COVID-19, Women and Peace and Security and National Action Plans on UNSCR 1325 in Africa

Report from a regional consultation among women peacebuilders and civil society from Eastern, Central, Western and Southern Africa

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The consequences of the COVID-19 pandemic extend beyond a health crisis. It has led to an increase in gender based violence and sex trafficking, halted or delayed ongoing peace processes and the implementation of peace agreements, for example in South Sudan, and compounded tensions and violence ahead of elections, for instance in Burundi and Uganda. The measures taken to prevent the spread of the virus, such as curfews and lockdowns, served as an excuse for abuse of power and police brutality across Africa, including in Kenya, Nigeria, South Africa and Uganda.

In Africa, the pandemic has aggravated the existing risks faced by African women and communities: from violent conflict and weak governance, through exclusionary politics, resource competition, globalized conflicts and extremist ideologies, to human trafficking and gender-based violence. Violence against women, and patriarchal norms and exclusionary politics that keep women out of decision making processes, remain commonplace across many countries on the continent, infringing on women’s rights. As a result, when COVID-19 hit, women and girls were disproportionately affected. The pandemic not only led to a surge in gender-based violence, but also restricted women’s access to sexual and reproductive health services, and disproportionately affected their livelihoods, since they constitute the majority of informal workers in the region.

COVID-19 has also slowed down the implementation of peace agreements and of National Action Plans (NAPs) on Women, Peace and Security (WPS). Women peacebuilders and civil society have also felt the impacts of COVID-19 – including shrinking civil society space, dwindling funding and mobility restrictions – making their work more challenging.

Yet, despite these challenges, local women and youth have been at the frontlines of addressing COVID-19 and leading their communities in recovery efforts, including through delivering food and hygiene packages, and increasing awareness about COVID-19 prevention measures and importance of peace and security during the pandemic. Civil society – including the Global Network of Women Peacebuilders (GNWP) and its members and partners across the region – have remained active in their advocacy and action for better...
implementation of the WPS agenda despite the pandemic. Together with Rural Women Peace Link, we held a training for journalists in Kenya, to raise their awareness about the WPS resolutions and their own role in implementing them. In Uganda, the Coalition for Action on 1325, with support from GNWP and Austrian Development Cooperation, conducted Localization of UNSCR 1325 in Luwero district. In South Africa, we partnered with TukRes Women’s Leadership Academy to hold a webinar, which brought over 100 young women to learn about WPS. We collected information about the impact of COVID-19 on peace processes and the implementation of WPS resolutions across Cameroon, Kenya, South Sudan and Uganda.

Recognizing the critical role of civil society and women peacebuilders in COVID-19 response and recovery and the implementation of WPS in Africa, GNWP, with support from the Austrian Development Cooperation, organized a regional civil society consultation on the impact of COVID-19 on the implementation of the Women, Peace and Security (WPS). The consultation, which took place on 15-16 February 2021, brought together women peacebuilders and civil society leaders from Eastern, Central, Western and Southern Africa to discuss the status of NAPs and formulate practical recommendations to accelerate their implementation. It was third in a series of regional consultations organized by GNWP to better understand the pandemic’s impact on the WPS agenda and provide spaces for women peacebuilders to exchange experiences and jointly discuss strategies and recommendations to ensure effective implementation of the agenda beyond its 20th Anniversary.

Based on the discussions, women peacebuilders and civil society from across Africa identified the following key recommendations for a gender-responsive and conflict sensitive COVID-19 recovery:

1. Ensure meaningful participation of women and young women in decision-making, including peace processes, political decision-making, and COVID-19 response and recovery.
2. Commit to Localization as a key strategy for the implementation of the WPS agenda and NAPs and other national and local laws and policies, including those related to COVID-19 response and recovery.
3. Increase funding for the implementation of the WPS agenda, including dedicated financing for the NAPs and Local Action Plans, and flexible funding for women-led peacebuilding.
4. Address the gendered digital gap and provide support for women, in particular rural women, refugee and internally displaced women, and women living in remote areas, to access technology, in order to be able to participate in discussions and processes related to NAP development, implementation and monitoring.

Detailed recommendations are included at the end of the report.
Key messages from the discussion

Key Message 1: Women have been systematically excluded from decision-making spaces, including on COVID-19 crisis response and recovery, in Africa. As a result, their specific needs and the disproportionate impact of the pandemic on them are not adequately addressed. This is a key challenge to the implementation of the WPS agenda in the region.

“Our aspirations for peace cannot wait and peace cannot be one of the victims of this pandemic.”

- Mavic Cabrera Balleza, CEO, GNWP

Consultation participants have highlighted the critical roles that women play in governance and peacebuilding across the region. Recent years have seen significant progress in female leadership in political decision-making throughout the continent. Women’s tireless advocacy, in particular in post-conflict countries, has led to the inclusion of special measures or quotas for women’s participation in political decision-making. At least thirteen African Member States have introduced special measures for the inclusion of women in parliament, resulting in high percentages of women parliamentarians, for example in Rwanda (61.25%), South Africa (46.35%), Senegal (41.82%), and Ethiopia (38.76%). However, for most women across the continent, entering decision-making spaces remains a challenge for a number of reasons, including lack of funds and education, targeted political violence, lack of representation, and other structural barriers. Regionally, only 24.4% of the parliamentarians are women, an increase from 14.6% in 1995. Participants of the consultation noted that this is one of the key challenges to the effective implementation of the WPS agenda in the region.

COVID-19 has aggravated the barriers women face and exacerbated their exclusion. In the context of the pandemic, women – especially those from historically marginalized groups – have been excluded from decision-making on COVID-19 crisis response and recovery. A participant from Rwanda has shared that while discussions on the COVID-19 recovery plan included women, vulnerable women – in particular women refugees living in Rwanda – have been excluded from the discussions. Participants from Cote d’Ivoire and Mali also shared that the shift to digital spaces has made meaningful participation more difficult for women, especially rural women, who often lack resources, equipment or skills to join discussion in virtual spaces. As a result, COVID-19 response and recovery plans are not gender-responsive and do not adequately address the needs and priorities of diverse women. A woman leader from Rwanda shared that the economic recovery plan adopted by the government following the first lockdown did not include any affirmative action measures, and did not address the unique economic challenges faced by women.

Additionally, COVID-19 has also exacerbated the pre-existing barriers to women’s participation in political decision-making more broadly. Participants from several countries shared that the political crises triggered by the pandemic have led to the exclusion of women. For example, in the Democratic Republic of Congo (DRC), women have lost their hard-won seats in the government as a
result of the political crisis and the reshuffles that ensued. In Cote d’Ivoire and Uganda, women activists have shared that women-led monitoring of elections and electoral violence has been made more difficult by the shift to the online spaces and the shrinking space and mounting restrictions on civil society.

**Key Message 2: Covid-19 has made it difficult to coordinate and communicate on the implementation of the NAPs with many local peacebuilders remaining uninformed on the progress of implementation.**

*COVID-19 has aggravated the barriers women face and exacerbated their exclusion. In the context of the pandemic, women – especially those from historically marginalized groups – have been excluded from decision-making on COVID-19 crisis response and recovery.*

- Robinah Rubimbwa, CoAct 1325 Uganda

The participants agreed that, even before the pandemic, the pace of implementation of NAPs on WPS, and the involvement of local women peacebuilders in it, have been inadequate. During the pandemic, the implementation of the NAPs have been further deprioritized and local women peacebuilders are receiving little to no support to be able to meaningfully participate in it.

Nicoline Nwenushi, a woman peacebuilder from Cameroon Women’s Peace Movement (CAWOPEM) noted that although the Cameroon’s NAP expired in 2020, women peacebuilders have received no information about any plans to develop the 2nd NAP, nor communication on how they can be involved in the process. She also noted that the NAP, and the WPS agenda more broadly, has not been referred to in any of the COVID-19 response and recovery plans and policies. Verdiane Nyiramana from Rwanda noted that she and other women peacebuilders were involved in the implementation of the NAP in 2019. However, since the outbreak of the pandemic, they have received no information on NAP implementation progress or ways to remain involved.

Participants emphasized that Localization of WPS is a key strategy to ensure effective implementation of the agenda, as it builds ownership and involves taking collaborative action that affect local communities directly. This is particularly critical in the aftermath of the COVID-19 pandemic. Robinah Rubimbwa from the Coalition for Action 1325 (CoAct), Uganda noted that working with local women peacebuilders has been an effective tool for ensuring greater coordination of the WPS agenda implementation during the pandemic. Local women have limited access to digital platforms, and as such have come up with alternative means of communication. She noted that the collaboration between local women peacebuilders and local governments during the pandemic contributed to the development of local action plans on WPS in different districts in Uganda including Kitgum, Kasese, Kamberam and Amuria, as well as to more conflict-sensitive and gender-responsive COVID-19 response and recovery measures. GNWP and CoAct 1325 had pioneered the Localization of WPS strategy in Uganda, with support from Austrian
Development Cooperation. Localization is currently being replicated and sustained across the country with support from GNWP, Austrian Development Cooperation and UN Women.

Participants agreed that by reinforcing coordination between key actors and gender and conflict-sensitive analysis of the local context, Localization of the WPS agenda can support stakeholders to predict crisis and disasters in local communities, build a sense of ownership of national and global laws, and help ensure that adequate resources are allocated for implementation of the WPS agenda.

**Key Message 3:** COVID-19 has reduced funding for the WPS agenda, as many donors have reallocated funds to address the health crisis. Women’s rights movements and organizations, particularly those working on WPS and gender equality, are underfunded. This, in turn, hinders the implementation of the NAPs at the national and local level.

*"We need to challenge our governments that NAPs are critical, and they cannot be implemented without resources."

– Hon. Betty Ogwaro, Member of Parliament South Sudan and GNWP Board Member

During the consultation, participants identified inadequate resources as a critical challenge to the WPS agenda implementation. Local women-led peacebuilding organizations, in particular, have limited access to funding to support their work to advance the implementation of the WPS agenda, including the NAPs. A participant from Mozambique noted that even when funds for the implementation of the WPS agenda are available, they go to larger, national and capital-based organizations, with no funds available for local and grassroots women.

The funding landscape has been further affected by the onset of the COVID-19 pandemic. Many women-led organizations had to readjust their budgets to accommodate the emerging needs and support humanitarian action in their local communities. Donors have also reallocated their resources towards the immediate health responses to the crisis. This poses a challenge to the implementation of the WPS agenda, and to women-led peacebuilding work more broadly.

The participants urged governments not to deprioritize the implementation of WPS agenda implementation during the COVID-19 pandemic, and to ensure that government funding is allocated for it, to ensure sustainability. Lindora Diawara from the Business for Peace Community Development Foundation in Liberia noted that national funds need to be allocated to NAP implementation as part of a long-term strategy with local ownership at its core. She also emphasized the need for donors to provide core funding to women-led organizations. Currently, women’s work on peace and security is generally project-based, and in many countries across the region, there is little done to hold governments accountable.

The participants also noted that in the aftermath of the COVID-19 pandemic, NAPs and other efforts aimed at WPS implementation must be holistic and...
informed by local needs and priorities. In this context, the participants discussed and validated the five global goals of the UN Secretary General’s 2020 Report on WPS to the Security Council\textsuperscript{12}, namely:

1. Women’s equal and meaningful participation;
2. Women’s human rights at the forefront;
3. Investment in social infrastructure and services;
4. Gender data revolution;
5. Increased Official Development Aid (ODA) by 5 times for women's organizations.

The participants agreed that the five goals are critical and relevant in the context of Africa. They stressed in particular the need to reduce military spending, and shift the funding towards investing in social infrastructure and services, and the implementation of the WPS agenda. Quiterra Guirrengane from the Network of Young Women Leaders (Rede de Mulheres Jovens Lideres) in Mozambique highlighted the need for women and youth-led organizations to collaborate on advocacy campaigns to reduce military budgets and fund peacebuilding work. As an example, she suggested a campaign to ensure that for each gun sold in the region, the gun manufacturers should dedicate 10\% of its cost to fund a violence prevention campaign.

Please see Annex 1 for the list of specific recommendations for the implementation of the UN Secretary General’s global goals in Africa identified by the participants.

**Key Message 4:** The Covid-19 pandemic has highlighted the digital divide in local communities. Women and girls who do not have access to broadband internet are excluded from important discussions and training on WPS and other critical issues. This adversely impacts the implementation of the NAPs and the WPS agenda broadly.

“It is very difficult to reach out to the wider group of women and government officials who should be part of the development of the NAP. The weak infrastructure makes it difficult for South Sudanese women and stakeholders to participate in important discussions such as the NAP!”

- Suzy Nyuon Sebit, Regional Focal Point, East Africa, GNWP

Around the world, women are 23\% less likely than men to use mobile internet than men.\textsuperscript{13} In Africa, this gender gap is even wider – with women 41\% less likely than men to use mobile internet. The COVID-19 pandemic has increased reliance on digital services and online communication, which has exacerbated the negative impacts of the gendered digital gap. Participants shared that because women and girls have less access to digital platforms, they risk missing out on necessary or life-saving information – for example about pandemic prevention measures, services available to gender-based violence survivors, and advocacy


opportunities. Thus, the lack of access to the internet, in particular in rural areas, exacerbates existing gender inequalities.

In Uganda, the high cost of the internet – aggravated by the so-called “social media tax” – makes online platforms inaccessible to poor populations. Women’s access to digital technologies is limited by cultural norms, lack of access to necessary equipment (including smartphones and computers), and high rates of illiteracy. In Mali, a participant shared that advocacy work of many women-led organizations has been halted by the shift to digital spaces.

As the world transitions to a more digital era, girls and women continue to be excluded from opportunities in education, peacebuilding and networking. Because girls cannot access the internet, they are left out of learning opportunities and are made to take up additional house chores or are left vulnerable to sexual harassment and abuse at home. Local women peacebuilders cannot participate in meetings, training and events related to the WPS agenda, peacebuilding and COVID-19 response, and recovery because of limited access to smartphones, the internet, and information communication channels. Participants from across the African continent reiterated this challenge. Therefore, NAP implementation needs to increase local girls and women peacebuilders’ access to information and communication technologies.

**Recommendations**

Below is a detailed summary of the recommendations from the regional consultation:

**Recommendation 1. Ensure meaningful participation of women and young women in decision-making, including peace processes, political decision-making, and COVID-19 response and recovery planning.**

1. Governments must ensure equal and meaningful women’s participation in COVID-19 task forces and responses to ensure they are gender-responsive and include women’s needs in the recovery plans;

2. Governments must strengthen protection mechanisms for women peacebuilders and activists, and create accessible and safe spaces for regular engagement with diverse women in developing policies and guidelines, including those related to COVID-19;

3. Local governments should support and encourage women’s participation in local councils, COVID-19 task forces, and local conflict resolution mechanisms, and adopt special measures to facilitate such participation;

4. Governments, international development partners and civil society must invest in building the capacities of local women to be able to meaningfully engage in the implementation of NAPs, including through the Localization of WPS strategy;

5. Governments and civil society should systematically document and collect sex- and age-disaggregated data on the implementation of the WPS agenda and NAPs, including through adapting the African Union Continental Monitoring Framework to country-specific contexts;

6. National governments should collect sex- and age-disaggregated data on the challenges experienced by girls and women as a result of COVID-19 to effectively address their specific needs;
7. Governments need to address corruption in the management of COVID-19 funds and ensure that there are robust accountability systems to monitor how funds for COVID-19 response and recovery are being spent, with strong participation of women and civil society;

8. Governments, international partners and civil society should step up efforts to address cultural barriers to women’s meaningful participation, including by engaging with boys and men as allies to advance gender equality and challenge harmful gender norms;

9. Governments should foster regional partnerships and collaborations through the development of regional action plans for implementation of the WPS agenda.

Recommendation 2. Commit to Localization of WPS as a key strategy for the implementation of the WPS agenda and NAPs and other national and local laws and policies, including those related to COVID-19 response and recovery.

1. Governments, civil society and international and regional development partners should commit to disseminating and supporting the implementation of the WPS agenda at the local level – including through translating WPS resolutions and NAPs to local languages, if needed, and conducting awareness-raising and capacity-building for local authorities, traditional and religious leaders, grassroots organizations, local women and youth, and other key actors;

2. Governments and international and regional development partners should invest in the Localization of WPS, as a long-term strategy to adapt NAP commitments to local realities and local needs, including through the adoption of Local Action Plans or the integration of WPS provisions into existing Local Development Plans;

3. Local governments and civil society, in partnership with media organization, should create media and communications plan to support the implementation of the WPS resolutions, that includes collaboration with local media organizations and local journalists to raise awareness of WPS at the local level;

4. Local governments should ensure that their Local Action Plans are properly costed and allocate adequate budget for NAP implementation at the local level;

5. Local civil society actors should develop and strengthen partnerships with governments, with private sector, academia and other actors, to ensure implementation of the NAP at the local level;

6. Local governments should establish steering committees for WPS implementation at the local level, to ensure effective coordination and collaboration with civil society and other key stakeholders, and to regularly track progress in implementation.
Recommendation 3. Increase funding for the implementation of the WPS agenda, including dedicated financing for the NAPs and Local Action Plans, and flexible funding for women-led peacebuilding.

1. Governments must increase their support of NAPs on WPS allocating dedicated national budget for their implementation;

2. Governments and civil society should work together to explore innovative ways to mobilize resources for the implementation of the WPS agenda, including through creation of pooled funding mechanisms and engagement with the private sector, and embedding WPS resolutions in existing local peace and security structures and initiatives to increase opportunities for resource allocation;

3. Governments and civil society should promote an understanding of WPS as a critical framework to address COVID-19 impacts, in particular under its Protection and Relief and Recovery pillars, and integrate COVID-19 impacts, including the increased rates of gender-based violence, into NAPs on WPS;

4. Governments should include resources for economic empowerment of women, especially those who have incurred capital loss through COVID-19 lockdowns and restricted inter-regional, sub-regional movements/curfews, as part of their pandemic response, to reduce their vulnerabilities to violence.

Recommendation 4. Address the gendered digital gap and provide support for women, in particular rural women, refugee and internally displaced women, and women living in remote areas, to access technology, in order to be able to participate in discussions and processes related to NAP development, implementation and monitoring.

1. Governments should partner with information and communication technology (ICT) companies to provide technological infrastructure and services to girls and women to ensure they can continue their peacebuilding activities online during the pandemic;

2. Civil society should advocate for women's improved access to communication channels, particularly in the area of digital technology;

3. Governments and civil society should partner with private sector actors to strengthen the capacities of women peacebuilders to safely and effectively use different communication tools, particularly social media, to advance their work and advocacy;

4. Governments and civil society should increase their engagement with media actors, including traditional, community and social media, in the implementation of the WPS agenda in Africa;

5. Civil society organizations should collaborate with media actors to support women’s access to digital technologies, and develop and disseminate easily accessible materials aimed at combating misinformation on COVID-19 prevention and control measures;

6. Governments and international development partners should invest in the establishment, strengthening and maintenance of community radio stations, as a key source of information in local communities.
Annex 1 – Concrete Recommendations for the implementation of the UN Secretary-General’s Global Goals in each sub-region

Below is the summary of the Global Goals of the UN Secretary General that have been identified as priorities by women peacebuilders in each sub-region, as well as the concrete steps identified to effectively implement them.

East Africa

1. Women’s equal and meaningful participation
   ▶ Allocate adequate resources to support women seeking political leadership positions. Provide financing for women’s bids for electoral position in order to increase representation and foster inclusive governance.
   ▶ Adopt affirmative action measures to increase the number of women in elections and leadership roles. This can be done through adopting a quota system in political parties and government nominations.
   ▶ Enhance visibility of the work and leadership of women on matters of peacebuilding, crisis management and pandemic response, to address negative stereotypes and cultural barriers to women’s participation.
   ▶ Establish, strengthen and sustain capacity building and mentorship programs for women political candidates and leaders.
   ▶ Undertake awareness-raising initiatives at the grassroots level on the importance of women’s political participation and leadership. Collaborate with male gender equality allies, including traditional and local leaders in implementing these initiatives.
   ▶ Establish and strengthen mechanisms for protection of women leaders to ensure an enabling environment for women to participate in politics.
   ▶ Gender data revolution
   ▶ Collect data on women peacebuilders and women’s rights organizations working at local and national levels with the aim of increasing the visibility and amplifying their work.
   ▶ Conduct a gender audit in the public and private sector within the sub-region to understand the situation of women’s rights and further use these findings to advocate for women’s rights.

West Africa

1. Women's equal and meaningful participation
   ▶ Advocate for gender parity law (50-50) to be adopted in countries across the sub-region, and request parliament hearings to advocate for gender parity.
   ▶ Adopt affirmative action measures within political parties and the National Electoral Commissions to ensure that women make up at least 30% of candidates in all elections.
   ▶ Establish gender-responsive political and social accountability mechanisms to hold political leadership accountable for their efforts to advance gender equality.
2. Women’s human rights at the forefront
   ▶ Establish and strengthen mechanisms for the protection of women human rights defenders at the local and national level.

2. Investment in social infrastructure and services
   ▶ Train and support women and women’s organizations to monitor the efficiency of social services and hold political leaders accountable.

3. Gender data revolution
   ▶ Establish civil society monitoring observatories to ensure greater accountability for the implementation of the Women, Peace and Security agenda.
   ▶ Train researchers, particularly women, on gender-responsive methodologies.

4. Increased Official Development Aid by 5 times for women’s organizations
   ▶ Increase investment in the Ministries responsible for gender equality and the implementation of the WPS agenda. Invite the Minister of Finance for a hearing on the allocation of budget towards the Ministry of Gender & Women.

Central Africa

1. Women’s equal and meaningful participation
   ▶ Adopt, finance and disseminate NAPs and Local Action Plans on WPS as a key strategy for advancing women’s participation.
   ▶ Provide awareness-raising and capacity-building for women at the local level to act as key implementers of the WPS agenda.
   ▶ Include women in local peace committees and other local governance and conflict resolution structures.
   ▶ Advocate for the inclusion of women in electoral party lists.
   ▶ Include women in decision-making about finance, labor market, trade and economic recovery, including in so-called “commissions du travail”.

2. Women’s human rights at the forefront
   ▶ Establish and support early warning and early response mechanisms dedicated to addressing the threats and risks faced by women.

3. Gender data revolution
   ▶ Build the capacity of women organizations to use monitoring tools such as the Civil Society 1325 scorecard and support their use to hold national and local leadership accountable on the implementation of the WPS agenda.

4. Increased Official Development Aid by 5 times for women’s organizations
   ▶ Strengthen partnerships between local, national and international organizations and form consortia to increase access to more funding opportunities for women peacebuilders.
Southern Africa

1. Women’s equal and meaningful participation
   ▶ Establish WPS training centers to increase awareness and disseminate information on women’s rights.
   ▶ Support the implementation of the Localization of WPS resolutions as a key strategy to advance women’s meaningful participation in peace processes and local governance.
   ▶ Invest in civil society-driven research institutions on WPS to hold governments accountable to their commitments on women’s meaningful participation.
   ▶ Support and invest in intergenerational, interfaith, inter-community dialogues led by women peacebuilders.

2. Increased Official Development Aid by 5 times for women’s organizations
   ▶ Form a regional coalition to monitor military spending and advocate for cuts in the military budgets and instead invest in peacebuilding initiatives.