the UK has made significant progress on its WPS participation agenda, assisted by political openings in this area. One of the major achievements has been to successfully channel funding to women's rights organisations (WROs) and civil society organisations (CSOs) working on gender issues through two large-scale multi-donor funds; the Peace Support Fund (PSF) and the Joint Peace Fund (JPF), (explored in further detail in section 5.3) with one major achievement being the JPF's decision to dedicate 15% of funds to WPS priorities. In the sphere of the peace negotiations, the UK has provided support to the Alliance for Gender Inclusion in the Peace Process (AGIPP) which has succeeded in ensuring a higher proportion of women in the peace process, rising from 7% to 13%,[1] as well as building the capacity of female participants.

In **DRC** a positive development in the UK's WPS portfolio has been the significant additions to the work on women's participation since the baseline. Primarily, DFID's electoral support programme began in 2015, integrating activities towards gender equality and encouraging women's political participation, with notable engagement on this with other donors. The work is at too early a stage to measure substantial results and on-going political uncertainties offer both opportunities and severe challenges in engaging women in the political and peacebuilding process. Women's participation in the election process risks slipping off the agenda given the difficulties faced in reaching agreements on any elements of the election process and UK staff highlighted that this concern is reflected in other areas.

Given the constant flux in situation in DRC, and ongoing political instability, meaningfully integrating WPS issues into other agendas can prove challenging and risks being deprioritised. However, UK leadership has been supportive of gender work, setting the tone for maintaining a focus on and prioritising a WPS agenda.

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[1]   Figure reported by DFID KII

In addition, there has been some interesting work on increasing women's participation in local level conflict initiatives. DFID's support to a UN Habitat project on preventing and resolving land disputes and to a Life and Peace Institute (LPI) project on local conflict transformation in South Kivu have brought a greater focus on gender dynamics and consequences of local conflicts to its peacebuilding programme.

In **Libya** there has been relatively small-scale but notable support to women's participation at political and grassroots levels. For example, support to a Strategic Communications Advisor to the Government of National Accord (GNA) has specifically involved training GNA female press officers (in early 2017) and in 2016 the UK supported the UN Special Representative of the Secretary General (SRSG) to advocate for a prominent role for women in state positions, with the aim of achieving 30% representation in the GNA. An important addition since the baseline evaluation is a new CSSF initiative (implementation due to start in Q2 2017), which will focus on addressing gender issues in Libya through support to civil society and aims to work with both established and fledgling CSOs that focus on a range of women's interests.

In **Somalia** the UK has successfully scaled up its efforts on women's political participation. This was identified as a key area of focus for DFID moving forward at the baseline evaluation stage. At the political level, both FCO and DFID lobbied extensively and successfully to support a 30% quota of seats for women in both houses of parliament. At the programmatic level, this work has also been supported through a DFID-funded joint UN programme for Women's Political Empowerment (WPE), being delivered under the SNaP programme. In addition, the UK has commissioned a research study on women's political participation and leadership, and there is an opportunity to build on UK funded efforts targeting the participation of women in local governance structures and the recruitment of women into civil service positions.

In **Syria** the UK has continued to support women's political participation primarily through the CSSF and there have been some notable achievements, including diplomacy efforts and technical assistance to the High Negotiations Committee (HNC) of the Syrian Opposition where three women (out of 16 committee members) participated in various rounds of Geneva, in addition to strategic and tactical advice to the Women's Consultative Committee (WCC). The UK has also supported civil society efforts focused on skilling-up women on the political process and supporting their engagement at community level. A large-scale local governance programme funded through the CSSF also demonstrated scale-up around women's engagement in local governance structures, expanding beyond its original scope to include a 'challenge fund' for projects implemented by women sub-committees, in addition to adding a new output on women's participation.

Prevention

In **Afghanistan,** DFID recently completed a project on the prevention of violence against women and girls and strengthening access to justice, which engaged community and religious leaders through culturally sensitive and Islamic approaches to violence prevention, and which included a Hotline Centre to provide counselling and referral services for survivors of violence. The UK-supported Strengthening Gender Based Violence in Health Sector Response, the most significant new initiative to begin since baseline, targets both prevention of GBV and fills an important gap in healthcare response for survivors of violence. Although the project is in the early phase of implementation, a number of promising results have emerged. A particular strength of the project is its focus on linking service provision with preventive activities due to the recognition of the various barriers to women reporting cases of violence to formal health or other types of service providers.

In **Burma** the UK continues to provide military education courses to the Burmese army, the Tatmadaw. This has included modules on WPS. Given the predominantly closed nature of this institution at the higher levels of command, entry points for such comprehensive training remain challenging due to limited acceptance. Baroness Anelay visited in late 2016, which helped to promote the PSVI's new focus on stigma. With the UK country team having developed specific strategies around gender and WPS that are informed by the Burmese-identified priorities, it is questionable whether the introduction of Whitehall-driven initiatives is helpful.

In **DRC** there remains a gap in the portfolio on VAWG programming, with current programming still focused on sexual violence in conflict-affected eastern DRC and responding to SGBV survivors, rather than taking a more nuanced perspective of the structural causes of VAWG and addressing the high prevalence of all types of VAWG across DRC, including intimate partner violence.

Picture: Russell Watkins/Department for International Development

In **Libya**, as identified at baseline, there is a lack of targeted activities focused on GBV prevention (and response). However, a portfolio of media programmes being funded through the CSSF, includes developing media content focused on challenging social attitudes towards GBV, as well as training female journalists.

In **Somalia** the UK has worked to prevent and eradicate female genital mutilation (FGM) under DFID's health portfolio and efforts under UNDP's Gender Equality and Women's Empowerment (GEWE) programme have involved support to the development and tabling of the Sexual Offences Bill in Somaliland and Puntland, with consultation at the federal level. In addition, a workshop on stigma was conducted in December 2016 to better understand the challenges survivors of GBV are facing and offer recommendations for future programming. The UK is also providing direct support to improve African Union Mission in Somalia (AMISOM) adherence to international human rights norms to reduce and prevent GBV and exploitation, and has trained a number of military and police personnel, and civilians.

In **Syria** at baseline our evaluation identified the positive impact of a DFID funded UNFPA GBV prevention and protection programme, which continues to deliver effective work, including support to safe spaces, health service delivery points, and psychosocial support. The UK has also continued to fund an initiative focused on the documentation and investigation of adult and child torture and sexual violence, in addition to supporting networks, knowledge exchange and collaboration between Syrian and regional CSOs, the Syria Civil Defence (SCD), Free Syrian Police (FSP) and local councils. This programme has also established a gender committee, which is working to develop a gender policy and strategic plan to strengthen the organisation's approach and delivery on gender.

Protection

In **Afghanistan** this endline evaluation has identified a number of ways in which the British Embassy in Kabul's support to WPS activities in country is showing positive results. Security sector programming comprises a large spend across the UK's NAP activities in Afghanistan, including the MoD's continued support to deliver training to female army cadets with additional efforts made to improve living conditions in women's barracks. DFID has also supported a number of large projects focused on building assets of women and girls, such as education, health, and economic empowerment. In particular, the Girls Education Challenge (GEC) has been highly successful in reaching marginalised girls and facilitating their enrolment in community-based education (CBE), with DFID emphasising a firm commitment to CBE and the upcoming roll out of the second phase of GEC, which focuses on transitioning girls to CBE at secondary levels.

In **Burma** although the UK only had one activity under the implementation plan it has exceeded its targets. Under this pillar the UK has provided support to the implementation of Burma's National Strategic Plan for the Advancement of Women 2013-2022 (NSPAW) through the provision of a two-person technical assistance team, working with the Ministry of Social Welfare, Relief and Resettlement (MoSWRR). This intervention has had considerable impact, including supporting the establishment of a cross-ministerial National Committee for Women's Affairs.

In **DRC** one area in which the UK has made valuable contributions to the WPS agenda since baseline, has been in high-level engagement around WPS issues, including lobbying around changes to the discriminatory Code de La Famille and on emblematic sexual and gender based violence (SGBV) cases.

In **Libya** the Security, Justice and Defence (SJD) programme continues to adopt a mainstreaming approach to gender, and has built on the findings of a gender assessment prepared by the Stabilisation Unit. Particularly successful WPS activity relates to promising practice around engaging women as mentors in local peacebuilding efforts.

In **Somalia** particular impact is noted across DFID's health portfolio, which has reached high numbers of women through essential health services, ante-natal and post-natal care, and emergency obstetric care. Another key success relates to the Building Resilience in South Central Somalia (BRCiS) programme (delivered under DFID's multi-year humanitarian spend), which has involved training women in vocational skills and assisting women with agricultural/livestock production-related inputs and unconditional cash transfers.

Efforts under DFID's Rule of Law programme have also involved support to mobile courts, which have provided legal aid to women and girls who have experienced GBV. Under the CSSF human rights strand there has been work to increase the capacity of Ministry of Women and Human Rights to fulfil its mandate on promoting and protecting human rights, including through the development and implementation of a National Action Plan on Human Rights. The DFID SNaP programme will be taking this work forward from 2017-2020, and is also examining systemic barriers to protection and service provision for survivors of GBV in order to strengthen referral pathways.

In **Syria** protection efforts include activities under the Access to Justice and Community Security (AJACS) programme and civil defence programme. At endline both programmes have scaled-up their focus on gender; AJACS, a multi-donor initiative focused on empowering civilian security and justice providers and institutions has now increased the number of women in the Free Syrian Police (FSP) to 70, and supported 65 women to participate within Community Security Working Groups (CSWGs). The UK's civil defence programme now has approximately 115 female volunteers in the Syria Civil Defence (SCD), and has carried out consultations with the SCD to identify the main drivers of inequality within the SCD, which are impacting women's participation.

Relief & Recovery

In **Afghanistan**, DFID's Multi-Year Humanitarian Assistance Programme focuses on delivering emergency healthcare (including reproductive healthcare) and nutrition services to the most vulnerable and conflict-affected people, including women and children. However, it was found that more attention needs to be paid to ensuring that mainstreaming gender efforts in programming extend beyond the basic sex disaggregation of data. There was evidence from at least two large UK supported programming areas (DFID's Multi-Year Humanitarian Assistance Programme and the DFID-supported multi-donor the Afghanistan Reconstruction Trust Fund) that although sex disaggregation is being conducted, this is not necessarily being complemented by effective gender mainstreaming into programme design and implementation, with little or no gender-sensitive analysis of outputs and outcomes beyond sex disaggregation.

In **Burma** the UK's support has mainly been through the Humanitarian Response for Conflict-Affected People in Kachin State and Humanitarian Assistance in Rakhine State programmes. While challenges remain across Burma on establishing effective referral and support systems, a DFID Annual Review raised concerns about the efficacy of the model of delivery on GBV programming by DFID's implementing partner in Rakhine.[2] While acknowledging the contextual challenges in Burma, this evaluation found that relief and recovery is the outcome with most opportunity for improvement in an overall strong WPS portfolio.

In **Libya** DFID has a small-scale humanitarian operation but there was no visibility of any WPS related activity as part of this endline review and the UK NAP's implementation plan does not capture any activities under the relief and recovery pillar.

In **Somalia** under DFID's multi-year humanitarian programme an internal 2016 gender review found relief and recovery efforts to be generally gender-balanced, and serving a large number of women beneficiaries, with some examples of implementing partners planning to integrate women in committees or as community workers. However, there may be a need for DFID to challenge partners to demonstrate a more strategic approach in their consideration of gender equality in programme design.

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[2]   DFID Annual Review, October 2016. States: "DFID field visits show clear inadequacies in the access to referral services, although these are largely outside the control of implementing partners they call into question the model of operation" and "DFID field visits noted serious limitations on health and justice referrals." https://devtracker.dfid.gov.uk/projects/GB-1-203688/documents

Credit: UN Photo/Sylvain Liechti/Photo Date: 14/03/2014/Photo ID: 583096

In **Syria** women and girls have been reached through protection and health services, but there remains a lack of visibility of targeted WPS efforts at outcome and output level across DFID's humanitarian spend. DFID staff confirmed that there is a new tranche of humanitarian Business Cases that will reflect a continued focus on the protection of women and girls, in addition to a greater focus on women's empowerment. As DFID's humanitarian portfolio represents a significant spend across the Middle East and North Africa (MENA) region, there is a key opportunity to support the delivery of WPS commitments through this mechanism. A newly created DFID Social Development Advisor (SDA) position will play an important role in taking this work forward.

5.2 Building UK National Capacity (Outcome 5)

The above section highlighted the work of the UK on WPS in the six focus countries and noted that the findings are varied across the six countries and the four pillars due to a range of factors. However, Outcome 5 of the NAP addresses a much more strategic aspect of NAP implementation since it commits the UK to "ensuring that all necessary resources, tools and mechanisms are in place to deliver and monitor the commitments outlined in this National Action Plan."[3] It is therefore the basis on which all other UK WPS programming is founded.

Outcome 5 is divided into two Outputs: (5.1) Ensuring that "that decision makers at all levels have the information, skills, and resources they need to make gender-sensitive, evidence-based decisions on Women, Peace and Security"; and (5.2) which focuses on transparency and accountability of the NAP. This section of the evaluation report addresses the UK's success in delivering on Outcome 5 of the NAP and speaks to Evaluation Question 1: To what extent has the UK effectively used policies, trainings, tools, expertise and awareness-raising among staff to deliver its commitments outlined in the NAP?

Policies and Strategies

The baseline evaluation reviewed six overarching departmental and cross-HMG strategies outlining key departmental and HMG priorities, concluding that there was limited reference to WPS in general and to the UK NAP in particular.

At endline, all of the overarching strategies that were assessed at baseline have been renewed, or replaced by equivalent documents. Of the updated strategies, the Stabilisation Unit's current Business Plan (2016-2020) and the Conflict Humanitarian and Security Department (CHASE) Operational Plan are the only ones to specifically reference the UK NAP and make commitments against it. Perhaps most influential is the National Security Strategy (NSS) and Strategic Defence and Security Review (SDSR), which, while not mentioning the NAP makes significant reference to women and girls' peace and security as a central element. The inclusion of WPS in this document is significant because it influences so many other strategies and, alongside the UK Aid Strategy, guides the spend of the CSSF.

At baseline stage, the 2011 cross-departmental Building Stability Overseas Strategy (BSOS) referred to the UK NAP and its NAP commitments. The BSOS has not been updated since baseline; however the DFID Building Stability Framework 2016 (replacing the Building Peaceful States and Societies paper), developed in 2016, places WPS concerns as central to policy priorities, although there is no reference to the NAP.

In other policy documents, references specifically to WPS and the UK NAP remain minimal, yet with notable changes. The FCO's Single Departmental Plan 2015-2020 brings in reference to its support to Afghanistan's first ever NAP, and to CSSF funding for women's participation in country. The most significant changes can be seen in the updated MoD' Single Departmental Plan 2015-2020. This is elaborated in more detail in Box 1, below.

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[3] NAP, p18

There are additionally several commitments on WPS issues and the NAP made in strategies, which are not framed as such. For example, FCO refers to driving forward PSVI (through CSSF), while DFID's Single Department Plan includes tackling sexual violence in conflict, and leading efforts on addressing VAWG, as well as focus on women's access to jobs, economic empowerment of women and girls, and girls' education. DFID's Strategic Vision on Women and Girls is currently quite weak on reference to conflict and crisis but a review of the Strategic Vision, being undertaken at the same time as this evaluation, is promising to integrate the concerns of women and girls in conflict and crisis situations throughout.

STRATEGY AT ENDLINE	CORRESPONDING STRATEGY AT BASELINE	REFERENCES TO WPS/UNSCR 1325 IN THE STRATEGY AT ENDLINE	REFERENCE TO THE UK NAP?	SIGNIFICANT CHANGES SINCE BASELINE?
FCO Single Departmental Plan 2015-2020	FCO Business Plan 2013-2015	Mentions support to Afghanistan NAP.	No.	Has not significantly changed since baseline. WPS issues are still present in reference to PSVI – but not connected to WPS agenda or NAP commitment.
UK aid: tackling global challenges in the national interest (ODA strategy)	Not reviewed at baseline	No.	No.	Not reviewed at baseline.
DFID Single Departmental Plan 2015-2020	DFID Business Plan 2012-2015	No.	No.	Has not significantly changed since baseline. Tackling sexual violence in conflict is now highlighted as means of strengthening global peace, security and governance. However, this and preventing VAWG – which was included in previous Business Plan - are not connected to WPS agenda or NAP commitment.
MoD Single Departmental Plan 2015-2020	MoD Business Plan 2012-2015	Mention of UK hosting UN peacekeeping defence ministerial in 2016 and setting ambitious targets in relation to WPS agenda, particularly participation of women in peacekeeping roles.	No.	Significant changes. There were no mentions of WPS, NAP – or even women – in the previous MoD Business Plan.
Stabilisation Unit Business Plan 2016-2020	Stabilisation Unit Business Plan 2014-15 (March 2014)	Mentioned. UK's implementation of its Women, Peace and Security priorities is included in thematic offer. 'Gender, conflict and stability' is one of nine thematic focus issues.	Yes.	Similar level of commitment as at baseline. "Gender, Peace and Security" was one of six thematic priorities in previous Business Plan. 'Gender Conflict and Stability' is one of nine thematic priorities in new Business Plan. NAP mentioned in both. Both previous and current versions include commitments to building national capacity, although current Plan also includes PSVI objectives.

STRATEGY AT ENDLINE	CORRESPONDING STRATEGY AT BASELINE	REFERENCES TO WPS/UNSCR 1325 IN THE STRATEGY AT ENDLINE	REFERENCE TO THE UK NAP?	SIGNIFICANT CHANGES SINCE BASELINE?
National Security Strategy and Strategic Defence and Security Review 2015	Securing Britain in an Age of Uncertainty: The Strategic Defence and Security Review, 2010	Mentioned. Specific section on WPS.	No.	Changes since baseline. Mention of WPS issues now included – not in previous security review – although not framed as NAP commitment.
DFID Building Stability Framework 2016	Not reviewed at baseline	No.	No.	At baseline the cross-departmental Building Stability Overseas Strategy (BSOS) was reviewed. This document remains unchanged. The BSF is a DFID-only strategy therefore the two documents are not comparable.
Operational Plan 2013-2015 DFID Conflict, Humanitarian and Security Department	Not reviewed at baseline	Yes. Under the heading of Work with Multilaterals that strategy commits to support the UN's efforts to accelerate progress on WPS.	Yes.	Not reviewed at baseline

In order to understand the significance of policies and strategies in influencing the programmes and initiatives at NAP focus country level we have provided a rough illustration (Figure 1) of the flow of influence on DFID and CSSF programmes – the two types of programmes most often delivering the NAP implementation plan.

Figure 1: Flow diagram of policy influence
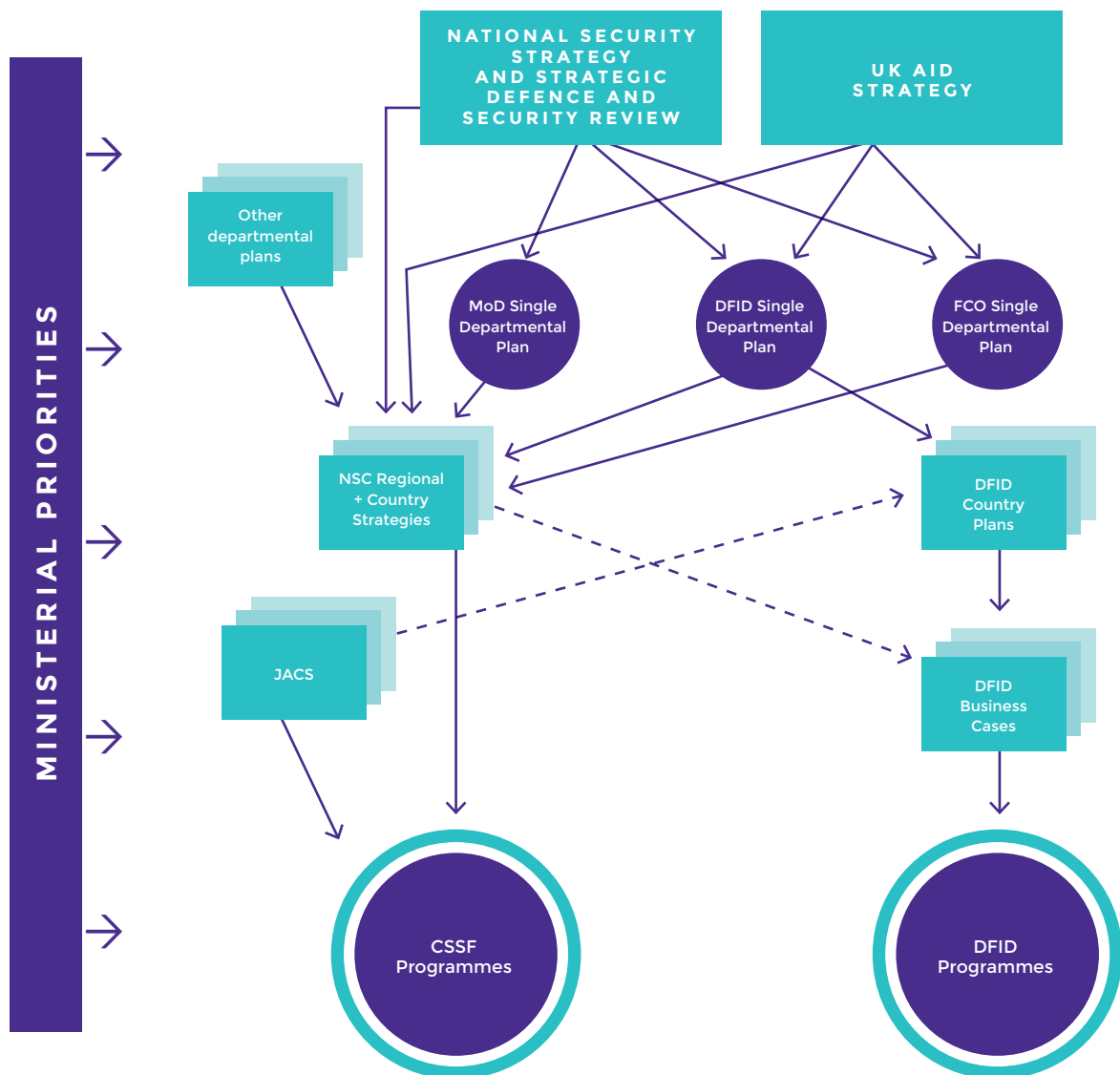
BOX 1: THE MINISTRY OF DEFENCE – ADVANCES IN WPS POLICY AND STRATEGY

At baseline there was disappointingly little to report on the MoD's WPS activities at a strategic level and it was not mentioned in the departmental plan, however the progress that the ministry has made on WPS in the past two years is significant and it is worth drawing special attention to this. Following a Defence Instruction and Notice[4] issued by Chief of the Defence Staff in 2015, the ministry developed a detailed strategy translating the 15 MoD-attributed NAP commitments into three policy objectives with ten supporting activities; the NAP commitments were described by one interviewee as "vague and open to interpretation" and drove the need for a complementary strategy. The MoD is the only one out of the three ministries responsible for delivering the NAP that has developed such a strategy. The three policy objectives are as follows:

1. Mainstreaming gender in the armed forces

This objective includes activities integrating WPS into training, doctrine and developing a cadre of WPS specialists. In July 2016 the Field Army published a Training Needs Analysis for the integration of WPS into training across the single services, which identified courses of action for implementation and the need for a robust training governance structure.[5] Since November 2016, pre-deployment training incorporating WPS has been in place for all troops deploying on land-facing operations and in addition over the next two years, the MoD also plans to introduce WPS content into all phase 1 training, Command, Leadership and Management courses, and mandated annual training. The Defence Engagement Strategy Team is currently drafting the Concept of Employment for a cadre of Gender Advisors (GENADS) and Gender Focal Points (GFPs), to be situated with force commanders and within each unit respectively; each Command will have at least one GENAD to provide strategic and operational advice to the Service Chiefs, MoD Head Office, the Operations Directorate, and the Permanent Joint Headquarters. A key activity under this objective is the development of an internal communications strategy on WPS that is planned for circulation in 2018.

2. Improving the participation of women in the armed forces

This objective includes some specific targets including a minimum recruitment target of 20% for women by 2020[6] and a 15% target for UN military observers and Military Staff Officers by 2017.[7] Under this objective the strategy also points to the lifting of the ban on women serving in ground close combat roles and a study to examine barriers to progression. The use of Mixed and Female Engagement Teams is detailed as an independent activity within this objective. The use of these teams will be considered on a case-by-case basis; however there are yet lessons to learn from the use of Female Engagement Teams in Afghanistan.

3. Building capacity for international partners

The Strategy recognises the importance of WPS in both overseas training establishments and Short Term Training Teams. The MoD has commissioned a review of all WPS-related training delivered by the UK to international partners, which was due for completion at the time of the research for this evaluation. Examples of the delivery of this training can be found in Annex 1.

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4 2015DIN03-29 Women, Peace and Security
5 This document was not made available to the evaluation team
6 Women currently make up 12% of recruits
7 In line with UN targets. This was announced at the 2016 UN Peacekeeping Defence Ministerial in London – FCO and MOD. 2016. UN Peacekeeping Defence Ministerial: London Communiqué. Available online at: www.gov.uk/government/news/un-peacekeeping-defence-ministerial-london-communique

According to the 2016 Report to Parliament since September 2014 the British Peace Support Training Centre (East Africa) has provided PSVI training to over 10,000 African peacekeeping military and police personnel.

The strides forward that have been taken through the development of this strategy owe much to the interest of key individuals in the advancement of the WPS agenda. General Gordon Messenger, Vice Chief of the Defence Staff and the MoD's Gender Champion, has been a high-profile advocate of WPS and the gender perspective. His operational credentials have given this message credibility amongst Armed Forces personnel at the same time as his position has given him the authority to act, drive policy and promote the WPS agenda. HQ Field Army's Warfare Branch has been responsible for considerable progress in developing tactical doctrine and training for the Field Army. One infantry staff officer interviewed for this evaluation described how working for Major General Kristen Lund as the first female force commander of a UN peacekeeping force: *"really opened my eyes to the importance of gender on operations"*.

Despite these advances, the MoD still has a long way to go with ensuring that the WPS agenda is understood and implemented by all its personnel. One UK Defence Attaché in a NAP focus country who was interviewed for this evaluation was unfamiliar with the NAP and the MoD's commitments under it, and some very senior officers interviewed for this evaluation were unable to distinguish between WPS and Diversity and Inclusion (D&I) initiatives, while more junior personnel felt that WPS was not part of their work. Furthermore, the MoD's approach to implementation of the WPS agenda is currently situated at an output rather than outcome or impact level; at present no plans are in place to evaluate the impact of the effectiveness of the MoD's WPS strategy

However, the MoD's recent internalisation of the NAP through its strategy is a commendable and significant step forward in advancing the WPS agenda and represents an opportunity for change within the ministry that bears the greatest responsibility overseas with regard to delivery of security.

FINDINGS – POLICIES

While WPS is referenced in more HMG policies and strategies than at baseline, and in a more specific fashion, the NAP is not. Significantly, WPS is prominently referenced in the National Security Strategy and Strategic Defence and Security Review with the impact of cascading down to National Security Council strategies and therefore programmes across HMG, including those funded by the CSSF. The MoD has taken a strategic and target-oriented approach to implementing its commitments under the NAP that sets it apart from the other ministries. Under the leadership of key individuals with a commitment to WPS, a range of new initiatives has been implemented.

Training

The online survey conducted for the baseline and endline survey found that there has been an increase in percentage of respondents who have received WPS training, from 29% at baseline to 43% at endline.[8] This would appear to show progress on the NAP's Output 5.1 commitment. The training that was most cited was that provided by the Stabilisation Unit (SU).

Since the baseline, the SU, which is funded by the CSSF, has increased the number of Gender, Conflict and Security (GCS) training sessions that it offers and since April 2015 has run eight sessions, with a total of 168 participants (96 female, 72 male). The two-day course is aimed at supporting participants to integrate gender considerations into their programming. Participants on the course are self-selecting, with support and direction provided by the CSSF, and at the particular session that we attended there was a mixed representation of geographies, departments, disciplines, gender and seniority. The SU's Gender and Conflict Advisor noted that typically a lot of course participants are programme managers from the CSSF.

No analytical data is available on the course's downstream impact since the SU does not gather this information; however anecdotal evidence suggests that the training has a successful multiplier effect. An MoD representative stated that the GCS course had *"sown the seed"* for the content of that department's training, and the SU's Gender and Conflict Advisor noted that the GCS course generated follow-up requests for support. Beyond the UK, representatives from the Canadian government who had attended the course noted the value that they place on the UK's training and shared that *"lessons learned are being transferred to Global Affairs Canada."*[9] The SU has also developed an e-learning package (a request that was made by UK staff in Burma during the baseline evaluation) and context-specific training has been commissioned for Afghanistan, Colombia, Jordan, Nigeria, Turkey, UAE and Ukraine.

Beyond delivering specific WPS/GCS training, the UK has made progress over the last two years with regard to integrating WPS/GCS into wider training agendas. The SU's Security and Justice, and Conflict and Stabilisation courses now have WPS/GCS elements in them, the MoD incorporates WPS in pre-deployment training and plans to include it in all Command, Leadership and Management course and annual training (see Box 1). The FCO's Diplomatic Academy is still in the process of developing much of its curricula, which is stratified at three levels: foundation, practitioner and expert. The foundation course, which is required for FCO civil servants wishing to progress from a grade B to C, includes a brief component on WPS, primarily introducing candidates to WPS within the context of UNSCR 1325, but not mentioning that the UK has a NAP, on which the FCO is the penholder. The course is an e-learning course with a City and Guilds accredited exam.

FINDINGS – TRAINING

Training for HMG staff on WPS is a key element of the NAP's Output 5.1 commitment and, if undertaken well, has the potential to have a multiplier effect in terms of delivery of the UK's WPS agenda. This evaluation finds that positive steps have been taken, particularly by the MoD and SU, in regard to making WPS training available to a wide number of civil servants and members of the armed forces. Although we were unable to observe the MoD training, we were able to ascertain that the SU training was of high quality and assisted participants to integrate WPS concerns into their practice. Opportunities remain for the FCO to include WPS more comprehensively. in its Diplomatic Academy curricula – particularly in view of the FCO being the UK's penholder on WPS. At present, none of the training that is offered across the departments is measured at impact level, and this would be target to aspire to in the next NAP.

Accountability

It is a commitment of all UN Member States to have a National Action Plan on UNSCR 1325 and as such there is a need for external accountability, not just to the UK but also to the stakeholders who drove through the original resolution and continue to push for best practice – in particular civil society organisations. Furthermore the NAP itself commits to transparency and accountability under Output 5.2.

Accountability mechanisms for the UK NAP have included annual Reports to Parliament, regular All Party Parliamentary Group (APPG) WPS sessions, and this external evaluation. However, all three of these mechanisms struggle to encompass the vast array of thematic issues that the NAP covers in six focus countries and at multilateral level. A cross-Whitehall WPS Working Group exists, but it does not have the resources to oversee every commitment in the NAP.

Although a great deal of time and resource has been invested by various parties in an attempt to provide accountability on this NAP, the evaluation team has found that the system of accountability employed during this NAP has been unsatisfactory for almost all concerned. HMG staff in the focus countries have repeatedly expressed frustration at the onerous reporting requirements, departments were concerned that efforts required to collate information centrally from multiple sources were disproportionate, and civil society – represented by the Gender Action for Peace and Security (GAPS) network – have been highly critical of the lack of information available on the UK's progress against the NAP implementation plan, particularly with regard to the shortened 2016 Report to Parliament.[10]

A lack of strategy at Whitehall level with regard to approaching UK staff in focus countries has led to a palpable frustration about the repeated requests for information and the duplication of questions.

- *"I'm sure we'd all rather spend our time putting pressure on [multilateral institutions] to mainstream WPS than reporting on the NAP." [country office staff]*

- *"I've already given all these answers to your colleague"* [a UK staff member who spoke to our evaluation team for the first time].

- *"NAP isn't helping me or helping UK to push forward agenda. Someone emailed to ask what the advantages of being a focus country were – approximately none. Filling in more paperwork and no benefit for us." [country office staff]*

It should be noted that UK staff members in at least three of the focus countries (Burma, DRC and Somalia) commented to this evaluation team that they are the focus country for numerous UK priorities and that the reporting obligations against all of these priorities becomes onerous and can distract from the task of designing and delivering high quality, context specific programmes – including on WPS. At the time of conducting this evaluation, the Somalia country office had recently hosted an ICAI review team were supporting GAPS consultation visits, and had received multiple requests from Whitehall with regard to the NAP, including participating in conference calls, answering questionnaires, and submitting progress on the implementation plan.

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[8] It should be noted that there is highly likely to be a response bias in the surveys whereby UK staff with an interest in WPS and the NAP are more likely to have taken part, therefore these percentages should not be seen as a reflection of actual figures throughout the three departments – the trend is more significant than the totals.
[9] Email correspondence with Canadian government representative, January 2017
[10] Gender Action for Peace and Security. 2017. Assessing UK Government Action on Women, Peace and Security in 2016. GAPS: London.
Available online at: www.gaps-uk.org

As will be elaborated further in section 5.8, the implementation plan which should be the basis on which progress is measured falls short in that it applies almost exclusively to the focus countries. There is no obligation to report on multilateral and Whitehall-led initiatives, which arguably have a broader impact. The implementation plan, written in 2014, is static and does not reflect the highly dynamic contexts of the six focus countries. As such, UK country offices have no mechanism to report the newly developed programmes and initiatives that contribute to the WPS agenda. Furthermore, the plan is largely programme-focused, rather than giving opportunity to report on diplomatic initiatives.

There is a lack of systematic measurement on gender or WPS in reporting and evaluation processes. Although DFID programmes are all subjected to Annual Reviews (AR) and Programme Completion Reviews (PCR), there is inconsistent inclusion of reporting on WPS in these documents. We also found lack of consistent inclusion of gender and WPS considerations in programme logframes.

While CSSF also undertakes Annual Reviews, this evaluation team did not have access to them, although we understand that gender considerations are standard in the templates for both CSSF programme documents and annual reviews. It is notable and disappointing that the 51-page report by the Joint Committee on the National Security Strategy in January 2017 [11] made no attempt to establish the CSSF's contribution to ensuring the safety and security of vulnerable groups, including women and girls.

FINDINGS – ACCOUNTABILITY

Various NAP transparency and accountability measures have been introduced, including annual reports to Parliament, regular All Party Parliamentary Group WPS sessions, and this external evaluation. However, the breadth of the NAP has meant that it is impossible to provide in depth accountability on all areas and across all geographies. A lack of reporting on NAP progress has meant that a disproportionate amount of evaluation time has been spent on gathering basic information. While it is desirable in many ways for a NAP to cover an array of WPS activities, this evaluation finds that the current NAP is so broad that reporting against it has been somewhat superficial. Other alternatives would have been either piecemeal or extremely costly/resource intensive. Even with a NAP that has a more limited scope, there is a need to be judicious about exactly which elements should be reported against. A balance must be struck between accountability and limited resources. One way of assisting the accountability process on WPS would be to ensure that when completing DFID Annual Reviews and Project Completion Reviews, the reviewers' terms of reference included a focus on gender and WPS.

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[11] The Joint Committee on the National Security Strategy. 2017. Conflict, Stability and Security Fund, Second Report of Session 2016-17. JCNSS: London. Available online at: www.parliament.uk/jcnss

Awareness

The findings of the online survey indicated that there is an increased awareness of the NAP. The survey asked respondents whether they were familiar with the NAP and understood how it applies to their work. 70% of respondents indicated that they are aware of the NAP's existence and familiar with the contents (an increase from 49.7% in the baseline). 37% said that they have read it and understand how it applies to their work (an increase from 21.1% in the baseline).

The online survey findings also had recommendations that the next NAP spend more time on a communications campaign to advertise the NAP across HMG and with the wider public, including with senior management. Responses included the following:

- *"Embed across management consciousness - hold a session at SCS [Senior Civil Service] away days. Make it sexy - relate it to other Government commitments - encourage innovation in programming - can you get it onto the NSC [National Security Council] agenda related to e.g. migration or security?"*

- *"The NAP should be better advertised and sold across the department. I feel that the previous version did not receive the attention it deserved."*

- *"Outreach across Whitehall and to the public on your work"*

Key informant interviewees also stressed the importance of senior level support for the WPS agenda:

- *"There is a very good PSVI and WPS team in the foreign office but to really deliver change we need this at a much higher level and it needs to be at the forefront of what seniors are doing."* (HMG interviewee – NAP focus country)

- *"Let's get some senior people across DFID and FCO to champion – and also some men – we need a good balanced team to take this forward."* (HMG interviewee – NAP focus country)

FINDINGS – AWARENESS

This evaluation shows that awareness of the NAP has increased over its lifetime – contributing to an argument for a NAP with a longer lifespan in future. Recommendations from HMG staff reflect those in the baseline; that there needs to be an HMG internal communications campaign to raise awareness of the NAP, particularly at senior levels.

5.3 Support to Women's Rights Organisations (WROs)

The question of support to women's rights organisations (WROs),[12] which is a NAP commitment under Output 1.1, merits special attention since it is a subject on which the WPS community has long campaigned and it has been raised as a question at every WPS APPG attended by the evaluation team throughout the life of this NAP.

This evaluation recognises that providing funding to WROs is by no means the sole method of furthering the WPS agenda in conflict-affected states. Nor, in many cases is it even the most effective. Often the best results may be achieved by mainstreaming gender and WPS in, for example, a security sector reform programme that works directly with a country's military. This acknowledgement of the broader picture notwithstanding, we believe that the issue of funding WROs requires special attention by virtue of the fact that WROs are typically disproportionately disadvantaged in accessing funding and that the sums of money required for this type of support are comparatively small.

Throughout this NAP the UK has provided support to women's rights organisations both at a central level through CSSF-funded multilateral initiatives and also through in-country programmes. There has no doubt also been support to WROs in non-NAP focus countries but it is outside the scope of this evaluation to address these.

Multilateral level support to WROs

Key informant interviewees provided information about two major initiatives the UK has funded at a multilateral level:

1. **Inclusive Challenge Fund (ICF): Women's leadership in countering extremism and promoting rights, peace and human security**
   In 2015, through the CSSF, the UK as sole funder provided a £600,000 grant to the International Civil Society Action Network (ICAN) to fund seven women-led organisations in six countries (Iraq, Syria, Libya, Afghanistan, Pakistan and Nigeriax2) with the intention of "literally putting women civil society leaders 'at the table' as equal partners in the fight against extremism".[13] Programmes were implemented over a 9-month period.

2. **The Global Acceleration Instrument for Women, Peace and Security and Humanitarian Action**
   The Global Acceleration Instrument (GAI) is a USD6.87m multi-donor trust fund administered by the United Nations, launched in 2016 and running until 2020. The UK is the second largest donor with a contribution equivalent to USD1.77m. The GAI was set up in response to the Global Study on the Implementation of UNSCR 1325. It is intended to be "a flexible and rapid financing mechanism that supports quality interventions to enhance the capacity to prevent conflict, respond to crises and emergencies, seize key peacebuilding opportunities, and encourage the sustainability and national ownership of investments."[14] GAI target countries in 2016 were Burundi, Colombia, Jordan (for Syria) and the Solomon Islands. While these efforts to support WROs through multilateral initiatives should be acknowledged, both initiatives have notable shortcomings. With regard to ICF, the CSSF has expressed concerns about the accountability of the fund, with some of the programmes funded making extraordinary claims about their achievements within the space of the programme.
   For example, one of the programmes claimed that a 15-week radio show had resulted in a 40% increase in school enrolment in the target area.[15]

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[12] For the sake of brevity in this context we also understand WROs to include CSOs that work predominantly or to a significant degree on issues related to gender or women and girls.
[13] The Inclusive Challenge Fund (ICF) International Civil Society Action Network (ICAN) Final Project Report
[14] GAI ToR, p5.
[15] ICF Final Project Report (undated), p4

The major flaw however lies not with the reporting but with the design of ICF itself which only provided funding for a 9-month period to effect change in extremely complex areas – evidence-based advocacy and countering violent extremism (CVE).[16] We note also that only half of funding provided to the GAI is used for support to CSOs, with the remaining 50% available for UN support to national capacity on gender."[17] Furthermore, from a UK NAP perspective, of the four GAI target countries, only one corresponds with the NAP focus countries, that is Jordan for Syria.

Focus country level support to WROs

At focus country level, we found a lot of evidence of CSOs, including WROs, being used by larger INGOs or contractors to deliver programmes. Our key informant interviews with HMG staff indicated that many understand this to be the equivalent to providing funds to CSOs and WROs, without recognising the often detrimental instrumentalising nature of such an arrangement. With regard to providing funding to WROs to pursue their own context-specific agendas on WPS – an approach more in the spirit of the NAP's output 1.1 commitment – we found that the UK had a mixed record across the focus countries. An example of good practice identified in the endline evaluation was Burma's Peace Support Fund (PSF), of which the UK was a founder and continues to be the lead donor, further developing its efforts to channel support to WROs through a multi-pronged initiative. This included opening up a Gender, Peace and Security funding window with average grant sizes of USD 20-40,000; providing a Funding Plus facility whereby credible organisations that do not have the capacity to submit an application of appropriate standard are supported by the fund itself to develop an application and report against their programme; and also demanding that all grantees' projects are "inclusive of women's interests".[18]

UK interaction with WROs

It would be impractical and inefficient for the UK to attempt to provide funds directly to a wide range of WROs due to the heavy administrative burden involved, and as such CSO/WRO trust funds administered by an accountable contracted partner is the most effective arrangement; however that does not mean that UK staff should also contract out relationships with WROs. A common complaint heard by the evaluation team both at baseline and endline from WROs in the six focus countries was not just about lack of funding but also about the lack of direct contact with UK representatives. One civil society member said:

> *"The only times they engage is when there are consultations for the NAP revision, when they organise meetings between civil society actors to collect views and recommendations, but participants never hear about the results of the consultations and are contacted again when it is time for the next revision."*
> (Women rights activist)

FINDINGS – UK SUPPORT TO WOMEN'S RIGHTS ORGANISATIONS

Despite repeated calls by UK civil society for the UK to provide support to WROs in conflict-affected countries, and despite repeated assurances by HMG that it is doing so, this evaluation finds that the majority of such funding is inadequate since it is typically too short in duration, tied to UK-determined thematic deliverables, and/or sub-contracted through expensive international partners. Examples of good practice do exist, such as the UK-funded Peace Support Fund in Burma that takes a multi-tiered approach to funding WROs. However, in general the UK falls short of its commitments in this area.

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[16] Noted also in the evaluation
[17] GAI ToR p6.
[18] PSF. no date. Peace Support Fund Criteria. Available online at: www.peacesupportfund.org/criteria.html

5.4 Conflict, Stability and Security Fund (CSSF)

The baseline evaluation identified the CSSF, launched in April 2015, as a strong opportunity for the UK to deliver WPS programming. As a new fund it has had a golden opportunity to set off on the right foot with regard to mainstreaming WPS priorities into all conflict, stability and security programmes that it funds, as well as the opportunity to fund discrete WPS programmes. Indeed the CSSF describes itself as *"a key vehicle for HMG to deliver on our Women, Peace and Security (WPS) commitments"*.[19] For this reason we have paid particular attention in this evaluation to the early years progress of the CSSF. However, due to limited resources this evaluation has been obliged to limit its scope, and this section focuses predominantly on the CSSF's funding activity. A more in depth study may wish to look at the CSSF's work of direct implementation by government departments, MoUs with multilaterals, and grant contracts to not-for-profit organisations.

With an annual budget of between £1-1.3bn, combining both Official Development Assistance (ODA) and non-ODA funding, the CSSF is a highly flexible resource. While a significant proportion of the CSSF's funding is ring-fenced for UK Peacekeeping contributions, over half of the fund is within the Regional and Thematic Programme budget.

As with all the UK's ODA spending, CSSF funding falls under the legal requirements of the Gender Equality Act 2014 and the fund has also taken the decision to apply the same standards to its non-ODA spend. However, with a Gender Advisor embedded in the CSSF Secretariat the CSSF's Joint Programme Hub, the fund has taken a number of additional proactive steps to ensure that WPS and gender more broadly is integrated into programmes that it funds. These steps include:

a) The production of a practitioner guide for Gender Mainstreaming, which acts as a resource tool for CSSF programme teams. The guide has been supported by follow on training and mentoring offered by the Stabilisation Unit.

b) The distribution of a Gender Note to all CSSF Procurement Framework suppliers.

c) Ensuring the CSSF is compliant with the Gender Equality Act. A gender appraisal statement is included in all approved CSSF programme documents (ODA and non-ODA).

d) Encouraging regions and their regional boards to adopt a gender policy for their CSSF programmes.

e) Encouraging regions to resource gender expertise. In the case of the MENA CSSF this has involved appointing a dedicated Gender Advisor. Other regions are being encouraged to bring on similar full-time advisors or resource short term support through the Stabilisation Unit.

f) All CSSF Annual Reviews to include an assessment of the programme's consideration of gender and provide recommendations for how to improve the programmes impact on gender.

g) Gender audits are being encouraged and used across the CSSF. The Africa region has commissioned a gender audit for all their CSSF programmes. There has also been a MENA-wide review of gender policy as well as more detailed audits at country level – Iraq and Syria.

h) Sustained high level messaging from Senior Officials (including the National Security Adviser) and Ministers on the importance of incorporating gender into CSSF programmes.

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[19] CSSF Gender Note provided to evaluation team

With regard to funding for specifically WPS programmes (including those undertaken by PSVI), the CSSF in financial year 2016/17, projected a spend of £8.7m. This is 50% more than the amount that was spent by the CSSF on WPS the previous year but still only accounts for 1.5% of the CSSF's Regional and Thematic Budget. It should be noted that in addition to the activity that is labelled as WPS in the management information system there is also an array of additional work that contributes to the WPS agenda that falls under other labels such as work increasing female economic participation, engagement in peace processes, training on military and peacekeepers on PSVI, and access to security and justice for women and girls.

Perhaps more significant is how the CSSF is ensuring that WPS is mainstreamed throughout other programmes that it funds. In an attempt to measure this, the CSSF has undertaken the exercise of grading its programmes according to the Organisation for Economic Cooperation and Development (OECD) Gender Equality Marker system, which categorises programmes as follows:

GEM 0 = NO CONTRIBUTION TO GENDER EQUALITY
GEM 1 = SIGNIFICANT CONTRIBUTION TO GENDER EQUALITY
GEM 2 = PRINCIPAL CONTRIBUTION TO GENDER EQUALITY

The latest undertaking of this exercise in 2016 established that almost 50% of CSSF spend still fails to have a significant contribution to gender equality (GEM 0). In response, the CSSF's Joint Programme Hub has sent a note to CSSF programme managers setting the following minimum standards for gender in programming:[20]

- Teams should aim for all projects to be at Gender Equality Marker (GEM) 1 unless there is a clear justification for GEM 0.
- All country programmes should aim to include at least one GEM 2 project or strand.
- At a minimum, all targets and indicators in project logframes and programme results frameworks must be disaggregated by gender, unless there is a specific reason not to do this.
- Compliance with International Development Gender Equality Act.
- Gender should be threaded through the strategic case, appraisal case, management and commercial case, not just mentioned in one paragraph.

The CSSF has committed to a "compliance check" when first quarter data is received on 2017/18 programming.

As part of this endline evaluation, we undertook an additional quantitative measure to establish the CSSF's commitment to WPS and gender more broadly. Since, like most HMG programmes, a significance proportion of CSSF programmes are implemented by external contractors, it is informative to establish the value that CSSF invitations to tender place on a potential implementer's commitment to and ability to deliver on WPS and gender commitments. In order to ascertain this figure we looked at the scoring criteria for 42 CSSF invitations to tender circulated during the financial year 2016/17. Of these, only 14 made any reference to gender or WPS, and of these only five awarded points for a contractor specifically demonstrating ability to deliver expertise on gender or WPS. Two of these were programmes in Iraq and one was a programme in Libya – perhaps reflecting the influence of the CSSF appointing a Gender Advisor to its MENA programmes. The other two were in Sri Lanka. Such lack of commitment from HMG to gender and WPS at contracting stage can only translate to a lack of commitment on the part of contractors to value these elements and integrate them into the programmes they are tasked to deliver.

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[20] Email from Gender Advisor at the CSSF

The Joint Programme Hub responds that in May 2016 it published a Gender Note for CSSF Framework suppliers and in November 2016 at a Framework Engagement event emphasised the importance of including gender sensitivity in bids. Furthermore, from the start of financial year 2017/18, all new tenders will include a line which states that suppliers have to "consider gender in their submission". This instruction however falls short of a requirement to include gender in the scoring criteria on which bids are judged.

Key informant interviewees for this evaluation questioned the CSSF's commitment to WPS, with one saying:

"If CSSF was the vehicle for achieving WPS objectives that would make sense and the fact that it's not is indicative of lack of seriousness with which HMG treats WPS issues. You will not find the NAP referenced in NSC strategies and this comes down to HMG putting its money where its mouth is if it thinks WPS is critical to wider security and stability" (KII).

It should be noted that while the NAP and WPS are, according to this source, not referenced in NSC strategies (these are classified documents and this evaluation did not have access to them in order to verify), the Joint Programme Hub assures this evaluation team that all NSC strategies must bring out "gender relevant strategic objectives".

Most agreed that the CSSF has the opportunity to *"make a huge difference in the next NAP"* if WPS remains high on the agenda of the SDSR as this is the key document that shapes the spending of the CSSF. The SDSR guides the priorities of the regional and country NSC strategies which in turn define CSSF programming.

FINDINGS – CSSF ORGANISATIONS

The CSSF Secretariat has initiated a number of positive steps with regard to WPS and gender. An in depth study would be required in order to determine the impact of the various initiatives on the gender-responsiveness of programming, since at present there is no data available. However through this evaluation we have found that while there are several examples of opportunities for improvement, there are also promising signs that CSSF programming has become more gender responsive since baseline and is on a positive trajectory. The introduction of a Gender Advisor in the MENA region has borne fruit resulting in more gender-sensitive programme design and delivery. Gender, Conflict and Stabilisation (GCS) training of CSSF staff is a positive step. An area of concern remains with regard to procurement in that the failure to include WPS and/or gender in the scoring criteria for new programmes means that suppliers do not prioritise these in terms of team expertise or delivery. The CSSF is one of the most significant mechanisms by which the UK can deliver on its WPS agenda, and going forward the CSSF must ensure that it is delivering on the minimum standards that it has set out and that suppliers delivering CSSF programming are motivated to prioritise WPS. Continued significant inclusion of WPS in the NSS and SDSR, and cascading down to NSC regional and country strategies is essential to drive the inclusion of WPS in programming.

5.5 Multilateral Initiatives

UK support to multilateral initiatives is one of the most nebulous areas to evaluate since the information is not captured in one place. Although there are some specific commitments in the NAP, the NAP's implementation plan only makes provision for reporting on activities in the six focus countries. There is no provision within the context of the NAP for reporting on multilateral commitments. Through key informant interviews with HMG staff in Whitehall and in focus countries, we were able to identify some CSSF-funded multilateral programmes and initiatives on WPS, but limited data was available.

At Whitehall level, CSSF and FCO staff interviewed for this evaluation reported that the UK has provided funding to women's rights organisations through the Global Acceleration Instrument and the International Challenge Fund through the CSSF (detailed in section 5.4). Additionally, the CSSF multilateral programme is providing £1m a year to help eradicate sexual exploitation and abuse (SEA) by UN peacekeepers. This includes funding mandatory pre-deployment SEA training for all UN staff, expanding vetting of UN personnel and highlighting procedures for reporting and investigating SEA cases. However, key informant interviews by this evaluation were unable to provide details of the oversight of these initiatives.

At country level, multilateral initiatives included providing funding to organisations such as the UN, Africa Development Bank, and the World Bank, as well as influencing and advocacy roles. There are some examples of notable UK success in this area, for example in DRC the UK has played an important role in driving the importance of gender mainstreaming with regard to the International Security and Stabilisation Support Strategy. However, reporting on such initiatives is patchy.

One perspective that was shared by the several key informant interviewees was that multilateral initiatives and influencing are a key area for advancing the UK's WPS agenda but monitoring of them is insufficiently resourced. One HMG interviewee said:

> *"There's a need to assign sufficient resources to influence multilateral partners…. We should pick up on that since they're so huge. They're across anything that you might name. They're usually under-resourced to cover a particular area like gender and gender empowerment."* (HMG staff member in NAP focus country)

FINDINGS – MULTILATERAL INITIATIVES

This evaluation found that while many key informant interviewees talked about multilateral initiatives being a key area in which the UK had advanced the WPS agenda, since reporting is dispersed across so many different parts of HMG it is challenging to identify what progress has actually been made. The prevailing opinion among interviewees and the opinion of this evaluation is that more needs to be done to monitor the UK's support to multilateral initiatives, both in terms of funding and influencing, in order to ensure that they are having the maximum impact.

5.6 Preventing Sexual Violence Initiative (PSVI)

The Preventing Sexual Violence (in conflict) Initiative (PSVI) constitutes a significant proportion of the FCO's contribution to the WPS agenda. The baseline evaluation was somewhat critical of the work of the PSVI in regard to contributing to the broader WPS agenda. It noted that the initiative devoted disproportionate resources to a relatively narrow area in which conflict impacts women and girls – compared with other impacts such as increased rates of intimate partner violence, increased rates of early child and forced marriage, and breakdown of protective cultural norms. Furthermore, the baseline found that PSVI programmes typically were too short-lived, with insufficient oversight, to effect the envisaged change. The PSVI team accepted some of these critiques, for example sharing the frustration that funding is only granted on an annual basis, but rejected others such as the narrowness of focus.

Since the baseline, the PSVI has undoubtedly achieved a number of significant goals, as outlined in the June 2016 parliamentary report.[21] The Conservative Party Manifesto of 2015 further committed HMG support to the PSVI until at least 2020 and at the same time Rt Hon Baroness Anelay was appointed the Prime Minister's Special Representative on Preventing Sexual Violence in Conflict. The PSVI now has three priority areas: the International Protocol on the Documentation and Investigation of Sexual Violence in Conflict including its recent revision, translation into several languages and dissemination; a focus on tackling stigma launched in April 2016 and most recently leading to the development of principles and recommendations for tackling stigma which was initiated in November 2016 with a Wilton Park roundtable bringing together practitioners, survivors from 16 conflict affected countries and a broader civil society/INGO representation; and enhancing the integration of gender perspectives in military doctrine and training for UK forces and UN Peacekeeping operations.

Furthermore, as a politically driven initiative with support from the very highest levels of government, the PSVI has succeeded in raising the issue of sexual violence in conflict up the international agenda and has made a WPS issue a FCO priority whereas previously this work would have been principally left to DFID. A considerable amount of self-reflection has taken place in the FCO's PSVI team as to how the initiative could be improved. Our key informant interviews indicated an increased awareness within the PSVI team of the scale and complexity of the conflict related sexual violence and an increased recognition that programming to achieve change is complex and nuanced.

However, within the six NAP focus countries, this evaluation team found that there remain challenges with regard to the implementation of the PSVI. For example, one HMG staff member in one of the focus countries noted that in the case of that country *"stigma is a key issue but strategically maybe not best entry point."* The staff member highlighted that the UK team in that country had already gone to considerable lengths to develop a context-specific WPS strategy that spoke to the most pressing needs of women and girls in conflict and took account of the delicate political and cultural dynamics. Furthermore, despite the PSVI's self-reported increased awareness of the complexities of programming in this area, there is evidence that this is not translating into improved programme design.

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[21] FCO. 2016. Government Response to the Report of the House of Lords Sexual Violence in Conflict Committee (HL123). Available online at: www.gov.uk/government/publications

For example, in September 2016 a PSVI invitation to tender was launched through the CSSF in DRC for a violence against women and girls prevention programme, yet reportedly received no bids, as potential implementing partners felt that the scope of the programme was unrealistically ambitious for the funding offered. Key informant interviewees in country offices expressed concern that a need to provide rapid and quantifiable results continues to be too much of an influencing factor in the PSVI's programming.

Lastly, a question remains around the "preventing" aspect of the PSVI. The Protocol on the Documentation and Investigation of Sexual Violence in Conflict, and the focus on tackling stigma experienced by survivors of sexual violence are both examples of response rather than prevention.

FINDINGS – PSVI

This evaluation finds that there have been positive adjustments within the PSVI since baseline. At central level, there is an increased recognition that tackling conflict related sexual violence is a complex and nuanced issue that requires long-term projects to achieve sustainable change. Furthermore, the political drive behind PSVI has raised key WPS concerns high on the international agenda and within the FCO. However, in terms of country-level implementation there is still room for improvement. The pursuit of Whitehall-led strategies may be counterproductive when UK teams in country have already identified the best context-specific approaches.

UN Photo/Tobin Jones/Marka, Somalia/30 April 2014/Photo # 587216

5.7 Resourcing of the NAP

It is important to note the distinction between the UK's resourcing of WPS programming and initiatives, and the resourcing of the NAP as a policy document. While this evaluation finds little evidence of a shortfall in resourcing of WPS initiatives, there is evidence that the NAP as a policy document could have been better resourced.

Resourcing of WPS programming and initiatives

While there is no specific pool of funding for implementing the NAP or for implementing WPS programmes, it should be noted that neither in this evaluation nor during the baseline did lack of WPS-specific funding emerge as the major obstacle in implementing WPS programming. The two primary challenges that were cited in the endline survey were the "country context" (67%) and "not enough time" (48%). "Access to financial resources" came third at 29%. During key informant interviews with HMG staff in focus countries, lack of funding was rarely cited as a concern. However, several staff members did mention a lack of resources more generally, for example, technical expertise. This evaluation finds little evidence that a ringfenced funding pool would significantly improve the UK's delivery of WPS initiatives compared to other measures such as ensuring that WPS is strategically and meaningful mainstreamed throughout programming.

At present, there is no way of measuring how much the UK spends on WPS programming – either as a percentage of total spend or as an absolute amount. It is questionable whether an effort to obtain such a figure would merit the cost of undertaking such an exercise. As can be seen in other parts of this report, UK funding takes various forms and is delivered through a variety of mechanisms. Most significantly however, there is a tremendous challenge around quantifying the WPS contribution when it is mainstreamed through a major programme or when it takes the form of staff time in terms of advocacy – two areas where there is potential to make more significant progress than in a discrete WPS programme.

BOX 2: THE COMPLEXITIES OF MEASURING WPS SPEND: NIGERIA EXAMPLE

DFID's £33m 5-year Nigeria Stability and Reconciliation Programme (NSRP) running 2012-2017 has four outputs, one of which, with a budget of £4.1m, focuses on women and girls. However, these numbers do not tell the full story of the programme's commitment to WPS. For the majority of the programme's life, NSRP has also had a Gender and Conflict Advisor who ensures that gender and WPS concerns are mainstreamed across every other aspect of this large programme.

In terms of measuring WPS spending, a programme such as NSRP would present a dilemma: Does the full £33m count as funding towards a WPS programme, since WPS concerns are mainstreamed into activities such as early warning and early response and conflict sensitive media reporting? Or just the women and girls output at £4.1m? And if it is the latter, how then to account for the programme's additional elements (admin, M&E, communications, etc.) that make the outputs possible? This example demonstrates the complexities of attempting to measure WPS spend.

While certain figures can be measured – such as the CSSF's spend on WPS-specific programmes (see section 5.4), or the amount of money that the UK is committing to WROs – caution should be exercised against the over-reliance on quantitative measures of a commitment to WPS and instead we urge for the emphasis to be put on qualitative measures of the UK's success.

This evaluation also found that there is significant WPS expertise within HMG to advise and shape programming appropriately, including a DFID cadre of Social Development Advisors stationed throughout Whitehall and at country level, as well as VAWG, humanitarian and gender teams. The CSSF also has a regional Gender Advisor appointed in MENA whose influence can be seen in the more recent CSSF programming in that region.

Resourcing the NAP

This evaluation found that while UK resources for WPS programming and initiatives appear to be adequate, the NAP as a policy document would have benefitted from better resourcing.

At focus country level, HMG staff consulted for the evaluation have repeatedly stressed that they are pulled in different directions to deliver on a number of different agendas and therefore have a limited portion of time to report against the NAP.

At Whitehall level, while MoD had developed, and made available to this evaluation team, a strategy for implementing its commitments under the NAP, there were no such similar documents available for DFID and FCO. This may well be because the NAP activities of these two departments are more dispersed, taking place more at country level, however resources at central level for providing oversight and reporting on the NAP appeared to be stretched.

In terms of NGO consultations on the NAP, in late 2016 the GAPS network was provided with funding (£60,000) to undertake a civil society consultation in four of the six focus countries. This was commissioned with the intention of feeding into the development of the next NAP. The amount of funding allowed for only a very limited consultation of a few days in each country and only with civil society rather than with a full range of stakeholders, an approach that would have allowed for the triangulation of the consultations' recommendations. Furthermore, a more considered approach would have allowed for a coordinated approach with other donor countries whereby consultation responses could have been shared in order to maximise the purpose of the exercise. Particularly relevant may have been other EU member states since the UK takes part in the informal EU taskforce on UNSCR 1325.

FINDINGS – RESOURCING OF THE NAP

Although some HMG evaluation respondents cited lack of programme funding as a challenge, it was not identified as the primary challenge in delivering WPS programming and there was little evidence that a ringfenced funding source would improve the delivery of a NAP or WPS programming in general. Furthermore, while some specific targets are clearly necessary, the complexities of identifying an overall figure for UK spending on WPS would be resource-intensive and unlikely to yield a meaningful result. This evaluation found that significant technical resource exists to deliver on WPS programming at both Whitehall and country level; however resources for providing oversight of the NAP commitments and reporting on it are stretched.

5.8 Fitness for Purpose

The baseline evaluation (2014) raised fundamental questions around the current NAP's fitness for purpose finding that:

> "…although the UK is successfully undertaking a range of WPS initiatives in conflict-affected states, these are not driven by the NAP, rather, the NAP does very little to lead the agenda on WPS."
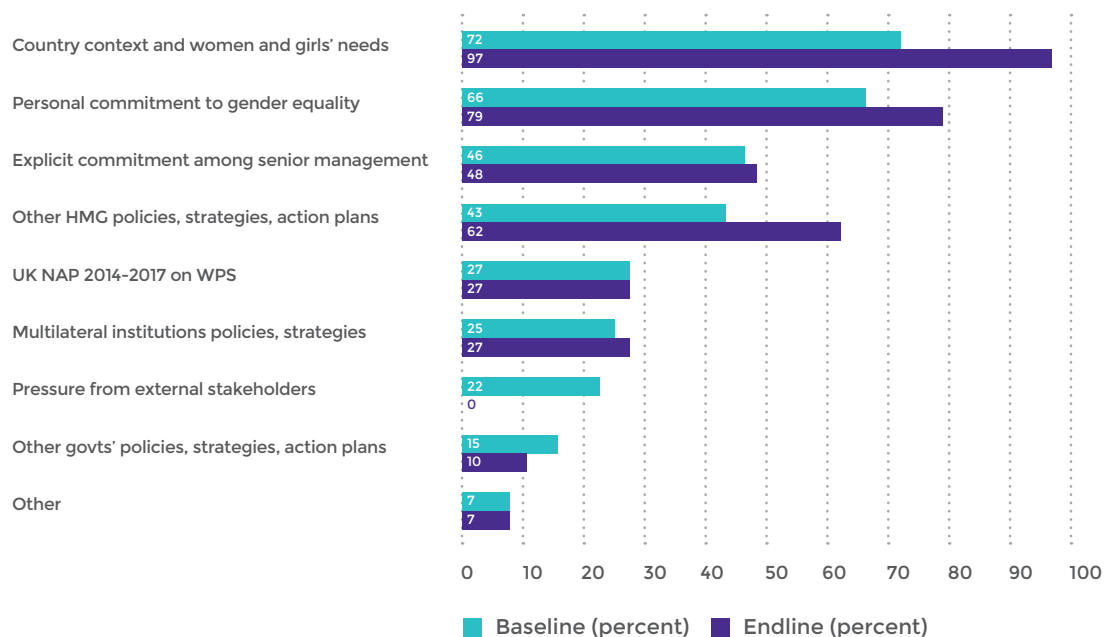
And that,

> "…the NAP is an overly complex document that, in its attempt to categorise initiatives according to the four pillars of UNSCR 1325…creates artificial distinctions between programmes which typically have an impact across a range of WPS priorities."

With two years having passed in which the NAP has had opportunity to become established and tested, it is incumbent on this evaluation to question whether the assertions of the baseline evaluation hold true with regard to the NAP's fitness for purpose.

Is a NAP needed?

A common refrain heard from UK staff working in focus countries who were interviewed for this endline evaluation went along the lines: *"we already prioritise WPS, we don't need a NAP to tell us this is an important issue"*. Indeed, while this evaluation found a few examples of the NAP being referenced in DFID business cases and programme strategy documents at endline, our findings were that, similar to baseline, most of the programmes were either designed and initiated before the start of the NAP or were influenced far more by the context-specific WPS requirements than a centrally-guided document. This evaluation's survey of UK staff implementing the NAP found that only 1 in 4 (27%) think that the NAP has influenced their WPS work. Disappointingly, this shows no change from baseline when the figure was the same.

Figure 1: Factors influencing efforts on WPS in respondents' work

Factor	Baseline (percent)	Endline (percent)
Country context and women and girls' needs	72	97
Personal commitment to gender equality	66	79
Explicit commitment among senior management	46	48
Other HMG policies, strategies, action plans	43	62
UK NAP 2014–2017 on WPS	27	27
Multilateral institutions policies, strategies	25	27
Pressure from external stakeholders	22	0
Other govts' policies, strategies, action plans	15	10
Other	7	7

Key informant interviewees in the MoD pointed to other drivers for WPS work away from the NAP. These include the High-Level Review of UNSCR 1325 in 2015, the 2015 National Security Strategy and Strategic Defence and Security Review (NSS & SDSR), the 2016 UN Peacekeeping Defence Ministerial held in London, as well as NATO training, doctrine and policy.

One of the key reasons cited by key informant interviewees for the limited utility and influence of the NAP is its length and complexity whereby it fails to provide practical guidance for UK staff and implementing partners. One interviewee noted that, *"The NAP doesn't direct enough. [The CSSF] guidance note is more influential"* (KII).

However, both in the online survey and throughout key informant interviews that we conducted for this evaluation we found a number of respondents affirmed that the NAP does serve a useful purpose. Comments about the NAP by survey respondents included the following:

- *"It helps provide a framework and coherence in our approach"*
- *"UK leadership clear: Cross cutting issue that applies to several priorities"*
- *"Having a better focus across Govt."*
- *"Better and more focused programme planning"*
- *"I have analysed its content and built relations to the work we have done or intend to do at post to ensure it is aligned to UK priorities"*
- *"Used it in programming CSSF activity in two countries, prioritising work strands that promote WPS"*
- *"LOT OF PEOPLE talk about it to access funding"*

This last comment speaks to the international nature of a WPS NAP. Aligned with UNSCR 1325, it provides a common framework to discuss WPS work, share priorities across donors, demand accountability and indeed for implementing partners to access funding. Furthermore, the NAP can be seen to have influenced central Whitehall strategies and policies, a result that is discussed later in this report under section 5.2.

BOX 3: IMPACT OF THE GENDER EQUALITY ACT

Several key informant interviewees referenced the International Development (Gender Equality) Act as having more significance in influencing their programme design than the NAP because it is a legal requirement. Online survey respondents also highlighted the Act as being a key policy driving their WPS work (with 20% specifically naming the Act as a key driver).22

The Act was passed by the UK Parliament in March 2014 and came into effect on 13 May 2014. Its aim is to embed gender considerations into UK aid spending and annual reporting. The Act places a duty on the Secretary of State for International Development to consider whether the proposed development assistance will reduce poverty in a way that is also likely to reduce gender inequality, and calls for annual reporting on how UK aid impacts gender inequality. Enshrined in domestic law, the Act does not specify how DFID should enact these provisions but instead requires DFID to consider gender equality before providing any kind of assistance.

An independent evaluation by the GREAT Initiative and Plan UK23 in 2015 found that DFID was broadly compliant with the procedures it had defined for implementing the Act (namely a clearly flagged statement in the business case outlining the impact on gender inequality) and had potential to move beyond compliance to meaningful engagement across the board.

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22 Other key policies highlighted by survey respondents included the NSC strategy, MoD policies, standards and practices, Ministerial priorities, including DFID SoS Justine Greening's commitment to girls and women; UNSCR 1325; PSVI strategy; DFID/FCO gender audit requirements; Sustainable Development Goals; DFID's commitment to influence VAWG; and Magna Carta for Human Rights and Democracy Strategy.

23 The Great Initiative & Plan UK. 2015. One Year Down the Road: The Impact of the International Development (Gender Equality) Act 2014. Available online at: http://www.thegreatinitiative.org.uk/report-launch-one-year-down-the-road-the-impact-of-the-international-development-gender-equality-act-2014/

Implementation Plan

The majority of the baseline evaluation's criticism of the NAP was focused on the implementation plan,[24] and while the NAP itself is a strong document and has demonstrated a certain level of utility, it is the finding of this endline evaluation that the implementation plan continues to be the Achilles heel of the NAP. This evaluation finds that the main shortcomings of the implementation plan are as follows:

i. **The individual country implementation plans, written and published in 2014, are static but the contexts to which they apply are highly dynamic. By the third year of the NAP they are often not appropriate to the context.**
There are a multitude of reasons why a programme may change its targets, but in a conflict-affected state the context is even more dynamic than usual, meaning that programming not only needs to, but should, be versatile and adaptive. The current structure of the implementation plan penalises country offices for not delivering on targets that were set in 2014, even if the changing of those targets has been the result of considered programming.

ii. **The implementation plan only holds the focus countries to account and does not include commitments at a Whitehall level.**
This evaluation notes that while the UK country offices are held to account for delivering on the detail of individual (and often out-of-date programmes) there are no commitments within the implementation plan for high level strategic commitments which would have an impact on a wide range of UK programming. For example, the NAP makes narrative commitments to "ensure women play a key role in action to control the use of illicit small arms and light weapons" and "develop and disseminate protocols, policies and guidance on Women, Peace and Security" but without targets and indicators there has been no means of measuring the progress made on these commitments.

iii. **The implementation plan attempts to assign programmes to just one NAP outcome; however most programmes and initiatives contribute to more than one of UNSCR 1325's pillars.**
This has led to confused, inconsistent and incomplete reporting. Most programmes that have an impact on the WPS agenda apply to more than one pillar of the NAP. For example, a programme that supports a women's CSO working on GBV prevention may be considered to contribute both to the participation and prevention pillars.

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[24] Assertions were:
· The country programmes in the implementation plan are not informed by the NAP
· Focus country programmes and activities have inconsistently been included in the implementation plan.
· If an initiative is not in the implementation plan it is unclear how it is reported against.
· The current format of the implementation plan ties the NAP to goals it may struggle to achieve in highly dynamic environments.
· Several of the targets in the implementation plan are inadequately conceived for demonstrating impact.

iv. **The implementation plan fails to adequately capture non-programmatic initiatives that the UK has undertaken at a multilateral and bilateral level.** Some of the UK's most significant achievements on WPS do not take the form of a "programme" but include, for example, advocacy initiatives at an international or country level. For example, the International Protocol on the Documentation and Investigation of Sexual Violence in Conflict is not captured in the implementation plan but has been a significant achievement by the UK.

FINDINGS – FITNESS FOR PURPOSE

This evaluation finds that NAP has some considerable shortcomings with regard to its excessive length and scope that mean it has been difficult for some UK staff to precisely understand its purpose and use. In particular, the implementation plan, which is static and only makes commitments in the focus countries and not at Whitehall level, fails to serve the purpose of either sufficiently capturing the full range of WPS activity or driving context-specific action. Future implementation plans should be more flexible and less onerous in their reporting requirements. However, the evaluation also finds that, despite the excessive length and complexity of the NAP the document itself has a basic structure and content that serves a useful purpose in providing shared cross-departmental vision on the UK's WPS agenda that is in keeping with the UK's commitments under UNSCR 1325.

6 CONCLUSION AND RECOMMENDATIONS

6.1 Conclusion

This evaluation finds that at focus country level the UK's work on WPS is generally of a high standard with a large volume of appropriate, relevant and strategic efforts to deliver against the range of outcomes and outputs in the NAP, delivered through a combination of discrete WPS and/or gender programmes and mainstreaming initiatives in other thematic programmes.

The evaluation has looked at over 50 programmes and initiatives across the NAP's six focus countries, delivered by dozens of different implementing partners in ever-shifting conflict contexts. Given this diversity of variables, combined with the fact that most programmes contribute to more than one of the four outcomes, it is the opinion of this evaluation team that there are no overarching conclusions to be drawn on UK progress against each of the four outcomes – participation, prevention, protection, and relief and recovery. Individual programmes have succeeded or failed to deliver on the WPS agenda due to a variety of factors ranging from the conflict context to the competence of the implementing partners, or the interest of the HMG team, and this evaluation finds few patterns in this regard.

Instead we note that there have been numerous examples of best practice in the UK's delivery of WPS programming, including:

- **Context specific and adaptive programming** – as demonstrated by the UK's WPS programming in Burma and Libya which has been adapted to the changing dynamics.

- **Strong progress in the area of political participation –** including efforts such as the support to the 30% quota in Somalia and the support to the Alliance for Gender Inclusion in the Peace Process in Burma, though with room for more work required on access to Track I negotiations, and influence.

- **New initiatives that address the root causes of women's structural and sustained exclusion and discrimination** – examples of this include the SNaP programme in Somalia and La Pepiniere in DRC.

There are several opportunities for improvement:

- **Support to women's rights organisations (WROs)** – with the exception of the UK-supported funds in Burma and Tawanmindi in Afghanistan there remains a reticence to provide direct support to WROs aside from their instrumentalised use by larger NGOs or contractors to deliver parts of programmes.

- **Minimum standards for WPS and gender in humanitarian programmes** – the evaluation found that in several of the focus countries there were gaps or areas for improvement amongst DFID's implementing partners, with basic standards not being met.

- **Mixed standards in prevention programming** – while the UK-supported programming in Syria may offer an example of best practice, in some of the other countries there are significant gaps.

With regard to evaluating the UK's progress on WPS during the lifetime of the NAP, this evaluation finds that it is more meaningful to look at the UK's strategic approach to delivering WPS commitments, since it is the strategies and policies which guide and inform the programming on the ground, and which set priorities in terms of resourcing. We have found that a number of positive steps have been taken in this regard including the development of the MoD's departmental strategy on WPS and the inclusion of WPS in perhaps the most influential cross-departmental strategy document: the National Security Strategy (NSS) and Strategic Defence and Security Review (SDSR). However, there are numerous opportunities for including WPS and the NAP priorities in a wider range of policies and strategies. A more succinct and targeted NAP would facilitate inclusion into key strategies.

This evaluation has highlighted the potential of the Conflict, Stability and Security Fund (CSSF) in delivering WPS programming, but notes that despite a number of promising commitments to date this has yet to translate into the prioritisation of WPS in CSSF programming – either as specific WPS programmes or mainstreamed into broader conflict, stability and security programmes. The evaluation team notes the positive intention of the Joint Programme Hub in this regard and looks towards the actualisation of commitments that have been made.

With regard to the NAP's fitness for purpose, this endline evaluation has found little change since the baseline. There is little evidence that country level programming is being influenced by the NAP. The length and complexity of this NAP have been identified by this evaluation as stumbling blocks in its ability to influence HMG staff who are over-burdened with delivering and reporting on a variety of policies and strategies.

In terms of accountability, the current systems in place have proved unsatisfactory to almost all concerned; too onerous for country level staff and yet insufficient for civil society and other stakeholders. The static and detailed country level implementation plans, intended to provide accountability, have added little to the delivery of the UK's WPS agenda nor to accountability. This indicates that for a future UK NAP to be effective, a judicious balance must be struck between breadth and accountability. The evidence is there that a bigger NAP would not be a better NAP, and it should be remembered that this is an action plan rather than a manifesto on all aspects of WPS.

On the international stage, the UK can be proud of the initiatives that it is undertaking with regard to advancing the women, peace and security agenda – both in the form of strategic level commitments and country-level programming. However, there is also a great deal of room for improvement at all levels and a more strategic and targeted 2018+ NAP could be a key tool in delivering this agenda.

6.2 Recommendations

As this NAP is drawing to a close there would be limited utility in making recommendations on the current NAP. We therefore use the findings from this evaluation process to present recommendations on the shape of a 2018+ NAP. Furthermore, noting the limited utility of making a vast array of recommendations, including on the minutiae of individual programmes, we confine the recommendations of this evaluation to seven:

- **The 2018+ NAP should retain the 5-pillar structure but focus the UK's commitments on clear objectives**
  The four pillars of UNSCR 1325 serve an important function as the internationally recognised framework for delivery of commitments on WPS; however attempting to categorise programmes under only one of each of these pillars is not helpful in the delivery of a NAP. While it is advisable for the 2018+ NAP to retain the pillar framework, the plan should be structured such that programmes and initiatives demonstrate contribution to any number of pillars. The fifth pillar of Building National Capacity would be better framed as Creating the Enabling Environment for the UK to deliver on WPS commitments. Situated under the 5-pillar structure should be a limited number of SMART objectives. The temptation to include too many objectives under the NAP should be avoided.

- **A 5-year NAP.**
  The 3-year duration of this current NAP has proved to be too short to impact on programming in the six focus countries. A longer duration is needed in order for the NAP to be integrated into business cases and programme designs. With a new government taking office in June 2017, the ideal opportunity is presented to align the NAP with a new parliamentary term.

- **Appropriate and targeted accountability mechanisms must be put in place.**
  o While there must be an implementation plan for accountability at focus country level it should be flexible year on year to allow for UK country offices to employ best practice with regard to adaptive programming.

  o Country level implementation plans should have a maximum of ten commitments in order to enable accountability and ease the reporting burden for country staff.

  o At Whitehall level there should equally be commitments under the implementation plan; however these should last for the duration of the NAP, setting strategic objectives on inclusion of the WPS agenda in strategies, policies and training.

  o Annual reporting should continue although it should be against a narrower set of objectives than in the current NAP to ease the reporting burden for country staff but still deliver a level of accountability.

  o WPS APPG meetings should focus on just one or two of the NAP focus countries with attendance by at least one HMG country representative who can answer specific questions pertinent to the context and the UK's delivery of WPS programming and initiatives.

o An external evaluation at baseline and endline should focus on the NAP's strategic impact. Should a mid-term evaluation be commissioned it should only focus on the Whitehall level implementation plan so as not to over-burden UK offices at country level.

o Accountability and reporting mechanisms should be in proportion with the lifespan of the NAP. The cross-Whitehall WPS working group must establish a strategy at the beginning of the NAP that avoids duplication of efforts and allows for the NAP's direction of travel to be monitored.

- **CSSF must deliver on the gender and WPS commitments it has made.**
As the mechanism best placed to implement WPS programme through both discrete programming and mainstreaming, with an increasing ability to deliver multi-year programmes, the CSSF is the key to the success of the next NAP. There must be targets and a timeframe for the delivery of the commitments that the CSSF has already identified on gender and WPS. There must be mechanisms in place to ensure that implementing partners prioritise WPS and gender beyond the minimum bar set by the Gender Equality Act.

- **The 2018+ NAP must be appropriately resourced.**
While this evaluation does not recommend ringfenced funding for WPS programming, and finds that a significant level of WPS expertise exists within HMG, there is a strong argument to be made for increased resources to be made available for the delivery of the NAP as a policy. This would include support for UK offices in focus countries to undertake a conflict and gender analysis that would inform their implementation plans, staff time allocated for internal communications on the NAP, reporting on it and training on WPS.

- **Senior level support for the NAP must be garnered.**
This evaluation has noted how the support of senior members of individual departments, has been significant in driving the WPS agenda within government. Similarly, the PSVI has benefitted from Ministerial prioritisation. In order for the NAP to have impact on programming it must have senior level champions to raise its profile and an internal communications strategy to ensure that it is understood by all relevant HMG staff. The appointment of the FCO's first Special Envoy for Gender Equality in March 2017 may offer opportunities in this regard.

- **Support to women's rights organisations must be a key commitment.**
The UK must explore new and innovative ways to mitigate fiduciary risks associated with funding less "donor savvy" civil society organisations in order to provide support for independent and empowered female-led civil society organisations. While support to WROs is not the sole means of advancing the WPS agenda, and is one part of a package of initiatives that includes mainstreaming WPS in other programming, working with security services, etc., it is an area of relatively low cost that is too often overlooked. UK country offices should seek guidance from programmes that have been successful in this area, such as the PSF in Burma.

7 ANNEX 1 – REPORTS ON UK WPS WORK IN THE 6 NAP FOCUS COUNTRIES

The research for the six focus countries was undertaken between November 2016 and March 2017. A total of six days each was available for researching four of the countries through desk research and interview (Burma, DRC, Libya and Syria). 10 days were allowed for Afghanistan and Somalia, including desk review and field visits.

As has been noted in the main report, this evaluation team finds the disaggregation of programmes under the four discrete outputs of the UK NAP to be an unhelpful categorisation. Nevertheless, we have necessarily been guided by the structure of the implementation plan and the situation of programmes within the plan.

The overviews presented below are shortened versions of six fuller reports that were presented to the cross-Whitehall WPS Working Group and that are too long for publication.

AFGHANISTAN

KEY FINDINGS

- **British Embassy Kabul's (BEK's) firm commitment to gender and women and girls**, and the evaluation team noted **strong cross-departmental cooperation** on these issues as contributing factor in driving the agenda forward.

- There are a number of initiatives effectively contributing to **building the capacity of women in the political sphere**, as well as progressing women's representation in the **security sector**. However, there is a need to more effectively link this work with prevention activities, and ensure that women are entering a safe and enabling environment, free from harassment, abuse and exploitation, which is currently threatening both women's protection and retention.

- A significant new programme online since the baseline evaluation is focused on both **prevention of VAWG** and fills an important gap in healthcare **response for survivors of violence**. Despite representing a comparatively small funding allocation, there is **evidence of strong and innovative contributions** in this area, including in raising awareness and **shifting social norms** and **women's access to justice**.

- There remains a need to strengthen the visibility of WPS contributions, and **ensure that mainstreaming gender efforts in programming extend beyond the basic disaggregation of data across larger programme spends** – including DFID's Multi-Year Humanitarian Assistance Programme and the DFID-supported multi-donor the Afghanistan Reconstruction Trust Fund.

Changes in context since baseline

The Afghan peace process made some progress in previous years, particularly at the provincial level through the reintegration of ex-Taliban fighters into their communities. However, the government continues to be engaged in protracted and frequently stalled peace negotiations with the Taliban. Furthermore, the appearance of new anti-government groups, such as self-labeled Islamic State (Daesh) supporters, has led to new security concerns and conflict in some regions of the country. In the recent Brussels Conference on Afghanistan (October 2016), participants endorsed the new reform agenda presented by the government, the Afghanistan National Peace and Development Framework (ANPDF), which sets out a five-year strategic framework for achieving its goal of self-reliance. The ANPDF outlines five pillars in its new gender strategy: implementing global commitments on human rights, security, and freedom from domestic violence for Afghan women; ensuring full access to education and health services, including higher education; launching the Women's Economic Empowerment National Priority Program; Securing the constitutional rights for women through the full execution of laws: and advancing women in government and business. The ANPDF also states its commitment to the implementation of the Afghanistan National Action Plan on UNSCR 1325, which was designed and endorsed in 2015 but has not yet been implemented, with the government struggling to develop a coherent and feasible funding and budgeting mechanism.[25]

NAP Strategy

Most use of the NAP remains among key HMG focal persons who report against targets or who have a thematic interest in the area. Nevertheless, all HMG staff interviewed from DFID, FCO and MOD emphasised the British Embassy Kabul's (BEK's) firm commitment to gender and women and girls, and the evaluation team noted strong cross-departmental cooperation on these issues as contributing factor in driving the agenda forward. There are a number of internal BEK mechanisms that support cross-departmental collaboration on programming related to women and girls, including WPS concerns, although there appears to be limited understanding of how working with women and girls differs from a WPS agenda. The UK's contribution to WPS agenda in Afghanistan seemed to lack visibility and while it is not necessarily crucial to disseminate the UK's NAP the majority of interviewed project implementers who had received UK funding expressed strong interest in having a better understanding of how their own project outputs and outcomes were specifically linked to the UK's NAP outcomes and targets. There was consensus among HMG staff in Kabul that the UK's NAP is not a proactive planning tool or a key driver of strategic direction on the UK's work on WPS. More positively the NAP largely is described in terms of its ability to consolidate issues that are already being worked on, enable HMG cross-departmental buy in, and as a political and advocacy tool to mobilise support for WPS, including engagement with the Afghan government on its own NAP and support for mobilising civil society.

WPS Portfolio – Overview

In terms of impact, at endline the BEK has made significant progress in delivering against the UK NAP outcomes, particularly in relation to women's recruitment into the security sector and women's political participation, prevention of and response to VAWG, and girls' education. There are some gaps, however, in relation to linking participation and prevention, with the participation of women in the security sector and political sector continuing to occur in violent, abusive and unprotected environments.

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[25] MoFA (2016) Status Report 2016: Afghanistan's National Action Plan on UNSCR 1325 – Women, Peace and Security. Kabul: The Directorate for Human Rights and Women's International Affairs, the Ministry of Foreign Affairs.

While many of the new initiatives introduced since baseline are specifically focused on WPS issues and targeting women and girls, a continuing portfolio of larger-scale programmes with smaller gender components or gender as a cross-cutting theme continue to lack visibility of WPS contributions.

Participation

The FCO has supported a number of new initiatives contributing to building the capacity of women in the political sphere, including members of parliament (MPs) and aspiring female parliamentarian candidates, and building women's economic empowerment. However, support for women's political participation at endline comprises the smallest allocation of funding across UK programmes or thematic areas linked to the NAP on WPS. With elections approaching, the BEK identified this as a key area of focus in future. The BEK also has an impressive breadth of policy and political engagement on issues linked to the NAP, including providing policy support and technical assistance to the government in the development of a range of outputs, including the government's own NAP on WPS. According to HMG staff, the UK has been active in pushing for larger quotas of women in the High Peace Council (HPC) and Provincial Peace Councils (PPCs), supporting the Anti-Harassment Law, and in bringing donors together to agree on a policy approach to the EVAW Law and new Penal Code.

There also appears to be a gap in ensuring that enabling environments for women in the security sector include efforts to track and monitor their work-based progress and needs. Several stakeholders highlighted that these problems are, in part, the fault of the international community which has pushed for quotas for women's participation without doing enough of the groundwork to ensure that quotas are meaningful, valued and useful: *"The international community pushed for the MoI to have a quota of women staff, and the Ministry has responded by placing women in positions regardless of their competencies, literacy or capacity. So it is also the fault of the international community for pushing quotas and pressuring ministries to adopt them, without thinking enough about building women's skills, capacity and competencies."* (BEK staff member)

With regard to the UK's support to women's participation in the peace process, efforts are being channelled through an embassy-wide project (£2m), which is in the pipeline. A decision has been taken to focus efforts through this rather than creating a discrete programme. While participation of women in the peace processes has increased numerically, stakeholders at the Kabul and provincial levels were in agreement that women's inclusion is still very small and stakeholders emphasised that women's participation in the peace process remains largely symbolic rather than meaningful - *"Despite the gradual increase in inclusion of women in the peace process, the representation of women's voices in negotiations is still marginal and has not been very effective. They are treated as symbolic participants rather than meaningful ones. There are a few women in the High Peace Council (HPC) but are they speaking and being listened to? Why have we not heard them speak in the media?"* (Donor). Stakeholder interviews also highlighted a particular gap in support to women's participation in peace processes at the local level. A number of stakeholders referred to the importance of understanding and supporting women's participation as peace facilitators and conflict mediators in more invisible spheres (such as the domestic realm), with several anecdotal examples emerging of how women actively deter family members from violent extremism. A new and developing interest in women's roles in countering violent extremism, particularly at the local level, could provide an entry point for further work in this area.

Although the UK is channelling some funding directly to women's rights organisations (WROs), a large number of NGO and WRO stakeholders interviewed for the endline review highlighted that the UK and other donors should be committing more to supporting national and grassroots organisations, particularly where there is evidence of strong capacity and more credibility. This would also help to build the capacities of smaller women-led organizations, and result in a strategy that contributes to the participation pillar of the UK's NAP.

Prevention

The UK-supported Strengthening Gender Based Violence in Health Sector Response, the most significant new initiative to begin since baseline, targets both prevention of GBV and fills an important gap in healthcare response for survivors of violence. Although the project is in the early phase of implementation, a number of promising results have emerged. A particular strength of the project is its focus on linking service provision with preventive activities due to the recognition of the various barriers to women reporting cases of violence to formal health or other types of service providers: *"In Afghanistan, people prefer to solve their problems in the family. They don't want to disclose to those outside of the family. If they do disclose, they prefer to do it through community dispute resolution mechanisms. But traditional dispute resolution mechanisms often don't resolve problems with women's rights in mind. So there are strong challenges to reporting cases of GBV to formal services."* (UK implementing partner). With this in mind, the project has implemented 19 GBV community dialogue sessions for 444 women's shura members, and religious and community leaders in five provinces. Another strength of the project is its contribution to a multi-sectorial approach, complemented by police and justice sector response mechanisms.

Although the UK's portfolio on violence against women and girls is smaller in overall funding than other portfolios, there is evidence of strong and innovative contributions in this area, including in raising awareness and shifting social norms, and women's access to justice. The Strengthening Access to Justice for Women Affected by Violence through Proven Culturally Sensitive Approaches programme worked towards both the prevention of VAWG and increased access to justice for women and girls affected by violence, including in some of the most insecure settings in Afghanistan. According to a mid-term review by DFAT[26] (the programme's primary funder) and supported by interviews with stakeholders for the endline review, one of the key factors of success has been an emphasis on Islamic perspectives, which is more effective at the local level than focusing on national and international laws and commitments regarding VAWG.

The endline evaluation has identified a number of areas that could be further strengthened. Although the BEK has done significant work to increase the recruitment and capacity building of women in the security forces, and support women's political participation, endline interviews with a range of stakeholders revealed that less has been done to link this with prevention and ensure that these women are entering a safe and enabling environment, with harassment, abuse and exploitation threatening both women's protection and retention.

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[26] Midterm Review of the DFAT Ending Violence Against Women in Afghanistan – No.65677/1- March 2016 – Adam Smith International.

Aspiring female parliamentarians and women participating in Provincial Councils claimed to be frequently subjected to threats of physical violence, kidnapping, abduction or assassination and referred to continuing sexual harassment and exploitation of female police officers in the workplace and increased risk of murder through honour killings due to family members' perceived shame over their jobs: *"There has been a lot of emphasis on women's recruitment into the police forces, but it is important to better understand the way they are recruited, exposed publicly and exposed to their families, and how this is putting them in danger. A better strategy for recruitment and deployment that ensures better safety and dignity for the police women needs to be adopted."* (UK implementing partner).

Although sexual violence in conflict (SVIC) is not perceived to be a particular problem in Afghanistan, there is evidence of new thinking emerging from the BEK around whether relevant global definitions of SVIC are adequate in this context. Assumptions that sexual violence in conflict is not a systematic problem appear to have led to SVIC becoming invisible or neglected in broader programming that addresses VAWG, a gap in prevention and protection programming. HMG staff in Kabul recognised this gap, with one FCO staff member stating that *"in fact, we just don't know if it's happening or not"*, emphasising a clear lack of evidence and data to support any assumptions or claims. HMG staff also highlighted that it was unclear how the growing presence of Daesh in Afghanistan might impact on risk for women and girls, particularly given the group's history of abduction and sexual slavery of women and girls in other countries. This appears to be part of a broader recognition that in a constantly shifting security context such as Afghanistan, WPS priorities, and approaches to address them, must be flexible and may not always sit clearly within frameworks (such as the UK's NAP) that were designed in a different context.

Protection

This endline evaluation has identified a number of ways in which BEK support to WPS activities in country is showing positive results. Security sector programming comprises a large spend across the UK's NAP activities in Afghanistan, including the MoD's continued support to deliver training support to female army cadets with additional efforts made to improve living conditions in women's barracks. DFID has also supported a number of large projects, several of which are specifically focused on women and girls including projects on health and economic empowerment. In particular, the Girls Education Challenge (GEC) has been highly successful in reaching marginalised girls and facilitating their enrolment in community-based education (CBE), with DFID emphasising a firm commitment to CBE and the upcoming roll out of the second phase of GEC, which focuses on transitioning girls to CBE at secondary levels. The GEC aims to go beyond enrolment and retention of marginalised girls in school to ensure that girls' learning outcomes are improved, and that the quality of education they receive enables them to participate actively in their families and communities. As described by the BEK staff member responsible for the education portfolio, learning outcomes in CBE classes have been consistently observed to be good, often surpassing those at equal grade levels in public schools. This has been complemented by a number of innovative initiatives including using telecommunications technologies, establishing libraries (including mobile libraries), implementing teacher apprenticeship training and the provision of grants and stipends to reduce barriers to girls' education.[27]

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[27] DFID's Girls Education Challenge Fund Afghanistan, 2015 Annual Report.

Despite strong results and innovation, sustainability of CBE continues to be a challenge. CBE education needs to be incorporated into and maintained in the Ministry of Education's (MoE) National Education Strategic Plan, although there are concerns from HMG about securing buy-in from the MoE in relation to funding of CBE education.

Relief and Recovery

DFID's Multi-Year Humanitarian Assistance Programme focuses on delivering emergency healthcare (including reproductive health care) and nutrition services to the most vulnerable and conflict-affected people, including women and children. However, it was found that more attention needs to be paid to ensuring that mainstreaming gender efforts in programming extend beyond the basic sex disaggregation of data. There was evidence from at least two large UK supported programming areas (DFID's Multi-Year Humanitarian Assistance Programme and the DFID-supported multi-donor the Afghanistan Reconstruction Trust Fund) that although sex disaggregation is being conducted, this is not necessarily being complemented by effective gender mainstreaming into programme design and implementation, with little or no gender-sensitive analysis of outputs and outcomes beyond sex disaggregation.

Picture: Russell Watkins/DFID

BURMA

KEY FINDINGS

- The UK has pursued a **WPS strategy that is specific to the context of Burma** at this time, making best use of the Burmese government's willingness to open up in certain areas, in particular the participation of women in peace negotiations and government.

- The lion's share of UK programming on WPS in Burma is dedicated to participation where one particularly successful approach has been that of providing support to the Alliance for Gender Inclusion in the Peace Process, resulting in **increased and more meaningful participation of women in the peace process**.

- Success is noted in channelling funding to **women's rights organisations** through the Peace Support Fund and the potential of the Joint Peace Fund, using a variety of strategies to ensure access to these funds.

- Opportunities for improvement remain with regard to mainstreaming gender and WPS concerns into **humanitarian programming**.

- The worsening cases of sexual violence in Rakhine are a cause for grave concern and the UK should seek opportunities for **prevention and protection** programming.

Changes in context since baseline

Since the NAP baseline evaluation, Burma has undergone remarkable change. Former political prisoner Aung San Suu Kyi's party, the National League for Democracy (NLD), swept the polls in 2015. This parliamentary majority allowed them to appoint an NLD President and create a new position of State Counsellor for ASSK (who is constitutionally barred from the Presidency). Burma has opened up to an extent that could hardly have been imagined four years ago when the UK NAP was developed. However, the military remain extremely powerful, with constitutionally-protected control over three key Ministries (Defence, Home Affairs and Borders Affairs – which relates to all the ethnic areas) and control over all local government. In the last six months, there has been increased conflict in Kachin State and northern Shan State (with extensive military operations). In Rakhine State, there were attacks on security forces by a Rohingya insurgent group which sparked a massive security operation, with widespread reports of conflict-related sexual violence and other human rights abuses by the security forces. A number of domestic investigation commissions have been established by the civilian government, and the UN Human Rights Council has mandated a Fact-Finding Mission.

NAP Strategy

The changing political, social and security dynamics in Burma since the baseline evaluation have meant that, while the majority of the commitments in the UK NAP implementation plan have remained relevant and in place, the document has become increasingly less relevant in favour of a strategy that takes advantage of windows of opportunity that have arisen as the context has evolved.

In many cases, other more pressing and contextually relevant initiatives have taken greater prominence in the delivery of the UK's WPS agenda. One example of this is the UK's decision not to advocate for a Burmese NAP but rather to support the Burmese push for a National Strategic Plan for the Advancement of Women 2013-2022 (NSPAW). This strategy is a divergence from the one that was being considered by the UK country team at the time of the UK's NAP baseline evaluation and the decision to work to actualise a strategy that is already in place is pragmatic and strategic and should be commended.

The UK staff interviewed for this evaluation noted that the rigid nature of the NAP implementation plan doesn't effectively capture the full breadth of the work that the team has been doing in creating a more conducive environment for WPS. They also noted that the indicators, which were agreed in a very different political environment of 2014, have been constraining rather than motivating. As a result, the team has pursued a strategy that is best suited to the context and opportunities. Since the baseline evaluation in 2015 it is notable that there is slightly less coordination between departments in the UK country office with regard to WPS issues. It was of some concern that, amongst senior members of the HMG team interviewed for this evaluation, not all were familiar with the NAP or of the UK's commitment that Burma is one of the focus countries for action. This suggested potential gaps during the briefing of new appointments to the UK team in Burma – an issue which the country office says is now being addressed.

WPS Portfolio – Overview

Taken as a whole, the UK's work in Burma on WPS over the life of this NAP has been of a high standard. The UK team there has demonstrated best practice in terms of some of the key areas of the NAP, including providing support to WROs, prioritising women's engagement in the peace process, and genuinely mainstreaming WPS priorities into peacebuilding work. The team's approach to delivering on the WPS agenda has been well considered, thoughtful and strategic. However, the UK team themselves are the first to say that this has little to do with being a NAP focus country. The UK team has worked with opportunities as they have arisen and adjusted appropriately to the shifting political situation in the country. Delivery across the WPS portfolio has been necessarily uneven with an emphasis on the participation pillar of the NAP where there have been windows of opportunity, as opposed to the prevention and protection pillars which have become increasingly controversial areas in which to engage as the abuses by the authorities in Rakhine escalate and the options for intervention have narrowed. The relief and recovery pillar of the NAP has continued much the same as at baseline.

Participation

One of the major WPS achievements of the UK's team in Burma has been to successfully channel funding to women's rights organisations (WROs) and civil society organisations (CSOs) working on gender issues through two large-scale multi-donor funds; the Peace Support Fund (PSF) and the Joint Peace Fund (JPF). The UK has been one of the principal instigators of both funds' development, and in both cases is the largest donor. Both funds integrate a number of mechanisms to ensure that WPS and gender, peace and security are core considerations of grantees, and that organisations of varying capacities have opportunity to access them. The biggest WPS achievement of the JPF so far has been the decision to dedicate 15% of the funds to WPS priorities.[28]

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[28] Statement by David Haeri JPF Secretariat Director on the occasion of International Women's Day 8 March 2017
https://www.jointpeacefund.org/uploads/8/8/8/8/88888526/jpf_iwd_statement_2017.pdf

The PSF has contributed to the UK's WPS agenda from its inception by making the inclusion of women's interests one of the five essential criteria for applicants, and latterly it has opened a Gender, Peace and Security window, acknowledging that challenging harmful gender norms and working on concepts of masculinities is a key factor in contributing to the WPS agenda.

Through its Funding Plus model, which supports organisations to develop their proposals and report on the grant appropriately, and through encouragement of partnerships, rather than simply funding the most high profile Burmese WROs, one DFID staff member reported that the PSF had managed to "go beyond the usual suspects".

The UK's support to WROs has produced significant impact in supporting women's political participation, most notably through support to the Alliance for Gender Inclusion in the Peace Process (AGIPP). When the NAP baseline evaluation was undertaken in early 2015 the formation of AGIPP was a prospect that was still in the concept and discussion phase. Over the past two years the UK, through the PSF, has been one of the main supporters of AGIPP. The alliance has demonstrated remarkable achievements and was described by one of the evaluation interviewees as the *"most impactful"* of the WPS activities supported by PSF. One of AGIPP's key achievements has been to ensure a higher proportion of women in the peace process. The proportion of female involvement rose from 7% to 13% and there were a greater number of female facilitators, largely thanks to the advocacy and campaigning of AGIPP. The alliance worked to ensure that not only was the proportion of female attendance higher but also that those who were representing were educated and articulate. AGIPP continues to push for 30% female representation in the peace process and has also produced reports and policy recommendations to the Burmese Ministries of Defence and Home Affairs. Whilst this endline evaluation was being conducted, the Burmese government announced a peace workshop with 60 parliamentarians focused on the SDGs and the peace process, and asked AGIPP to help organise the workshop. Such a progress on WPS, involving government consultation of civil society, seemed unthinkable two years ago.

Prevention

As was the case at the time of the NAP baseline evaluation, the UK continues to provide military education courses to the Burmese army, the Tatmadaw. This has included modules on WPS. Given the predominantly closed nature of this institution at the higher levels of command, entry points for such comprehensive training remain challenging due to limited acceptance of this training. The UK's training is limited to a small number. In the past two years the MoD has run a total of four courses in Burma, each with between 20-36 attendees. In addition to these courses delivered in-country, 28 Tatmadaw officers have attended MoD educational training courses run in the UK. It is a modest intervention with the potential to lay the groundwork for future engagement.

In late 2016 Baroness Anelay, the Prime Minister's Special Representative for Preventing Sexual Violence in Conflict visited Burma to promote UK human rights priorities. UK staff interviewed for this evaluation noted that the visit served to galvanise cross-departmental thinking on some of the key issues of the Preventing Sexual Violence in Conflict Initiative (PSVI). However it was also noted that the introduction of Whitehall-led priorities – for example tackling stigma for survivors of sexual violence – was not the most strategic approach to advancing the WPS agenda in the Burma-specific context.

While the subject of conflict-related sexual violence must be addressed in Burma, there is a need to strategically use the advocacy opportunities presented to further widen opportunities for advocacy and discussion and not lose hard-won progress that has been made on discussing all areas of human rights issues, including the perpetration of sexual violence in conflict

Protection

The UK NAP implementation plan has just one target in this area and that is that the NSPAW actions are being implemented by two relevant government ministries. This is an area where the UK has exceeded its ambition in the implementation plan. Since September 2016 The UK has provided a two-person Technical Advisor team to work with the newly formed Department of Women, within the Ministry of Social Welfare, Relief and Resettlement (MoSWRR) to support with the implementation of NSPAW and this intervention has had considerable effect, including the establishment of a cross-ministerial National Committee for Women's Affairs. One risk with the strategy, as acknowledged by the UK team, is that the MoSWRR is, like most of the Burmese civil service, under-developed and inexperienced in leading initiatives of this sort (after decades of military rule).

Relief and Recovery

Under the relief and recovery pillar of the NAP some work remains to be done. The UK's humanitarian programming remains in place although, as at baseline, there are opportunities to further integrate WPS best practice into these programmes. The logframes for the UK's humanitarian programmes - Humanitarian Response for Conflict-Affected People in Kachin State and Humanitarian Assistance in Rakhine State - showed that data on beneficiaries reached is still not being disaggregated by gender – a fundamental basic in gender-sensitive programming. Concerns were also raised about the standard of delivery by the implementing partner for the programme in Rakhine, with inadequacies in access to referral services and a lack of clinics responding to the needs to victims beyond first aid care to external injuries – for instance, through provision of Post Exposure Prophylaxis or emergency contraception where necessary or through assessment for internal injuries as a result of sexual assault. As a result of the poor 2016 Annual Review, DFID has changed the delivery partner for this area of work from UNFPA to IRC. Given that the latter organisation was the original downstream funding partner for the initiative, it is difficult to see how this move will improve the standard of service delivery, although it will have value for money benefits.

DRC

KEY FINDINGS

- There have been **positive developments in programming and cross-donor dialogue on integrating women into peacebuilding and political activities**, including DFID's electoral support programme which began in 2015, but further scale-up and resourcing is needed.

- The UK has **strengthened efforts around gender mainstreaming across service delivery programmes**, including DFID's healthcare work, and in its humanitarian programme. A DFID funded WASH programme has taken some particularly interesting approaches to gender programming, with Mercy Corps introducing an **innovative Gender Status Index**.

- There are particularly notable achievements in relation to the UK's **high-level engagement** around WPS issues, including lobbying around changes to the **discriminatory Code de La Famille** and on emblematic sexual and gender based violence (SGBV) cases. DFID in particular has played an important role in pushing for the **multi-donor International Security and Stabilisation Support Strategy (I4S)** to be more gender sensitive.

- There have been **moves towards more gender transformative programming** across the WPS portfolio, but these remain relatively small-scale. Notable since the baseline have been two programmes working directly with adolescent girls in DRC: DFID's La Pepiniere, working directly with adolescent girls to generate evidence on what works and what doesn't to economically empower them; and a DFID-funded International Rescue Committee safe spaces programme implemented in eastern DRC.

- Significant gaps remain on **VAWG programming, which still has a heavy focus on sexual violence in conflict-affected eastern DRC, rather than taking a more nuanced perspective of the structural causes of VAWG** and addressing the high prevalence of all types of VAWG across DRC, including intimate partner violence.

Changes in context since baseline

Political tensions in the DRC have been exacerbated by uncertainty surrounding the intended end to President Joseph Kabila's second term as president in December 2016. The elections scheduled for 2016 were delayed, resulting in violence, notably in September and December 2016. Following this, a national dialogue process gained traction and a deal was reached with major opposition parties agreeing that President Kabila will not seek constitutional change to allow him a third term and will stand down by the end of 2017. However implementation has been slow and further uncertainty was placed on this agreement by the sudden death of the main opposition leader in February 2017. Women's involvement in the stabilisation and peacebuilding process in DRC has been very limited. This has not significantly changed since baseline and the UN Security Council's statement in February 2017 on the current political situation in DRC stressed the importance of the inclusion of women in the follow up to and implementation of the 31 December 2016 political agreement.[29]

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[29] UN Security Council (2017) 'Security Council Press Statement on Situation in Democratic Republic of Congo', 24 February 2017

NAP strategy

In the DRC, implementation of the UK's NAP is largely undertaken through DFID and FCO engagement. UK country staff reported a high degree of collaboration between DFID and the FCO, with regular exchanges on programming. The endline found that UK staff do not regard the NAP as strategically driving the WPS portfolio, but rather as a useful tool to assess and measure the impact of the UK's WPS footprint in country and identify gaps. This predominantly reflects the views that were expressed at baseline. At endline, respondents also found that the NAP pillars do not necessarily align with the thematic areas which they use to collaborate or engage on WPS-related work on a day-to-day basis, although it has helped to keep certain issues on the agenda. The context in country is in constant flux, and staff found that NAP implementation plan was not always aligned with the need for programme flexibility.

WPS Portfolio – Overview

In terms of impact of WPS activities, the DRC has seen a number of positive developments in programming and cross-donor dialogue supported by the UK on integrating women into peacebuilding and political activities, but, in the majority of interventions with significant funding, the initiatives are in too early a stage to demonstrate real results. The portfolio also has notable gaps in VAWG programming and in moving towards more preventative or gender transformative initiatives. The UK interventions that are showing real impact on WPS priorities are largely small-scale, and either need to be scaled up, or the lessons learned from these integrated into other areas of the portfolio.

The baseline identified specific opportunities to make more progress on implementing NAP commitments in DRC. There have been a number of positive developments, with an increase in gender mainstreaming across service delivery programmes, including DFID's healthcare work, and in its humanitarian programme, as well as in developing gender specific indicators across the portfolio. In particular, DFID's work on election support and in its humanitarian portfolio has seen notable efforts to incorporate gender sensitive analysis of outputs and outcomes. DFID's two largest budgetary spends in country are on its humanitarian and access to healthcare programmes (£185.2 and £168 million respectively), which has placed a greater emphasis on protection and relief and recovery activities in country. However, there has been an increase in initiatives focused on participation and prevention.

There have been moves towards more gender transformative programming across the WPS portfolio, but these remain relatively small-scale. Notable since the baseline have been two programmes working directly with adolescent girls in DRC: DFID's La Pepiniere, working directly with adolescent girls to generate evidence on what works and what doesn't to economically empower them; and a DFID-funded International Rescue Committee safe spaces programme implemented in eastern DRC. Both of these initiatives are relatively small scale and results are yet to be seen, but in the future there is potential for lessons from this work to be scaled up across the portfolio.

Participation

A positive development in the UK's WPS portfolio has been the significant additions to the work on women's participation since the baseline. Primarily, DFID's electoral support programme began in 2015, integrating activities towards gender equality and encouraging women's political participation, with notable engagement on this with other donors. The work is at too early a stage to measure substantial results and ongoing political uncertainties offer both opportunities and severe challenges in engaging women in the political and peacebuilding process. This is not least because the long-term nature of changing socio-cultural norms in this area requires substantial and sustained engagement, and the current context places great uncertainty on this occurring. DFID's disbursements to the UNDP pooled fund to support the Congolese electoral commission have been delayed in response to the pushback of election dates. However, DFID may have to provide rapid support to the process if elections do go ahead this year. Women's participation in the election process risks slipping off the agenda given the difficulties faced in reaching agreements on any elements of the election process and UK country staff highlighted that this concern is reflected in other areas. Given the constant flux in situation in DRC, and ongoing political instability, meaningfully integrating WPS issues into other agendas can prove challenging and risks being deprioritised. However, UK leadership has been supportive of gender work, setting the tone for maintaining a focus on and prioritising a WPS agenda.

In addition, there has been some interesting work on increasing women's participation in local level conflict initiatives. DFID's support to a UN Habitat project on preventing and resolving land disputes and to a Life and Peace Institute (LPI) project on local conflict transformation in South Kivu have brought a greater focus on gender dynamics and consequences of local conflicts to its peacebuilding programme. The projects demonstrate a notable shift towards a more in-depth understanding of the gender dynamics of conflict at the local level.

Prevention

There remain a number of significant gaps in the portfolio, in particular VAWG programming still has a heavy focus on sexual violence in conflict-affected eastern DRC, rather than taking a more nuanced perspective of the structural causes of VAWG and addressing the high prevalence of all types of VAWG across DRC, including intimate partner violence. Studies indicate that VAWG in DRC is not primarily driven by conflict but is a structural, cross-societal issue, and should be addressed as such. In addition, UK's VAWG response programmes continue to predominantly focus on the immediate health needs of victims of VAWG, and initiatives to support the socio-economic reintegration of survivors remain small-scale. Since the baseline, sexual violence in conflict has continued to receive considerable attention from policymakers, partly thanks to awareness raising through FCO's PSVI. Greater attention to social norms and structural causes of VAWG can be seen in small scale initiatives, notably the Tearfund project funded through DFID's global 'What works' programme, which engages at a local level to work with faith leaders and groups on changing attitudes. However, the project is a very small scale initiative compared to DFID's funding to victims of SGBV through its health and humanitarian programmes, with their emphasis on protection and relief and recovery needs, rather than prevention.

Protection

One area in which the UK has made valuable contributions to the WPS agenda since baseline, has been in high-level engagement around WPS issues, including lobbying around changes to the discriminatory Code de La Famille and on emblematic sexual and gender based violence (SGBV) cases. DFID in particular has played an important role in pushing for the multi-donor International Security and Stabilisation Support Strategy (ISSSS) to be more gender sensitive and there have been positive developments, including the appointment of a gender adviser. New gender guidelines approved in 2016 make it obligatory that a minimum of 15% of all funds are dedicated to gender equality objectives, although the results of this have yet to be tested. The ISSSS gender adviser fed back to the evaluation team that the UK, along with the Netherlands and Sweden, has played a central role in pushing for increased gender sensitivity and gender expertise, and there is beginning to be a shift in programming with some partners taking a more sensitive approach to structural and gender inequalities. The ISSSS strategy frames stabilisation priorities for UK, so positive developments are significant, although stakeholders reported that there is still significant room for greater integration of WPS priorities within the ISSSS, specifically in the design of activities intended to prioritise and increase the engagement of women in leadership of political solutions and community based peace building, rather than the ambition of objectives limited to participation. Additionally, SGBV remains a standalone pillar in the ISSSS gender strategy, rather than integrating a more nuanced perspective of connections with other security priorities and conflict dynamics.

Relief and Recovery

Notable amongst the service delivery programmes has been DFID's WASH programme, outside of the original NAP implementation plan, which has introduced a focus on addressing SGBV on the way to and at water points. The WASH programme has taken some particularly interesting approaches to gender programming, with Mercy Corps introducing an innovative Gender Status Index to measure progress against key gender indicators, and has made substantial contribution in strengthening the UK's work on prevention. There are also areas where there is still potential to move this towards more gender transformative programming. Finally, another notable gap in WPS programming is the continued lack of funding to women's networks and local civil society organisations that work on gender or WPS issues. Research for this endline evaluation indicated that the funding situation for women's networks has not significantly altered since the baseline and there is still a lack of support for either advocacy or women's groups implementing specific projects. Some UK programmes work with women's rights organisations, such as La Pepiniere, but the UK government does not have direct funding relationships with local organisations.

LIBYA

KEY FINDINGS

- A significant development since the baseline relates to a **country-level CSSF gender workplan** (the only of its kind across all of the focus countries reviewed), and **a new GEM 2 CSO tender** (due to start in the second quarter of 2017), explicitly focused on addressing gender issues in Libya through support to civil society.

- There has been a continued focus on women's participation, including efforts to strengthen gendered perspectives through strategic communications to the GNA, and **new activity looking to increase women's representation in state positions** funded through the CSSF.

- As identified at baseline there are **no standalone or targeted activities focused on GBV prevention or response** and this continues to be a gap. However, there is a portfolio of media programmes, which have focused on developing media content to challenge social attitudes towards GBV, as well as training female journalists.

- The **Security, Justice and Defence (SJD) programme continues to adopt a mainstreaming approach to gender**, building on the findings of a gender assessment prepared by Stabilisation Unit. Particularly successful WPS related activity relates to promising practice around **engaging women as mentors in local peacebuilding efforts**.

- DFID have a **small-scale humanitarian operation but there was no visibility of any WPS related activity** and the UK NAP's implementation plan does not capture any activity under the relief and recovery pillar.

Changes in context since the baseline

A lack of consensus over Libya's political settlement has left the country divided along political, geographic, religious and ethnic lines. In October 2015 the UN envoy to Libya proposed a power-sharing arrangement - the Libyan Political Agreement (LPA). The LPA called for the formation of an interim Government of National Accord (GNA) and to hold general elections within two years. The GNA has not yet secured House approval and several elements of the LPA have stalled, resulting in rival governments operating independently. A significant portion of the population remain in need of humanitarian assistance, and there has been an upsurge of migrant and refugee movements, and Libya remains a key country in the central Mediterranean migration route. Despite intensive advocacy around women's representation in the first General National Congress (GNC), the quota for women has been subsequently dropped to 10% in the Constitution Drafting Assembly (CDA). In addition, there has been limited participation of women within national peace processes, but examples of women's role in local mediation and reconciliation. Securing justice for survivors of GBV is a significant challenge, and sustained insecurity restricts women's access to the public sphere.

NAP Strategy

The majority of UK NAP related delivery in Libya is channelled through the CSSF, which is structured across five pillars, Political, Security, Economic, Migration and Counter-Terrorism. This work forms part of coordinated international efforts, led by the UN, to support the GNA to increase security and stability and work towards more inclusive society and security apparatus. The Libya programme has developed a country-level CSSF gender workplan, the only of its kind across all of the UK NAP focus countries. The Libya team have also been engaging closely with the CSSF MENA gender adviser, and have noted significant achievements in 2016 in terms of integrating conflict and gender sensitivity across portfolios. Libya does not have a DFID Operational Plan, and this review did not identify any standalone DFID-funded WPS related activity in-country. There is a DFID Middle East and North Africa Department (MENAD) Regional Operational Plan (2011-2016), which states that in Libya, DFID will work with partners across government to support delivery of UK objectives through the (CSSF).

WPS Portfolio – Overview

As outlined, there have been important developments across the Libya team's approach and strategy to gender and WPS across their portfolio, resulting in a country level CSSF gender workplan. This has resulted in an increased focus on mainstreaming gender across all programmes, as well as some new targeted initiatives, including commissioning a research report with the Governance Social Development Resource Centre (GSDRC) Helpdesk focused on implementation of UN Security Council Resolution 1325 in Libya, and a new CSSF programme, which is due to start in the second quarter of 2017 with a focus on addressing gender issues in Libya through support to civil society. This represents a significant achievement in support of delivery against the UK NAP, and noteworthy intention to support the delivery of UK NAP outcomes, though implementation remains in the early and nascent stages, and the efficacy and impact of initiatives will need to be closely monitored. In broad terms the majority of the UK's WPS programme activity continues to sit within the CSSF's political work stream, which is conceptualised across three separate but related layers: 1) political interventions; 2) work with institutions; and 3) grassroots engagement. Additional efforts are captured under the programme's portfolio of media programmes, as well as some growing activity under the Security, Justice and Defence (SJD) programme.

Participation

There has been relatively small-scale but notable UK support to women's participation at both the national and grassroots level. For example, support to a Strategic Communications Advisor to the GNA, a role which is seen to be critical to galvanise popular support for the government, has specifically involved training GNA female press officers (in early 2017) and over 2016 the UK also supported the UN Special Representative of the Secretary General (SRSG) to advocate for a prominent role for women in state positions, with the aim of achieving 30% representation in the GNA. There remains relatively limited visibility of gender and WPS entry-points across the portfolio of work with institutions, but this is partly due to the fact that much of this work has not yet started due to the ongoing political crisis. At the time of the baseline evaluation, the majority of activity in this stream focused on ensuring women's rights were sufficiently represented within the constitutional drafting process. The Constitution has now been published, and UK staff continue to advocate and lobby around less progressive gains.

A key development in September 2016 relates to the announcement of a Women's Empowerment Unit.To date there has been no implementation attached to the unit, but the UK are on standby to support and mobilise as and when this work progresses. As highlighted, a notable addition since the baseline evaluation relates to a new CSSF tender (implementation due to start in Q2 2017), which is focused on addressing gender issues in Libya through support to civil society. It is anticipated that this will be Libya's first GEM 2 project, and will build on the UK's previous support to CSOs. This project aims to support both established and fledgling CSOs that focus on a range of women's interests.

Prevention

As identified at baseline there are no standalone or targeted activities focused on GBV prevention (or response). This continues to be a noted gap across the WPS related portfolio. There is however a portfolio of media programmes being funded through the CSSF, which includes a focus on developing media content, which challenges social attitudes towards GBV as well as training female journalists.

Protection

Protection activities continue to be predominantly positioned within the Security, Justice and Defence (SJD) programme, which has seen significant scale-down since 2013/14. At baseline there was an emphasis on gender mainstreaming across the programme (the country's largest spend), but limited visibility of WPS related activity. Moving into 2016/17 the programme has new priority areas in counter-terrorism and migration all coming through the CSSF. Taking forward recommendations from internal HMG reviews, the SJD programme continues to adopt a mainstreaming approach to gender throughout the programme. Particularly successful WPS related activity relates to promising practice around engaging women as mentors in local peacebuilding efforts – supported through the Peaceful Change Initiative.

Relief and Recovery

DFID has a small-scale humanitarian operation but there was no visibility of any WPS-related activity at the endline review and the UK NAP's implementation plan does not capture any activities under the relief and recovery pillar.

SOMALIA

KEY FINDINGS

- There is a **strong body of UK work focused on protection** across the Somalia programme, including DFID funded health and resilience programming, and GBV focused protection activities under DFID's **governance and security portfolio.** There is an opportunity to build on and scale up success in this area.

- There has been a new and effective focus on **women's political participation**, with opportunities to strengthen synergies across UK programming on local governance and civil service recruitment.

- A new DFID initiative focused on **women's decision making and social norms** presents an important **gender transformative entry point**.

- There is limited **WPS and gender targeted programming across the Somalia CSSF** portfolio, with an opportunity to build on successful work being delivered under the **human rights and stabilisation strands** in particular.

- There is opportunity for DFID to challenge partners to demonstrate a **more strategic approach in considering gender equality** in programme design across its **humanitarian programme**.

Changes in context since baseline

Observers have noted an expansion in the participation, coverage, and oversight of the 2016–17 parliamentary and presidential elections elections. A key development relates to the introduction of a 30% gender quota reserving seats for women in both houses of parliament. However, despite successfully securing 24% representation for women in parliament there continues to be challenges around women's equal representation in decision-making and influence in public spaces. In 2016 the Deyr/short rains season (October - December) brought low levels of rainfall to the region, which has been acutely felt in the Somali horn of Africa. Malnutrition, drought-related disease outbreaks and forced migration are currently on the rise, and humanitarian partners are scaling up emergency assistance and response activities.

NAP Strategy

There was consensus across UK staff that the UK NAP has not been proactively driving decision making attached to WPS policy and programming, and there is a need to build understanding and ownership of the WPS agenda across the UK's policy approach. Further, staff emphasised that to a large degree, being a UK NAP focus country has resulted in increased bureaucratic and administrative burdens on already busy teams at country level. Whilst UK staff and implementing partners are *"familiar with and engaging on WPS"*, this is usually discussed in relation to *"exclusion, vulnerabilities, gender, and not 'WPS' per se"* (UK staff). Therefore, whilst the WPS agenda is becoming *"sharper in focus"* for both donors and implementers, there is still a way to go in terms of refining, articulating and joining up work in this space.

UK staff drew attention to the *"atomised"* approach to gender more broadly across the programme, and discussed how the UK NAP could be an effective tool to help *"facilitate strategic discussions"* (UK staff) on gender and WPS in the Somalia context. UK staff and partners emphasised the importance of framing delivery around the *"political history of Somalia"* in order to understand the degree to which this has *"brought coherence, distraction or a form of 'dial up' between the WPS agenda and processes of state building and political settlement"* (UK staff).

At present, the majority of UK NAP-related delivery in Somalia is channelled through DFID spends attached to three teams in humanitarian, governance and peacebuilding, and human and economic development. There is also some relevant, but smaller-scale activity coming through the CSSF. Whilst the Somalia programme does not have any WPS or UK NAP specific strategies, there are relevant strategic commitments made in DFID Somalia's Operational Plan (2011-2016), highlighting the UK's continued role in lobbying on a wide spectrum of gender issues, especially the prevention of GBV, including FGM, and support to implement Somalia's own National Action Plan on Sexual Violence in Conflict (agreed and adopted in May 2014). Somalia is a priority country for the UK National Security Council (NSC) and DFID's work supports broader UK government strategy for Somalia (2014 – 2017) and delivery against the Peace and Stability Goals (PSGs), as articulated in the Somali Compact (2014-2016). UK staff discussed that the PSG working groups at country-level (which have representation across departments) are a key platform to bring in discussion on WPS and for decision-making on this agenda.

FCO have developed a Somalia Human Rights Strategy (2016-2020), which has a dedicated priority area on WPS with commitments intended to complement the UK's NAP and the EU Gender Action Plan, with a focus on strengthening women's political participation. Scheduled for May 2017, the bi-lateral Somalia Conference presents a significant moment in terms of refining priority areas and defining new ones across the portfolio, and UK staff confirmed that policy teams, in coordination with the Joint FCO-DFID Somalia Unit, are currently looking at ways in which gender and human rights can be mainstreamed across political and security deliverables.

WPS Portfolio – Overview

Overall the UK has supported a range of appropriate, relevant and strategic efforts to deliver against the range of outcomes and outputs identified in the UK NAP in Somalia, with particular impact and reach noted across DFID's health portfolio and resilience and livelihoods support under DFID's humanitarian programme. Of note, protection activities have also been supported in the form of mobile courts providing legal aid to women who have experienced GBV, and there have been scaled up efforts in support of women's political participation, including extensive lobbying and diplomatic efforts to secure a 30% woman's quota as part of the electoral process, as well as strengthening women's participation in local governance structures, and civil service positions. An important development since the baseline evaluation, the *'Increasing Women's Participation in Decision-Making and Challenging Harmful Social Norms in Somalia'* (SNaP) programme represents a key opportunity for gender transformative programming.

There is a need to strengthen the CSSF's approach to gender and WPS; whilst relevant and effective activity has been supported through the human rights and stabilisation strands in particular, there remains limited visibility of targeted WPS activity, and a GBV focused initiative concluded at the end of the 2017 financial year. This review also identified an opportunity to strengthen and scale up WPS-targeted activity across DFID's multi-year humanitarian programme as well as build on successful efforts under the governance and security portfolio, which have a number of crucial entry points and opportunities for impact.

In discussion with wider stakeholders this endline evaluation found consensus across implementing partners and civil society representatives that there remains challenges around the consistency and coordination across donors, including the UK, on the WPS agenda. CSO representatives felt that a stronger joined-up narrative from the donor community would help to strengthen local and national-level momentum and action. Some examples of good practice were identified particularly in relation to the Swedish government, who have worked with grassroots organisations to increase access to legal remedies for survivors of sexual violence and supported the economic empowerment of women.

Participation

As outlined, the UK has scaled up its efforts on women's political participation to good effect. Both FCO and DFID have lobbied extensively (and successfully) to support a 30% quota of seats for women in both houses of parliament, despite *"significant push-back"* (UK staff). UK efforts around the election were noted by partners as critical, and CSO representatives emphasised the importance of *"capitalising on the momentum brought about by the recent election"* (civil society representative). At the programmatic level the UK's political work has been supported through the DFID-funded SNaP programme. The first year of this programme has coincided with a time of "uncertainty and opportunity" (UK staff) attached to the drafting of the National Development Plan (NDP), and ongoing electoral processes, but the UK has effectively used its influence to bring together expertise from different UN agencies to help develop a shared analysis of what can be practically achieved. Ongoing coordination within and across UN agencies, in addition to the wider engagement of these activities at the regional level, remain areas of focus moving forward.

This endline evaluation also identified a particular opportunity to strengthen synergies with UK UK funded efforts targeting women's participation in budget and development planning within local governance structures under the UN-led Joint Programme on Local Governance (JPLG) programme, and UNDP-led Strengthening Institutional Performance (SIP) programme, which includes support to encourage the recruitment of women into civil service positions. Whilst there has been progress in terms of women's participation at these levels, as UK staff emphasised, *"we're not there yet"* ,and there is *"more that we could be doing here"* (UK staff). In addition, the Somalia Stability Fund (SSF) has also worked to support efforts around the quota and trained a number of women on leadership and governance skills. Leadership training was identified as a key entry point across nearly all of the partners that we interviewed, with a specific emphasis on leadership training for adolescent girls (the needs of which remain largely unmet by existing programmes according to partners).

UK staff emphasised that re-energising platforms such as the Women's Caucus, could be a particularly powerful way of strengthening leadership and coalition opportunities across women already in government, with opportunities to link up with women leaders in civil society.

Discussions with partners drew attention to women's often important role as *"influencers of local opinion"*, and as such described the ways in which this should be harnessed as a central way to *"secure broad-based popular support for the peace process"* (civil society representative). Civil society representatives asserted that supporting strong women leaders as *"drivers of positive social change during periods of political transformation"* (civil society representative) could be a crucial first step towards enhancing women's voices and status in the community, which have not been historically supported through programmatic approaches.

Prevention

Prevention efforts have focused on eradicating female genital mutilation (FGM) under DFID's health portfolio and efforts under UNDP's Gender Equality and Women's Empowerment (GEWE) programme, have involved support to the development and tabling of the Sexual Offences Bill in Somaliland and Puntland, with consultation at the federal level. In addition, a recently concluded programme being delivered through the CSSF human rights strand, focused on examining systemic barriers to protection and service provision for survivors of GBV and was designed to draw out evidence on the patterns and conflict dynamics of sexual violence in Somalia to inform future programming. Discussions with the implementing partner highlighted the importance of *"moving away from seeing GBV just as rape"* (UK partner) and helping to *"shift to building a community of stability – not simply substituting the government and then handing over"* (UK partner).

The UK is also providing direct support to improve AMISOM adherence to international human rights norms and to reduce and prevent GBV and exploitation. Between November 2015 and March 2017 the UK trained 198 military, police and civilian participants on GBV, human rights and protection of civilians in Kenya, Uganda, Rwanda and Somalia; 84 GBV instructors in Kenya and Rwanda for the Eastern Africa region and African Union Mission in Somalia (AMISOM); and three Ugandan contingents deploying to AMISOM and to the Kenyan Defence Force. A UK funded Training of Trainers course in Nairobi in February also equipped participants from the Federal Government (FGS) and AMISOM with the skills and expertise needed to plan, organise and train others on preventing the recruitment and use of children in armed conflict. The planned agreement of a Somali Security Pact at the London Conference in May will provide a key entry point for UK policy and programming to support broader human rights compliance of Somalia-led security institutions, as part of a comprehensive approach to security.

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Protection

Particular impact was noted across DFID's health portfolio, which has reached high numbers of women through essential health services, ante-natal and post-natal care, and emergency obstetric care. UK staff highlighted specific opportunities for the health portfolio to *"link with new programmes – including SNaP"*, and to *"understand how what we're doing can complement this work as well as understand how to target women better"* (UK staff). In addition, the Building Resilience in South Central Somalia (BRCiS) programme (delivered under DFID's multi-year humanitarian programme), has successfully trained women in vocational skills and assisted women with agricultural/ livestock production-related inputs and unconditional cash transfers.

Activities supported under DFID's governance and security portfolio, including support to mobile courts providing legal aid to women who have experienced GBV, present critical entry points and there are opportunities to build on this success and scale-up the visibility of WPS across this portfolio. UK implementing partners and civil society actors drew attention to the importance of engaging with both formal and informal justice systems in the Somali context, as one civil society actor highlighted, *"how can we deal with justice if we don't engage with informal systems"* (civil society partner). Partners also drew attention to the role of stigma in Somalia and the fact that many survivors of sexual violence lack adequate access to justice and sufficient support to fully recover and regain their livelihoods. These issues have been discussed through UK supported workshops with International Alert.

As discussed there is limited visibility of WPS across the wider CSSF portfolio, and there is a need to ensure coherent and ongoing engagement between DFID and FCO on the WPS agenda. UK staff drew attention to exploring opportunities to work with AMISOM in particular to build gender sensitivity into their doctrine and practice. UK staff emphasised the importance of *"addressing the drivers"* of instability as part of an ongoing project to engage at the community level and *"engage upwards"* to ensure delivery is *"measured and grounded in local perspective"* (UK staff).

Relief and Recovery

A 2016 gender review of DFID's multi-year humanitarian programme found UK funded relief and recovery efforts to be generally gender-balanced, and serving a large number of women beneficiaries, with some examples of implementing partners planning to integrate women in committees or as community workers. However, the review also found that DFID should challenge partners to demonstrate a more strategic approach in considering gender equality in programme design. UK staff emphasised the challenges of DFID's role in working to build UK partner capacity on these issues, and highlighted a need for specific *"instruments and tools"* to support this work. UK staff emphasised specific challenges relating to a limited pool of female national staff to help deliver this work – a point echoed by implementing partners who highlighted the recruitment and training of female staff as a key challenge.

Discussion with donors and partners highlighted the ongoing need to ensure women's perspectives, needs and capacity are being harnessed through response activities. Several partners also highlighted the ways in which directly engaging with WROs and civil society actors in these processes could be a central way of helping to progress WPS related objectives. For example, a UNICEF team are currently looking for opportunities to work with women-led NGOs for interventions in Somalia to *"demonstrate that women service providers, most notably in the cultural context of Somalia, are best suited to provide essential health services to women and children"*.[30] The limited visibility and engagement of minority women more broadly across implementation also remains an important area to strengthen for the UK and broader donor base.

A large number of Somali stakeholders interviewed for this evaluation emphasised a desire to see the UK government promote WPS with local partners and not just internationals, as discussed with one human rights activist: *"by helping us to understand that we are not just talking about gender sensitivity - the WPS framework should be deeply embedded within all programmes"*, and *"our experience has been that when we have an understanding, even a fluid one and when consulted on key issues - it helps a lot in getting us all on the same page.*

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[30] Gender Lens Investing: Towards Better Service Delivery in Somalia, UNICEF, 2016

SYRIA

KEY FINDINGS

- DFID continues to deliver the majority of its portfolio through its humanitarian programme, and under this spend a multi-year UNFPA-led GBV programme is delivering effective and holistic prevention and protection activities. There is **an opportunity to strengthen the visibility of WPS across the wider humanitarian portfolio** and leverage the newly created SDA position.

- There is **continued focus on women's political participation** through the CSSF. Women's representation at the **political level** remains challenging but the UK has continued to make progress here. There has been particular scale-up noted in relation to **women's participation in local decision-making structures**.

- **Growth of gender mainstreaming efforts across large-scale protection-focused governance, security and resilience spends** across the CSSF portfolio is noted, including strengthening **women's representation in the Free Syrian Police and Syrian Civil Defence**, but the CSSF could champion gender in a bigger way.

- There remains a **modest portion of GBV targeted activity**, but effective work continues under a CSSF funded initiative focused primarily on the documentation and investigation of sexual violence in conflict.

Changes in context since baseline

The conflict in Syria continues to intensify as it enters its sixth year, with over 13.5 million people in need of humanitarian assistance.[31] Territory remains contested between the Government of Syria, the Opposition and various armed groups. In the absence of a political solution, intense and widespread hostilities, particularly in Aleppo and ISIL-controlled areas, are likely to persist in 2017. Whilst women have experience of negotiating cessations of hostilities and humanitarian access at the local level, they continue to be marginalised from formal peace processes, despite engaging in advocacy at the highest political level.[32] Violence, forced displacement and family separation have resulted in a high-risk protection environment, with women and children particularly vulnerable. GBV remains commonplace, and the UN and NGOs have "raised the alarm" on the increase of child marriage since the beginning of the conflict.[33]

NAP Strategy

The UK is supporting response activities in Syria and across the region in Jordan, Lebanon, Turkey, Iraq and Egypt.[34] In Syria, the majority of UK NAP implementation is delivered through its CSSF portfolio and DFID humanitarian spend, which are predominantly managed remotely from both Whitehall and Turkey. Whilst there are no departmental UK NAP or WPS-specific strategies, at the regional level there is a new MENA CSSF gender policy, and a CSSF MENA gender adviser, helping to roll-out a more strategic and evidence-based approach to gender equality and peace and security programming across the region.

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[31] 2017 Humanitarian Needs Overview: Syrian Arab Republic
[32] UNSCR 1325 Global Study (2015), UN Women.
[33] Ibid.
[34] https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/591236/DFID_Syria_Crisis_Response_Summary_10_02_2017.pdf

The gender policy highlights examples of good practice across the region, including Syria, but emphasises a need to do more to strengthen gender equality in alignment with WPS and PSVI priorities across the MENA CSSF portfolio. Discussions with UK staff highlighted a lack of buy-in around the associated value of being a UK NAP focus country; staff suggested that focus countries could be incentivised and supported through dedicated WPS financial and human resourcing, and reiterated a need to be flexible and realistic in light of a consistently changeable political and operating environment. Staff felt that the UK NAP that could be flexible and dynamic and open to being refreshed on a yearly basis as well as well as aligning with existing reporting requirements. UK staff emphasised that there should be a greater emphasis on HMG's internal processes and government commitments to WPS and that buy-in and prioritisation at the senior level within the NSC is essential in order for meaningful progression attached to the UK NAP/CSSF delivery to be realised.

WPS Portfolio – Overview

Overall there has been positive but measured progress against UK NAP delivery in Syria, including a sustained focus on women's participation and access to decision-making at Track I, II and III levels. There has been a scaling up of gender mainstreaming and protection efforts across large governance, security and resilience spends in the CSSF portfolio and continued support to a GBV initiative focused on the documentation and investigation of sexual violence in conflict. Despite these achievements the CSSF could champion gender in much bigger way, and there remains a need to push the WPS agenda at the NSC level.

DFID continues to deliver the majority of its portfolio through its humanitarian programme. Under this spend, a multi-year UNFPA-led GBV programme continues to deliver effective and holistic prevention and protection activities, but there is limited visibility of targeted WPS-related activity across the broader multi-sector humanitarian programmes. However, we note that a large number of new humanitarian programme documents were under-development at the time of the endline evaluation and therefore could not be reviewed by the evaluation team. DFID have an opportunity to develop a more strategic and targeted approach to gender and WPS across its humanitarian portfolio, and should leverage the newly created Social Development Adviser position to support this delivery – in coordination with the CSSF MENA gender adviser.

Participation

The UK has continued to support women's political participation at both national and local levels primarily through the CSSF and there have been some notable, but modest, achievements, including diplomacy efforts and technical assistance to the High Negotiations Committee (HNC) of the Syrian Opposition where three women (out of 16 committee members) participated in various rounds of Geneva, in addition to strategic and tactical advice to the Women's Consultative Committee (WCC). The UK has also tailored strategic and tactical advice to the women of the Syrian opposition, expanded relationships with civil society leaders, and supported coalition building and delegation visits. The UK has supported civil society efforts focused on skilling-up women on the political process and engagement at community level. A large-scale local governance programme funded through the CSSF (DFID-led) has demonstrated scale-up around women's engagement in local governance structures, expanding beyond its original scope to include a 'challenge fund' for projects implemented by women sub-committees, in addition to adding a new output on women's participation.

Prevention

At baseline our evaluation identified relatively limited visibility of targeted GBV programming. At endline UNFPA's GBV programme continues to deliver effective activities, including support to safe spaces and health service delivery points as well as developing standard operating procedures and delivering training on GBV psychosocial support, and contributing to improvements in GBV coordination at country level. The UK has also continued to support an initiative focused on the documentation and investigation of adult and child torture/sexual violence, in addition to supporting networks and knowledge exchange with Syrian and regional CSOs and building collaboration with the Syria Civil Defence (SCD), Free Syrian Police (FSP) and local councils. This programme has established a gender committee on the programme working to develop a gender policy and strategic plan to strengthen the organisation's own approach and delivery on gender. A new GBV-focused programme came online in 2016, with the intention of delivering innovative community-based approaches to addressing GBV, but UK staff highlighted that unfortunately the programme will not be continuing into FY 17/18, having experienced challenges around delivery and implementation, and a deviation from the original GBV-focused scope of the initiative.

Protection

WPS-related protection efforts primarily sit under the CSSF's security and resilience strand, and include activities under the Access to Justice and Community Security (AJACS) and civil defence programme. The baseline evaluation identified that whilst WPS related impact under these programmes was symbolically significant (i.e. including the representation of numbers of women in the security services), there remained a need to strengthen gender sensitivity across both programmes, as well as explore opportunities to engage more explicitly on gender. At endline AJACS has now increased the number of women in the Free Syrian Police (FSP) to 70, and supported 65 women to participate within Community Security Working Groups (CSWGs). The UK's civil defence programme also now has approximately 115 female volunteers in the Syria Civil Defence (SCD), and has carried out consultations with the SCD to identify the main drivers of inequality within and around the SCD, which are impacting women's participation. This has resulted in a gender strategy and the identification of a number of SCD/gender entry points including women's access to decision-making structures within the SCD, and shifting discriminatory/negative social norms in the community around women's engagement in the SCD. Both these programmes represent the largest individual spends within the CSSF and as such increasing and strengthening gender mainstreaming across the programmes could result in significant impact.

Relief and Recovery

There remains a need to strengthen the visibility of WPS activity under DFID's humanitarian spend. DFID staff confirmed that a new tranche of humanitarian Business Cases will reflect a continued focus on the protection of women and girls, in addition to a greater focus on women's empowerment. As DFID's humanitarian portfolio represents a significant spend across the MENA region this is a key delivery mechanism to achieve WPS goals, which can be well supported through the newly created SDA role.

8 ANNEX 2 – SNAPSHOT OF UK PROGRAMMES IN THE 6 NAP FOCUS COUNTRIES

The following table provides a snapshot of WPS programmes in the six focus countries, or programmes in those countries with a WPS component to them. The content is drawn primarily from the NAP implementation plan, with also programmes added that the evaluation team has learned about during the baseline and endline evaluation. Some programmes have deliberately been left out of this table because of security concerns for implementing partners and beneficiaries. The table is intended to provide a snapshot rather than to be seen as an exhaustive list.

COUNTRY	INITIATIVE TITLE	BUDGET (GBP)	IMPLEMENTING PARTNER	START/ END DATE	UK GOVT. LEAD/ FUNDING	FEATURES IN NAP	RELEVANT TO WHICH NAP PILLARS
AFGHANISTAN	Strategic Support to the Ministry of Interior (SSMI-II), Afghanistan	£12.5 million	Coffey International	2015 - 2019	DFID/CSSF	Prevention	Participation Prevention
	Training female leaders and improving their conditions at the ANAOA, Afghanistan	Total budget unclear (£36,000 CSSF for improving women's barracks)	ANAOA	2012 - Ongoing	MOD/CSSF	Participation	Participation Prevention
	Enhancing Women's Political Participation through implementing good governance at provincial level	£115,000	Election Watch Afghanistan	2016 - 2017	FCO/CSSF WPS ring fence	Participation	Participation
	Campaigning and networking skills training for potential Afghan female MPs	US$ 529,580	ROSE	2016 - 2017		Participation	Participation
	Strengthening Gender Based Violence in Health Sector Response, Afghanistan	£3.2 million	UNFPA and Health Net TPO	2015 - 2018	SPF/DFID aid budget	Prevention	Prevention Relief and Recovery
	Girls Education Challenge, Afghanistan	£49 million	Multiple (ACTED, ChildFund, BRAC, STAGES consortium – AKF, Save the Children, CRS, CARE)	2013 - 2017	DFID/ DFID Aid Fund	Protection	Participation Prevention Protection
	Women's Economic Empowerment Project II - Strengthening sustainability of female led community based organisations in Badakhshan province	£500,000	Afghan Aid	2016 - 2017	FCO/SPF	Protection	Participation Prevention
	Provision of advice and support services on women's rights, Afghanistan	£211,000	ACEO	2016 - 2017	FCO/SPF	Prevention	Prevention
	Hostile Environment and Safety Training for HR Defenders, including Women's Rights Defenders, Afghanistan	£211,000	SRMO	2016 - 2018	FCO/SPF	Prevention	Participation Prevention
	Community based savings groups and community business centres to strengthen women's skills and market access, Afghanistan	£900,000	-	2016 - 2017	DFID/ DFID aid budget	Protection	Protection

COUNTRY	INITIATIVE TITLE	BUDGET (GBP)	IMPLEMENTING PARTNER	START/ END DATE	UK GOVT. LEAD/ FUNDING	FEATURES IN NAP	RELEVANT TO WHICH NAP PILLARS
BURMA	Programme for Democratic Change (PDC) in Burma	Up to £25 million over 5 years	UNDP, IFES, NDI, WFD, Coffey	1 July 2014 to 30 June 2019	DFID	Participation	Participation
	Burma Civil Society Strengthening Programme (BCSSP)	£16 million	British Council (Pyoe Pin and Amatae), Paung Ku.	2011 – 2016 (closed December 2016)	DFID	No	Participation
	Programme of Support to Conflict Affected People and Peacebuilding in Burma	£27.17 million over three years	The Programme is comprised of 12 different projects	2012 - 2015	DFID	Prevention	Prevention Protection
	Peace Support Fund, Burma	£2.43 million to date	Nordic International Support Foundation	2014 – 2015 Extended 2015 – 2020	DFID	Participation	Participation Prevention Protection Relief and Recovery
	Promoting Access to Justice: Towards a Violence Free Environment for Women and Girls, Burma	USD 229,570.	ActionAid Myanmar, Legal Clinic Myanmar	November 2013 (actual December 2013) – February 2015	FCO (PSVI)	Prevention	Prevention Protection
	Humanitarian Response for Conflict-Affected People in Kachin State, Burma	£16,321,217	Trocaire, Health Poverty Action, Karuna Myanmar Social Services (KMSS), UNICEF, UNFPA and UNHCR	February 2012 – January 2017	DFID	Relief and Recovery Prevention	Relief and Recovery Prevention Protection
	Preventing Sexual Violence Initiative / Violence Against Women and Girls' component for the Defence Academy's Senior Leadership Programme and Managing Defence in the Wider Security Context (MDSWC), Burma	Not available	MOD	N/A	MoD	Prevention	Prevention Protection
	Enhancing protection from sexual violence and towards the elimination of gender discrimination in Burma/ Myanmar	£97,776	Geneva Call	November 2013 – February 2015	DFID	Prevention	Prevention Protection
	Promoting Access to Justice: Towards a Violence Free Environment for Women and Girls – component to support the operationalisation of NSPAW, Burma	5,000 USD for NSPAW component for 15 months	ActionAid Myanmar	November 2014 - February 2015	DFID	Prevention	Prevention Protection
	Humanitarian Assistance in Rakhine State, Burma	£19,233,870	Save the Children, ACF, UNFPA, UNHDR, UNOCHA, UNDP, Crown Agents	October 2012 – July 2017	DFID	Relief and Recovery Prevention	Relief and Recovery Prevention Protection

COUNTRY	INITIATIVE TITLE	BUDGET (GBP)	IMPLEMENTING PARTNER	START/ END DATE	UK GOVT. LEAD/ FUNDING	FEATURES IN NAP	RELEVANT TO WHICH NAP PILLARS
DRC	Supporting the 2015 – 2016 Electoral Process in the Democratic Republic of the Congo	£17.5 million	The Carter Center Commission Episcopale Justice et Paix (CEJP) (election observers).	17 April 2015 - 30 September 2018	DFID	No	Participation
	Increasing sustainable access to water sanitation and hygiene in the Democratic Republic of the Congo	£159.45 million	UNICEF : National Village et Ecole Assainies Consortium of INGOs: rural WASH Mercy Corps: urban WASH programme Oxfam: sanitation marketing study	01 July 2013 - 31 December 2019	DFID	No	Prevention Protection
	Supporting Peace and Stability in Eastern Democratic Republic of the Congo	£80.64 million	Support to ISSSS: implementing partners include UN agencies; local and international NGOs, private contractors; and MONUSCO UNHabitat	17 February 2014 End – 31 December 2019	DFID	Participation Prevention	All
	Preventing Sexual Violence in Conflict Initiative (PSVI), Democratic Republic of the Congo	Not available	Multiple. Includes: Physicians for human rights	Not available	FCO	Prevention Relief and recovery	Prevention Protection Relief and recovery
	Protecting Adolescent Girls against Violence in Humanitarian Settings: Joint Programming on Safe Space (COMPASS) Programme, Democratic Republic of the Congo	£10 million	International Rescue Committee	13 March 2013 – 20 November 2017	DFID	Prevention	Prevention Protection Relief and recovery
	La Pepiniere, Democratic Republic of the Congo	£3.86 million	War Child (previous) Social Development Direct	27 May 2013 – 31 December 2017	DFID	Prevention Protection	Prevention Protection
	Access to Healthcare in Democratic Republic of the Congo	£185.2 million	IMA World Health Pathfinder Ministry of Health	01 August 2012 – 31 March 2018	DFID	Protection	Protection Relief and recovery
	Humanitarian Assistance to the Democratic Republic of the Congo	£168 million	Multiple – including International Rescue Committee, International Committee of Red Cross and contributions to Common Humanitarian Fund	12 June 2012 -30 December 2017	DFID	Relief and recovery	Protection Relief and recovery
	Private Sector Development Programme in Democratic Republic of the Congo	£102.5 million	Adam Smith International	04 July 2012 – 31 March 2024	DFID	No	Protection
	Engaging with Faith Groups to Prevent Violence Against Women and Girls in Conflict-affected Communities, Democratic Republic of the Congo	£500,080	Tearfund	01 April 2015 – 31 March 2018	DFID	Protection	Protection Prevention Relief and recovery
LIBYA	Libya Humanitarian Response for 2016/17	£1,999,999	Various	2016 - 2017	DFID	No	Relief and Recovery
	El Kul 2: independent news and information for Libyans	£1,394,256 (FY 16/17 budget)	BBC Media Action	2016 - 2017	CSSF (FCO)	No	Participation Prevention
	Security, Justice and Defence Programme (SJD), Libya	£4,879,546 (FY 16/17 budget)	Various (incl. PCi)	May 2014 – Sep 2017	CSSF (FCO)	Protection	Participation Prevention Protection

COUNTRY	INITIATIVE TITLE	BUDGET (GBP)	IMPLEMENTING PARTNER	START/ END DATE	UK GOVT. LEAD/ FUNDING	FEATURES IN NAP	RELEVANT TO WHICH NAP PILLARS
SOMALIA	2013-2017 DFID Somalia Multi-Year Humanitarian Programme (MYHP)	£339,499,983	Various	May 2013 – Dec 2017	DFID	Protection, Relief & Recovery	All
	Public Resource Management in Somalia (PREMIS)	£23,109,075	Various	Nov 2015 - March 2020	DFID	No – new programme	Participation Protection
	Somalia Stability Fund II	£34,879,998	Crown Agents	Nov 2011 – Sep 2020	DFID	Participation	Participation Prevention Protection
	Somalia Security and Justice Programme (SSJP)	£29,980,000	Various	Aug 2016 - Jul 2020	DFID	No – new programme	Participation Prevention Protection
	Increasing Women's Participation in Decision-Making and Challenging Harmful Social Norms in Somalia (SNaP)	£10,000,000	UN Women led joint programme, Save the Children led consortium	November 2015 - October 2020	DFID	No - new programme	Participation Prevention Protection
	Somali Health and Nutrition Programme (SHINE)	£69,000,000	PSI, UNICEF	2016-2021	DFID	New programme	Prevention Protection
	Prevention of and Response to GBV against Women and Girls in Mogadishu (2015-2016)	£606,139 (UK contribution FY 16/17)	CISP	2015 – 2017	FCO, CSSF	Prevention	Prevention Protection
SYRIA	Negotiation Support to the Syrian Opposition	£529,000 (FY 16/17 budget)	Public International Law & Policy Group	April 1, 2016 – March 31, 2017	CSSF (FCO)	No	Participation
	Syria Track II Dialogue Initiative – Intra-Syrian Dialogues and Joint-Track Meetings	$700,000 (USD) (FY 16/17 budget)	The Shaikh Group	01/09/2016 – 31/03/2017	CSSF (FCO)	No	Participation
	Support to the United Nations Population Fund (UNFPA) for the Syria crisis	£23,500,000 This includes a current 3 year grant of £18.5 million (2015-18 live programme)	UNFPA	2015 - 2018	DFID humanitarian programme	Protection Relief and Recovery	Prevention Protection Relief & Recovery
	Project BATAL (Hero): Support to Syria Civil Defence	£12,366,333.12 (UK contribution: £11,023,843) - FY 16/17 budget	Mayday Rescue Foundation	1 April 16 – 31 March 17	CSSF (FCO)	No	Participation, Protection

9 ABOUT THE AUTHORS

Social Development Direct

Social Development Direct (SDDirect) is a leading provider of social development consultancy and research services with expertise in the delivery of WPS programming. Examples of SDDirect's work in the field of WPS include supporting UNIFEM to develop the UN Secretary General's indicators on WPS, and UN Women to manage baseline studies in four countries for their global programme on UNSCR 1325. In 2016 SDDirect updated the DFID Guidance Note on addressing violence against women and girls through security and justice programming. We have also led support for the development of Nigeria's first WPS National Action Plan through our partnership on the Nigeria Stability and Reconciliation Programme.

The team for this evaluation brings together a range of diverse and specific expertise pertinent to its delivery including: expertise on Afghanistan and Somalia (combination of national and international staff), 10 years' experience in the UK armed forces, evaluation design and implementation expertise, and experience of WPS programme delivery in multiple conflict-affected countries including Afghanistan, Burma and DRC.

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