



# National Action Plan

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## UNOFFICIAL TRANSLATION

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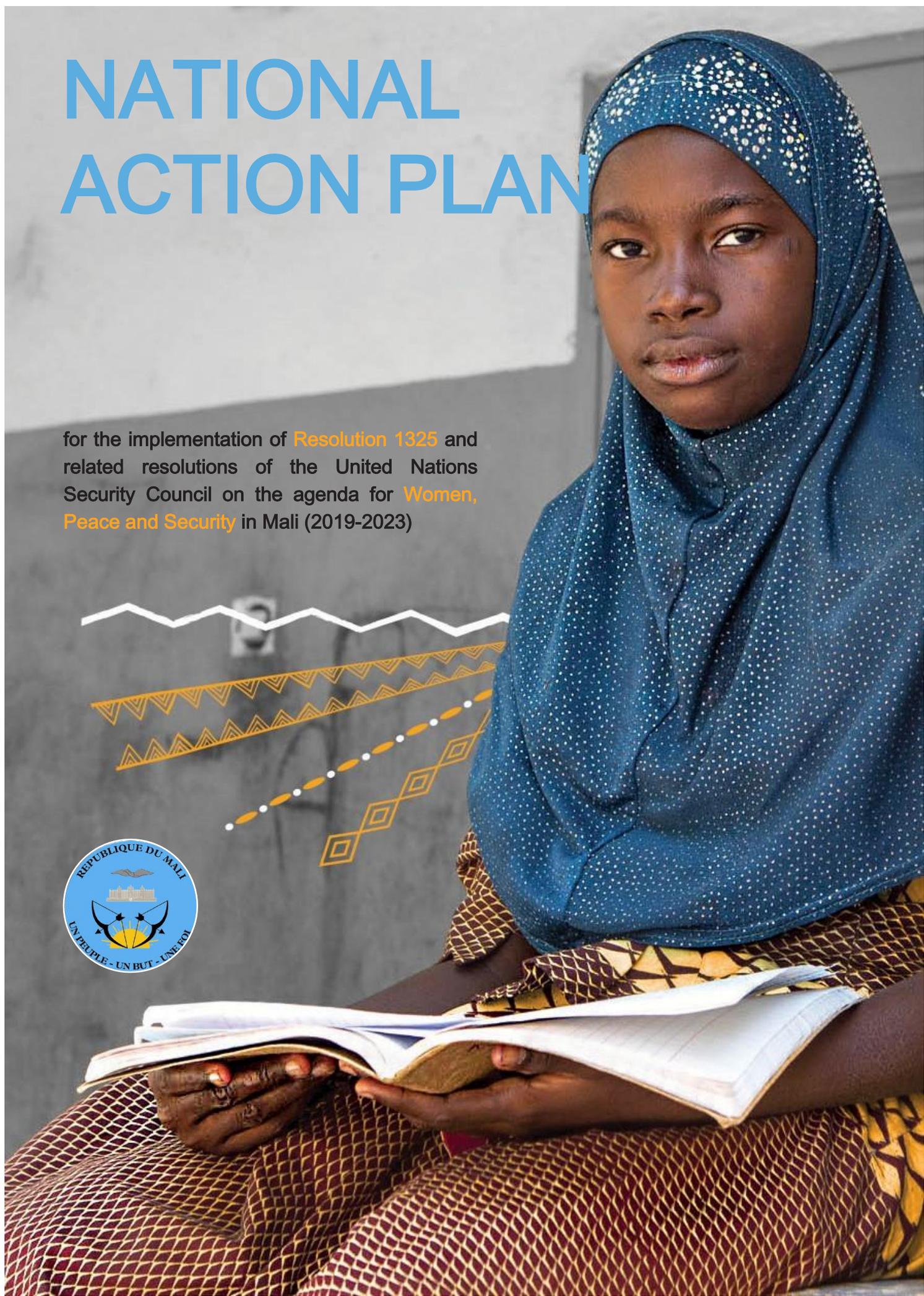
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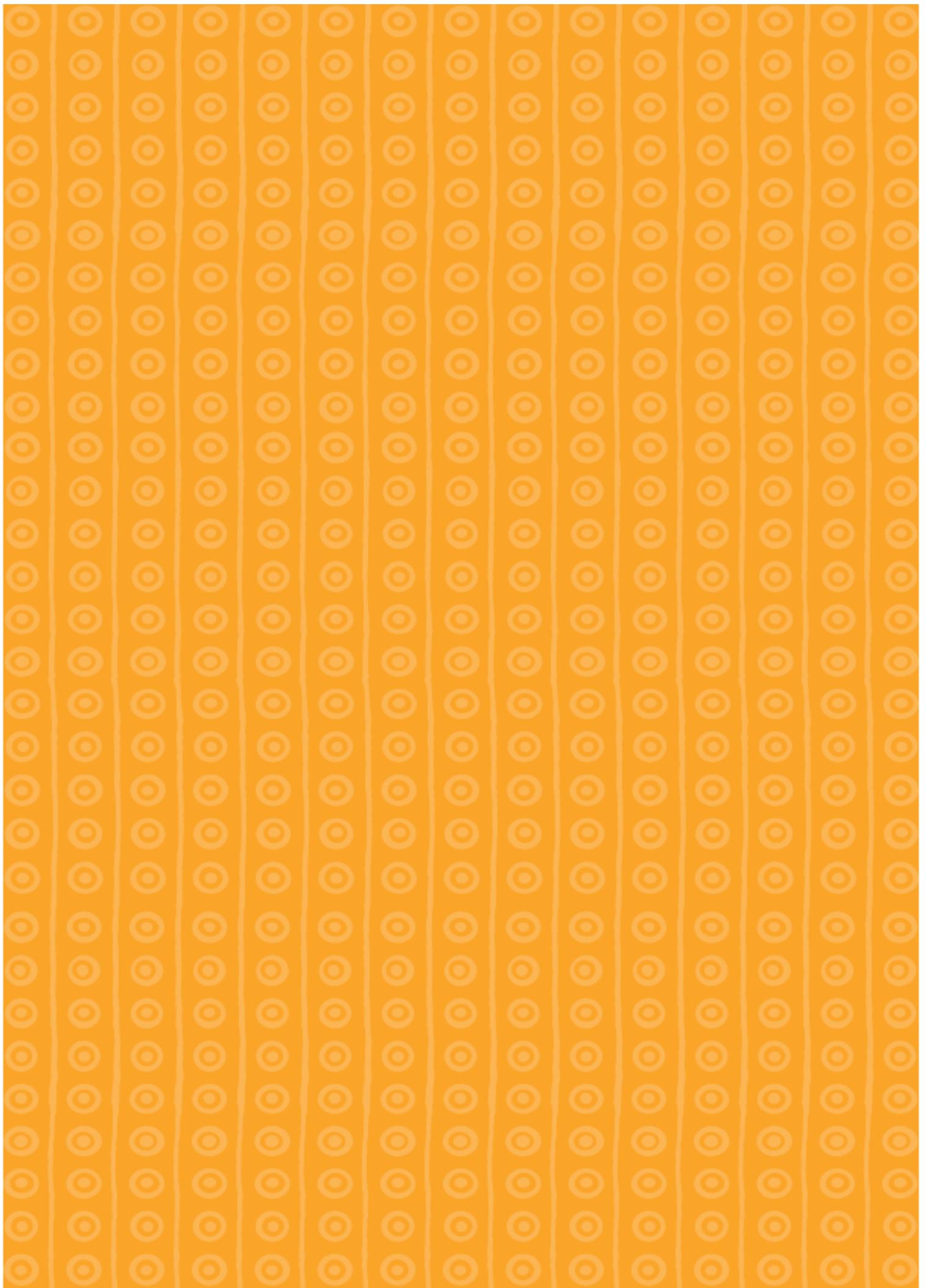
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# NATIONAL ACTION PLAN

for the implementation of **Resolution 1325** and related resolutions of the United Nations Security Council on the agenda for **Women, Peace and Security** in Mali (2019-2023)





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# LIST OF ACRONYMS

<b>CEDAW</b>	Convention on the Elimination of All Forms of Discrimination Against Women
<b>IC</b>	Integration Committee
<b>CNDDR</b>	National Disarmament, Demobilization and Reintegration Commission
<b>CNRSS</b>	National Council for Security Sector Reform
<b>NMC</b>	National Monitoring Committee for National Action Plan 1325
<b>CSA</b>	Monitoring Committee
<b>UNSC</b>	United Nations Security Council
<b>TJRC</b>	Truth, Justice and Reconciliation Commission
<b>WPS</b>	Women, Peace and Security
<b>MINUSMA</b>	United Nations Multidimensional Integrated Stabilization Mission in Mali
<b>MISAHEL</b>	Africa Union High Representative for Mali and the Sahel
<b>MPFEF</b>	Ministry for the Advancement of Women, Children and Families
<b>SDG</b>	Sustainable Development Goals
<b>UN</b>	United Nations
<b>UN Women</b>	United Nations Entity for Gender Equality and the Empowerment of Women
<b>CSO</b>	Civil Society Organizations
<b>NAP 1325</b>	National Action Plan for the implementation of Resolution 1325 of the United Nations Security Council and the related resolutions
<b>NGP</b>	National Gender Policy
<b>Maputo Protocol</b>	Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa
<b>TFP</b>	Technical and Financial Partners
<b>R1325</b>	Resolution 1325 of the United Nations Security Council
<b>UNS</b>	United Nations System
<b>TMU</b>	Technical Management Unit for NAP 1325
<b>GBV</b>	Gender-Based Violence



RECONSTRUCTION

# PREFACE

The Resolution was adopted by the United Nations Security Council on 31 October 2000 and is an innovative international norm which calls for the full and equal participation of women in all initiatives concerning peace and security. The country has experienced an unprecedented socio-security crisis that has affected the entire population. Women and children have been the most affected and have been impacted by all manners of violence. The development of the NAP reflects the government's commitment through the Ministry for the Advancement of Women, Children and Families to involve all stakeholders in order to align different visions and better coordinate the NAP implementation. Furthermore, this document acts as a reference tool for the consideration of specific rights and needs of women and girls in all peace, mediation and national reconciliation processes. Mali is pleased to be able to benefit from the NAP 1325 coordination and monitoring mechanism with the support of UN Women. This mechanism has sped up the development of NAP 1325. NAP R1325 is aligned with national priorities, in particular the Agreement for Peace and Reconciliation in Mali resulting from the Algiers Process. It was defined based on the lessons learned from the two previous NAPs and taking into consideration the new scourges of violent extremism, radicalization and the issue of displaced populations.

Resolution 1325 (2000) has been strengthened by the adoption of seven other resolutions of the United Nations Security Council on Women, Peace and Security. Three of them deal with sexual violence during armed conflicts as a tactic of war: Resolutions 1820 (2008), 1888 (2009) and 1960 (2010).

- Resolution 1889 (2009) specifically addresses gender equality and the empowerment of women in the context of post-conflict peacebuilding and long-term conflict prevention and advocates the establishment of indicators for monitoring the implementation of resolution 1325.
- Resolution 2106 (2013) strengthens efforts to end

impunity for sexual violence that affects not only large numbers of women and girls, but men and boys also.

- Resolution 2122 (2013) defines stronger measures to enable women to participate in conflict resolution and peacebuilding. It calls for increased engagement of all women's civil society groups, and urges member states to establish specialized financing mechanisms to support capacity-building among women's organizations in the context of conflict.
- Resolution 2242 (2015) remains focused on women's participation, particularly when it comes to preventing and mediating conflicts. It addresses obstacles that continue to hamper the implementation (including financial and institutional reforms), highlights the increased integration programs focused on of WPS and the fight against terrorism and violent extremism, and affirms the importance of boys and men as partners.

Promoting gender equality and the involvement of women in peacebuilding and post-conflict reconstruction through the implementation of the National Action Plan for Resolution 1325 is key in building a peaceful society where the rights of women and men are recognized and respected.

This plan is a unique opportunity for Mali to operationalize the international resolutions to which it fully adheres and respond to national government priorities. The Government of Mali is committed to implementing the National Action Plan for Resolution 1325 and to reporting periodically at a national, regional and international level on the progress of the Women, Peace and Security agenda.

**Prime Minister, Head of Government, Minister of Economy and Finances**  
**Doctor Boubou Cissé**

# ACKNOWLEDGEMENTS

Our country is gradually recovering from the multidimensional crisis of 2012 which significantly impacted the course of the country's political, institutional, economic and social development. To respond to the challenges arising from the crisis, the Ministry for the Advancement of Women, Children and Families has devised National Action Plan 1325, a strategic framework for Women, Peace and Security for all stakeholders.

NAP 1325 is in line with the department's various policies, which are made up of national and international instruments cited in the Legal and Political Framework.

I would like to take this opportunity to thank all technical and financial partners for their support in the developing this NAP 2019-2023 and for their invaluable support to our country in the implementation of actions proposed.

I would like to thank UN Women, MINUSMA, the Embassy of Sweden and Denmark and the Folke Bernadotte Academy whose long-standing strategic

partnerships and technical and financial support have contributed significantly to the development of this national strategic document on Women, Peace and Security for our country.

It is a pleasure for me to thank and congratulate the entire Technical Management Unit team and all the national technical facilities that worked on the preparation and adoption of this reference document.

We are also grateful to everyone who contributed to the development of this document: members of the National Monitoring Committee for NAP 1325, Civil Society Organizations, the projects and programs, national and international NGOs, the United Nations System, the Africa Union High Representative for Mali and the Sahel; EUCAP Sahel, the international consultant, resource persons, and technical and financial partners for their precious expertise and knowledge.

**Ministry for the Advancement of Women, Children and Families**

**Doctor Diakité Aïssata Kassa Traoré**

# SUMMARY

Resolution 1325 and subsequent United Nations Security Council resolutions on the Women, Peace and Security (WPS) agenda recognize the importance women's contribution to the prevention of armed conflict, to peacebuilding processes and to post-crisis reconstruction. Their aim is to value the inclusion of women and to take into account their contributions to peacebuilding and reconciliation efforts. The resolutions also call for the full protection of women and girls who are specifically impacted by sexual and gender-based violence during conflict situations. The reason for this is that peacekeeping seems to be fairer, more inclusive and therefore more long-lasting when women are included in peace processes. Therefore, there is a greater level of safety for everyone when women are involved and Countries are more stable when women are involved in post-conflict governance. In short, societies are much more peaceful when there is gender equality.

Mali's Action Plan for 2019-2023 is the Government of Mali's response to the United Nations Security Council resolutions on the Women, Peace and Security agenda. This third plan includes national priorities, lessons learned from the old plan and best practices from other countries. It includes emerging issues such as the impact of radicalization and violent extremism against women and girls, the situation concerning displaced women and girls, the role of men in advancing gender equality and women's resilience to climate change. NAP 1325 is aligned with the provisions of the eight UN Security Council resolutions and worldwide indicators. It also contributes to keeping international commitments as well as commitments in West Africa and the Sahel.

The action plan development process was led in an inclusive and participatory manner by the Ministry for the Advancement of Women, Children and Families (MPFEF) with the involvement of various stakeholders from the public and community institutions, civil society, media and technical and financial partners.

The overall aim of the Mali National Action Plan is to promote women's participation in peacebuilding and reconciliation processes and in post-conflict governance. The first objective relates to women's participation in peacebuilding and reconciliation

processes, and in decision-making positions at all levels of governance. The second objective addresses the prevention of conflict-related sexual and gender-based violence (SGBV) and women's involvement in the prevention of conflict and other threats to human security. The third objective deals with human rights in relation to women and girls throughout all phases of conflicts as well as during times of peace. It also focuses on security in relation to women and girls. Finally, the fourth objective calls for the specific needs and strategic interests of women and girls to be considered, and focuses on protecting their human security in crisis and reconstruction situations.

The strategic framework sets out the upcoming aims, results and opportunities for the next five years. It includes an operational plan comprising priority actions as well as the stakeholders and each of their responsibilities. The document is subject to change and will be updated yearly and as required. All stakeholders will be able to use the two frameworks to adapt to local circumstances and environmental changes, while maintaining a program approach that is based on long-term goals. The operational plan actions have been developed in conjunction with all the relevant sectors and a substantial national budget has been drawn up for the implementation of such actions. The national budget is supplemented by a mutual fund to finance other stakeholders, such as civil society, in the implementation process.

NAP 1325 is a commitment by the Government of Mali. It will be implemented in collaboration with national and international partners. The National Monitoring Committee for National Action Plan 1325 is the primary responsible party for the implementation process. It acts under the direction of the MPFEF alongside representatives from the fifteen ministries, the National Assembly, government programs, implementation mechanisms the Agreement for Peace and Reconciliation, Civil Society Organizations (CSO), the United Nations System (UNS) and technical and financial partners (TFP).

# INTRODUCTION

The United Nations Security Council (UNSC) unanimously adopted Resolution 1325<sup>1</sup> on Women, Peace and Security on October 31, 2000. Resolution 1325 urges member states to take into account the specific security needs of women who find themselves in conflict and post-conflict situations. It recognizes that women and men are affected differently by war; and that women play an important role in conflict prevention and resolution, peacebuilding, post-conflict reconstruction and decision-making in relation to peace and security.

The National Action Plan for the implementation of Resolution 1325 is a reference framework which includes fundamental rights, specific needs and strategic interests of women and girls. It also focuses on the inclusion of a gender perspective in peacebuilding and security processes. It reflects the Government of Mali's commitment to gender equality, the effective participation of women at all levels of conflict resolution, and the search for peace throughout the country.

The National Action Plan is aligned with national priorities, particularly the Agreement for Peace and Reconciliation in Mali resulting from the Algiers Process, the Government's national strategies and policies in relation to the violent extremism prevention, transitional justice, security sector reform, disarmament, demobilization and reintegration of ex-combatants, combating the proliferation of small arms and light weapons, gender, gender-based violence, economic recovery and sustainable development.

The plan contributes to keeping the commitments made under the G5 Sahel, ECOWAS, the African Union and the Sustainable Development Goals.

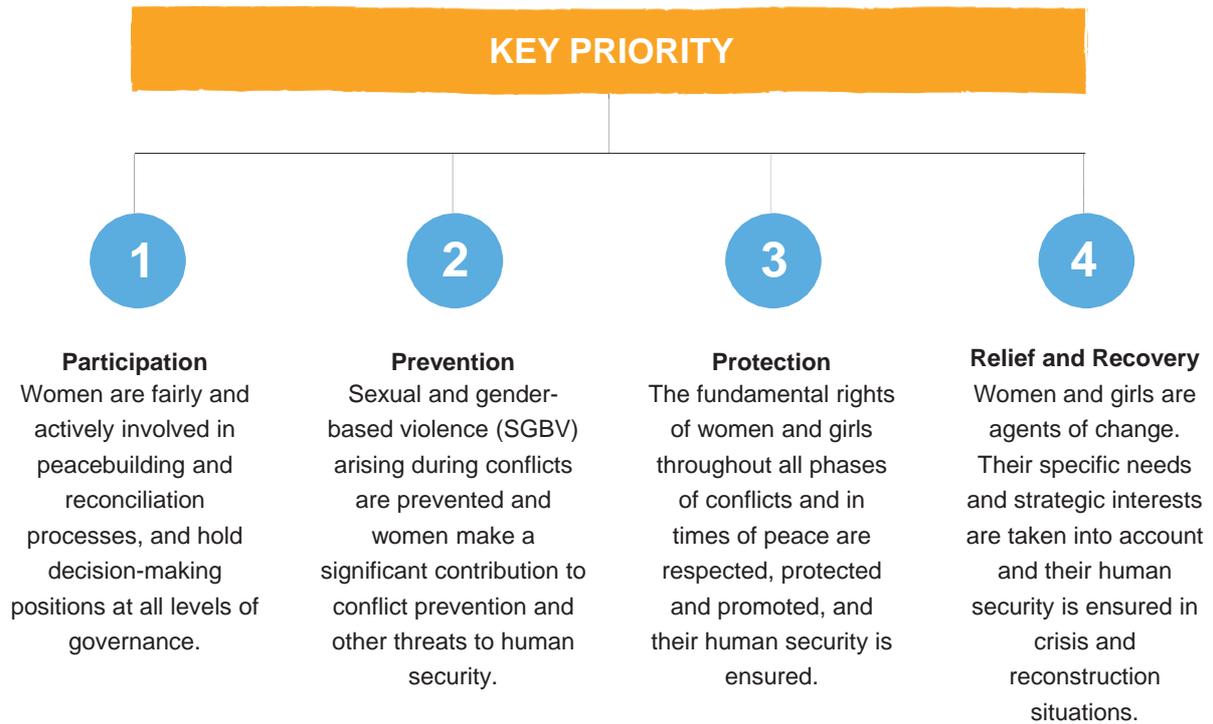
In accordance with the principles of inclusiveness and diversity in the Agreement for Peace and Reconciliation resulting from the Algiers process, the NAP adheres to a philosophy which focuses on involving all stakeholders in order to align visions and better coordinate the implementation of the plan. The end goal is to bring about lasting changes when it comes to Women, Peace and Security. NAP 1325 will incorporate the idea of gender into legislative, institutional and structural reforms. Overall, it aims at *"women's participation in peacebuilding and reconciliation processes and in post-conflict governance"*.

**"We shall ensure the full and effective participation and representation of women in peace process including the prevention, resolution, management of conflicts and post-conflict reconstruction in Africa as stipulated in UN Resolution 1325 (2000)"**

Solemn Declaration on Gender Equality in Africa by the African Union, July 2004

<sup>1</sup> The Security Council adopted seven other human rights resolutions {S/RES/1820 (2009); S/RES/1888 (2009); S/RES/1889 (2010); S/RES/1960 (2011); S/RES/2106 (2013); S/RES/2122 (2013); and S/RES/2242 (2015) which deepen and broaden this commitment. The content of these eight resolutions on the "Women, Peace and Security Agenda" is often defined according to four key pillars: prevention, participation, protection, and relief and recovery.

the NAP is constructed around four key priorities concerning resolution 1325:



# NAP 2015-2017

## SITUATIONAL ANALYSIS

In 2012, Mali launched its first National Action Plan for the implementation of Resolution 1325 for the period 2012-2014. This was followed by a second plan (2015-2017) which was extended until the end of 2018 to allow for situational analysis, knowledge sharing and the development of the third generation NAP (2019-2023).

From November 2017 to April 2018, the NAP 1325 Technical Management Unit responsible for the coordination, monitoring and management of the NAP 1325, under the direction of the Ministry for the Advancement of Women, Children and Families, conducted a performance review to assess progress and analyze the strengths and weaknesses of the second NAP in order to contextualize and contribute to the design of the new National Action Plan. There were interviews with various stakeholders such as civil society organizations, the United Nations System, sectoral departments, projects and programs, and technical and financial partners. The literature was also reviewed. The analysis covered the main achievements; strengths and weaknesses; international, regional and national instrument alignment; good practices and lessons learned from other countries, as well as recommendations.

In terms of strengths, the NAP 1325 (2015-2017) development process was inclusive and had significant contribution from civil society organizations. The content covers the four pillars of Resolution 1325, and supplements the Agreement for Peace and Reconciliation in Mali resulting from the Algiers Process.

The coordination structure, which has been in place and operating since November 2017, involves several stakeholders (sectoral departments, women's civil society organizations, the United Nations System, implementing bodies for the Agreement for Peace and

Reconciliation resulting from the Algiers Process, the National Assembly, subregional institutions, the media and all other key stakeholders. Mali has successfully carried out around 50% of the actions set out in the NAP. In addition, important actions that had not been previously considered were carried out, such as the participation of more than 30% of women in the Conference of National Understanding.

Despite this progress, there are still a number of challenges, including the following: (i) ownership NAP 1325 by all the responsible sectoral departments, (ii) taking into account emerging issues in the context analysis such as violent extremism and displaced populations, (iii) defining change indicators that are aligned with national and global indicators, (iv) top-down decentralization of NAP 1325 commitments.

### Progress made<sup>2</sup>

The following progress has been made during the implementation of NAP 2015-2017:

- Mainstreaming gender through an implementation mechanism for the Agreement for Peace and Reconciliation in Mali, particularly through the Truth, Justice and Reconciliation Commission (TJRC), who made it possible to obtain the majority of the evidence gathered from women.
- Act 2015-052 of December 18, 2015, instituting measures to promote gender equality in access to nominated and elected positions, by providing for a minimum 30% quota for the representation of each gender in appointments and lists of candidates for nominated and elected positions.
- The representation of women increased by 9% in the 2016 municipal elections and women now hold some 26% of the decision-making positions at a local level.

2 More information in Appendix 2.

- 2018 saw the development of a draft bill against gender-based violence and a national strategy to end gender-based violence.
- The National Police Force drew up a three-year National Action Plan (2018-2020) to combat gender-based violence.
- Holistic treatment centers for GBV survivors were built and equipped. One example of this is "DJIGUIYA", a one-stop shop within the Bamako National Police Force.
- Programs have been implemented that are aimed at strengthening the economic resilience of women affected by the conflict. For example, 20,490 women were able to develop income-generating activities as part of a project supported by the UNDP.
- Women's initiatives have been launched for peace and reconciliation at a community level (peace huts, community and inter-community dialogue, etc.).



# WOMEN, PEACE AND SECURITY BACKGROUND

Located in the Sahel/Sahara strip, Mali has a population of around 19.4 million inhabitants, of which 49.8% are women<sup>3</sup>, 49.9% are young people under the age of 15, and the majority of whom live in rural areas.<sup>4</sup> It has one of the highest poverty and gender inequality rates in the world<sup>5</sup> Gender inequality affects all sectors: education, health, participating in politics, access to resources (financial, natural), or in terms of economic empowerment. Mali is a secular State with a predominantly Muslim population. Mali's society is based on traditional and cultural values, with religious and traditional leaders playing an important role. Malian Family Code dictates that the man is the "head of the household" and the family's income is traditionally his primary responsibility.

9.5% of the National Assembly is represented by women.<sup>6</sup> 50% of girls are married before the age of 18 and more than 9 out of 10 married girls aged 15 to 19 are illiterate.<sup>7</sup> Mali has the third highest fertility rate in the world, with more than six children per woman.<sup>8</sup> Sub-Saharan Africa is also known for having some of the highest infant, child and maternal mortality rates. It is estimated that approximately 4 in 10 women have experienced physical violence, and between 83% and 91% of survivors have no access to protection services or legal assistance.<sup>9</sup> 91% of women and girls in Mali have also undergone female genital mutilation.<sup>10</sup> The legislative framework does not have any specific laws regarding violence against women, including violence in conflict situations. This type of environment perpetuates a culture of silence, tolerance and impunity when it comes to gender-based violence.<sup>11</sup>

The 2012 political and security crisis, along with the volatility and instability in the Northern Mali, led to a virtual collapse of the public administration in certain areas: school closures, limited access to health care, disruption in the production and transportation of food, increasing levels of extreme poverty and population displacement. Women in particular were affected by many forms of violence during the conflict such as abduction, individual and gang rape, forced and/or early marriage among children, and women and girls who were subjected to sexual slavery.<sup>12</sup>

This insecurity was initially focused in the northern regions, but has since spread to the center of the country. Here, the main security threats come from the merging of several jihadist groups, who were responsible for multiple attacks against the civilian population, civilian actors and the Malian and international defense and security forces, as well as recurrent inter-community clashes. There is also a strong presence of conflicts over access to natural resources, which are further exacerbated by climate change. In the face of these numerous vulnerabilities, young Malians are increasingly resorting to violent extremism. Drug, arms and human trafficking, which has worsened due to the permeability of borders, are being used by various radical groups and organized crime groups as a source of income.

As it is the country of origin and transit for migrants, refugees, displaced populations and repatriated persons, the country's northbound roads have seen numerous cases human rights abuse against women and girls, including sexual assault, rape and forced prostitution.

3 National Population Directorate: 2018 Figures, Malian Government

4 National Institute of Statistics of Mali (2017): Modular and Permanent Household Survey (EMOP), Malian Government

5 <http://hdr.undp.org/en/composite/GII>

6 Inter-Parliamentary Union UN Women (2017): *Women in politics: 2017*

7 National Institute of Statistics of Mali (2014): *Mali Demographic and Health Survey V* 2012-2013, Malian Government

8 National Institute of Statistics of Mali (2018): *Mali Demographic and Health (EDSM V)* 2018, Malian Government

9 With regional disparity.

10 National Institute of Statistics of Mali (2014): *Mali Demographic and Health (EDSM V)* 2012-2013, Malian Government

11 CEDAW/C/MLI/CO/6-7

12 CEDAW/C/MLI/CO/6-7

The implementation of the Agreement for Peace and Reconciliation in Mali, resulting from the Algiers Process in June 2015, faced numerous challenges. For example, the disarmament and reintegration process for ex-combatants is still in its infancy and the population security through joint patrols is far from being a reality. However, there has been progress in the operationalization of the new Taoudenni and Menaka regions, and interim Authorities have also been established.

## Gender roles in conflict

The expectations of women and men are influenced by their respective roles and affect their ability to exacerbate or resolve violent conflict. Ethnicity, geography, social class and other factors overlap with gender identities and determine the different levels of power and influence.

According to a gender analysis of the conflict in Northern Mali, armed groups are able to fulfill the expectations related to male identity (what it means to "be a man"). Taking up arms may therefore be associated with "male behavior" and any refusal to do so may lead to humiliation and damaged honor.<sup>13</sup> War is therefore perceived to be a "man's business".<sup>14</sup>

Despite having limited formal decision-making power, women's current roles may lead them to fueling or reducing conflicts. They are able to influence their sons, brothers and husbands to be "keepers of conflict and peace". More specifically, mothers and elderly women are the ones who can encourage young men to take up arms and demand vengeance, or to promote peace. This was, and still is, a crucial factor in the rise of conflicts. A study in Gao and Timbuktu demonstrates that once the conflict starts, women have far more influence than men over the individual

decision to continue or put an end to the fight.<sup>15</sup>

In another community in the Mopti region "women do not directly attend discussions with men under the palaver tree, but they always stay close by to listen to what is said, especially by their husbands. They use sounds or gestures to express their approval or disapproval of a decision when it comes to conflict management."<sup>16</sup>

## Defining women's safety

The different roles of women and men, and therefore their diverse experiences during a conflict (as soldiers, those associated with soldiers, mobilizers, victims, peace mediators etc.), suggest that the priorities vary when it comes to building peace and security.

A study of civil society representatives in 9 out of 10 regions across the country has shown that women define security in terms of development (economic security, access to health services, etc.) more often than men. When it comes to development, priorities vary depending on whether they concern women or men. While men see the lack of infrastructure as a major economic problem, "weather conditions" like drought are more of a priority for women. Women are also more concerned with poverty and disease.<sup>17</sup>

## Empowering women

Despite the fact that women have a limited voice in the public domain, they still form associations at a local level. These organizations have all kinds of goals, ranging from economic assistance and marginalized groups to political demonstrations. Women have also formed NGOs, although this is mainly in the cities.<sup>18</sup>

13 Lackenbauer, Tham Lindell and Ingerstad (2015): *If our men won't fight, we will, A Gendered Analysis of the Armed Conflict in Northern Mali*, Totaforsvarets forskningsinstitut (FOI)

14 ACORD and UN Women (2016): *Study on Women's Participation in Conflict Management and Peace-Building* - ACORD and UN Women

15 Houinato and Traoré (2015): *Women and Girls in the conflict in Mali, A Factual Analysis and Recommendations for Sustainable Peace*, UN Women, country offices, unpublished report. The influence of women is much greater than that of men regarding the decision to continue the fight (55% versus 35%) or to leave the fight (70% versus 20%).

16 ACORD and UN Women (2016): *Study on Women's Participation in Conflict Management and Peace-Building in Mali* - ACORD and UN Women

17 Tobie (2017): *A Fresh Perspective on Security Concerns among Malian Civil Society*, SIPRI Insights on Peace and Security, SIPRI

Women's organizations played a key role in popular protests that led to the transition to democracy in the early 1990s. After the transition, there was a significant increase in the number of women's associations working to promote women's rights and empowerment. The law on promoting gender equality in nominated and elected positions, adopted in 2015, is the result of many years of advocacy work by women. In addition, women have been campaigning for the reform of the Family Code for several years. This involved proposing a law against gender-based violence which would raise the legal age of marriage to 18 and prohibit marital rape and other forms of gender-based violence.<sup>19</sup> Others fought for peace to be restored with the city of Gao being a landmark example as women and young people resisted jihadist occupation and stood up against the destruction of cultural heritage. There has been much advocacy, including marches and demonstrations for peace led by women at both a national and international level.

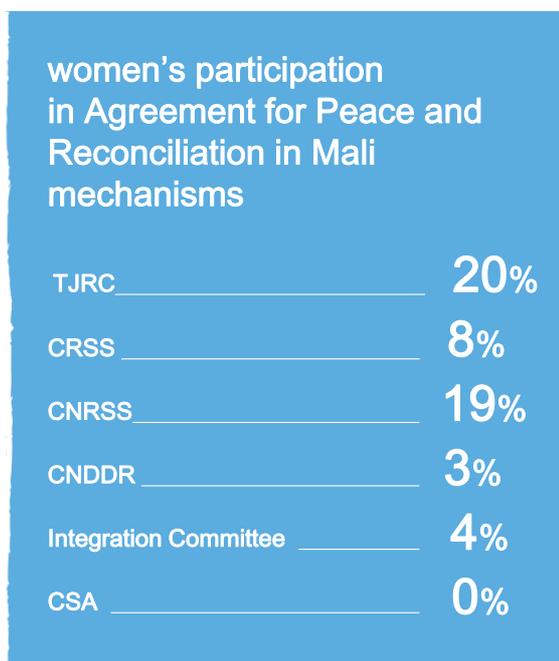
Malian women have called for greater representation in all the structures for the implementation of the agreement, particularly through the different mechanisms. The adoption of Act 2015-052 on quotas was seen as an opportunity to increase the participation of women in the peacebuilding process.<sup>21</sup>

Despite the socio-cultural challenges faced by women and their marginalization in formal processes, they continue to play important roles in the management, mediation and negotiation of conflicts at various levels. Older women are, for example, very much sought after for solutions to social problems in their roles as members of the conciliation committee of "wise men for the prevention and settlement of social and family conflicts".<sup>22</sup>

## Women's participation in peacebuilding processes

Although the representation of women in local elections, in Government and in the Conference of National Understanding has clearly improved, their presence in the bodies responsible for the implementation of the Agreement for Peace and Reconciliation in Mali resulting from the Algiers Process and within the interim authorities does however remain limited.<sup>20</sup> For example, there is only one woman on the National Disarmament, Demobilization and Reintegration Commission (CNDDR) and there are no woman in the Integration Commission or on the Monitoring Committee (CSA). In December 2018, the number of women represented in the implementing and monitoring bodies for the Agreement for Peace and Reconciliation in Mali reached only 3%.

Since the signing of the Agreement for Peace and Reconciliation resulting from the Algiers Process,



18 Lackenbauer, Tham Lindell and Ingerstad (2015): *if our men won't fight, we will, A Gendered Analysis of the Armed Conflict in Northern Mali*, Totalforsvarets forskningsinstitut (FOI)

19 Lorentzen (2018): Women and the Peace Process in Mali, Boutros-Ghali observatory for peacekeeping (Observatoire Boutros-Ghali du Maintien de la Paix) [https://www.observatoire-boutros-ghali.org/sites/default/files/Traduction\\_L\\_Jenny-Lorentzen.pdf](https://www.observatoire-boutros-ghali.org/sites/default/files/Traduction_L_Jenny-Lorentzen.pdf)

20 Informal Expert Group on Women and Peace and Security (2017): Summary of the meeting of 4 May 2017 on Mali, United Nations Security Council (S/2017/626)

21 Lorentzen (2018): *Women and the Peace Process in Mali*, Boutros-Ghali observatory for peacekeeping (Observatoire Boutros-Ghali du Maintien de la Paix) [https://www.observatoire-boutros-ghali.org/sites/default/files/Traduction\\_L\\_Jenny-Lorentzen.pdf](https://www.observatoire-boutros-ghali.org/sites/default/files/Traduction_L_Jenny-Lorentzen.pdf)

22 ACORD and UN Women (2016): *Study on Women's Participation in Conflict Management and Peace-Building* - ACORD and UN Women

## An example of intervention by women for conflict resolution

A women's organization from Niafunké (Timbuktu region) in collaboration with the local Niafunké youth council was able to negotiate peace agreements between the different communities (nomadic and sedentary) in the communes of Soumpi, Dianke and Léré (Niafunké Cercle). A land dispute had escalated following a lease-related question on the use of land for agriculture, dating back to colonial times. The influential people in the area had tried to reconcile the differences between the parties without success. Consequently, women worked through the Peace Hut to intervene in the Niafunké commune and resolve this type of conflicts.<sup>23</sup>



<sup>23</sup> Ibid.

# LEGAL AND POLICY FRAMEWORK

Mali has ratified without reservation, several international and regional conventions relating to Resolution 1325. This includes the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) and the Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa (Maputo Protocol), the Convention on the Rights of the Child and the African Charter on the Rights and Welfare of the Child.

The 1992 Constitution of Mali guarantees equal rights to all citizens regardless of gender, and in 2010, Mali adopted a national gender policy. In this regard, NAP 1325 should be treated as part of a wider range of government policies and strategies on gender, peace and security and post-conflict reconstruction. It was designed to supplement and contribute to these policies and strategies.

## NAP 1325 alignment with international, regional and national instruments

At an international, regional and national level, certain key documents had not yet been created or were not taken into account when designing the previous NAP 1325. These include, for example, United Nations Security Council Resolution 2242, the Global Study on the Implementation of Resolution 1325, the Sustainable Development Goals, General Recommendation No. 30 on the CEDAW and resolution 1325 global indicators. At a regional level, we do have relevant instruments such as the African Union Gender Policy. National legislation has also been adopted that takes gender into account, such as Act 2015-052 on the promotion of gender in access to nominated and elected positions.

## United Nations Security Council Resolution 2242 (2015)

Building on the findings of the Global Study on the implementation of Resolution 1325, the eighth resolution of the WPS agenda responds to several international challenges, such as climate change, displaced populations and violent extremism.

Resolution 2242 aims to incorporate gender analysis when it comes to the drivers and impacts of violent extremism and step up consultations with affected women's organizations. Furthermore, it calls on the Member States to ensure that women hold leadership roles at all levels of decision-making when it comes to peace and security and encourages them to fill the funding gap for the actions in question.

Resolution 2242 also highlights the need to train mediators on the impact of inclusive processes and how to achieve them and clearly recognizes that women's participation in peace agreements makes said agreements more sustainable.

## Global Study on the implementation of Resolution 1325

In its Resolution 2122 (2013), the United Nations Security Council invited the Secretary-General to commission a global study on the implementation of Resolution 1325 (2000), highlighting good practices, shortfalls, challenges, trends and priority actions. *Preventing Conflict, Transforming Justice, Securing the Peace: A Global Study on the Implementation of Security Council resolution 1325* is the culmination of one year of managed research and analysis and coordinated by UN Women.

The Global Study on the implementation of Resolution 1325 reviews the challenges and lessons learned around the world in implementing the WPS agenda between the years 2000-2015. The study provides a database demonstrating that equal and meaningful *participation of women in peace and security efforts is vital for lasting peace.*<sup>24</sup>

## Sustainable Development Goals

The Sustainable Development Goals (SDGs), adopted by world leaders, aim to end all forms of poverty. Several of the SDG targets (SDG 5: *Achieve gender equality and empower all women and girls*, SDG10: *Reduce inequality within and among countries* and SDG 16: *Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels*) as well as the NAP have the common goal of enhancing the role of women in peacebuilding and conflict prevention. Their aim is to ensure that women are involved in restoring peace and reconciliation processes, while promoting more peaceful, inclusive societies that respect the rights of women.

## General recommendation No. 30 (2013), CEDAW

The general recommendations provide authoritative guidance on how Member States should interpret the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW). General Recommendation No. 30 (2013) of the Committee on the Elimination of Discrimination against Women (CEDAW) combines the Women, Peace and Security agenda with international laws, ensuring that the Convention clearly applies to all conflict and post-conflict situations. It also requires States Parties to provide information on the implementation of the WPS agenda, notably by providing precise reports on their compliance with all the agreed indicators and criteria defined by the United Nations as part of Resolution 1325 and other related resolutions.

## United Nations Security Council Resolution 2250 (2015)

Resolution 2250 (2015) is the first resolution by the Security Council to recognize the important role that young women and men play in the peacekeeping and promoting peace and security. The Women, Peace and Security agenda and the Youth, Peace and Security agenda complement each other to ensure more inclusive peace processes. They encourage a multidimensional approach, taking into account gender, age and the specificities of certain contexts, experience and skills. The unique set of capabilities can provide other opportunities for peacebuilding.<sup>25</sup>

## Global indicators for Resolution 1325

Resolution 1889 (2009) requested that the Secretary General submit a set of indicators to the Security Council “for use at the global level to track implementation of its resolution 1325 (2000), which could serve as a common basis for reporting by relevant United Nations entities, other international and regional organizations, and Member States, on the implementation of resolution 1325 (2000) in 2010 and beyond”. The 26 indicators are organized according to four key pillars: prevention, participation, protection, and relief and recovery.

## Regional instruments

In line with the Solemn Declaration for Gender Equality in Africa and within the framework of Agenda 2063, the African Union has developed the *Gender Strategy* to contribute to the emergence of a continent in which women and girls, and boys and men, have the same voice, have access to equal rights and have control over their own lives. Resolution 1325 constitutes one of the institutional frameworks of this strategy. One of the specific goals is to ensure *the equal and effective participation of women in all areas of peacebuilding processes, conflict prevention and resolution, as well as in the post-conflict reconstruction and development process.*

24 Coomaraswamy (2015): *Preventing Conflict, Transforming Justice, Securing the Peace: A Global Study on the Implementation of Security Council resolution 1325*, New York, UN Women

25 UN Women (2018), *Young Women in Peace and Security: At the intersection of the YPS and WPS agendas*, UN Women, New York

The organs of the African Union, the Regional Economic Communities and the Member States have also committed to integrating and using Resolution 1325 and related resolutions as a frame of reference in policies, programs and activities relating to women, peace and security.

Among the relevant instruments in terms of ECOWAS are the following: a Regional Action Plan for the implementation of Resolution 1325 (2017-2020), the strategic framework for conflict prevention, reform documents, and good governance of the security sector. Regional cooperation in development and security policies as part of the G5 Sahel is also linked to the WPS agenda in Mali. In addition, the United Nations Integrated Strategy for the Sahel Support Plan drawn up at the beginning of 2018 focuses on six key areas including the empowerment of women for a socio-economic transition and peaceful societies.

## National instruments

In addition to the legal framework relating to women's rights in Mali and the Agreement for Peace and Reconciliation resulting from the Algiers Process, below are a few other examples of national instruments related to the Women, Peace and Security agenda that have been taken into account in the development of the current NAP:

- Act No. 2015-052 instituting measures to promote gender equality in access to nominated and elected positions by providing for a minimum 30 per cent quota for the representation of each gender in nominations and on candidate lists for nominated and elected positions • The national policy to prevent and combat violent extremism and terrorism and its action plan (2018-2020)
- The national strategy for the disarmament, demobilization and reintegration of ex-combatants (DDR) (2018)
- The National strategy for Security Sector Reform (SSR) (2018)
- The Strategic Framework for Economic Recovery and Sustainable Development (CREDD) 2016-2018

- National Action Plan to Combat the Proliferation of Small Arms and Light Weapons in Mali 2014 - 2018
- The holistic national communication strategy on Gender-Based Violence in Mali 2019-2030

## Other considered documents:

- The agenda for women in Mali is the result of an inclusive process of formulating a common memorandum from women in Malian civil society for presidential candidates and political parties in 2018.
- The “Roadmap for greater participation of women in the implementation and monitoring of the Peace Agreement” drawn up during a brainstorming workshop on ways and means to include women in mechanisms for implementing and monitoring the Agreement for Peace and Reconciliation in Mali in July 2018, bringing together women leaders from civil society, the Government and the armed group signatories to the peace agreement.
- The recommendations of the Open Day on Resolution 1325 in December 2018 with representatives of women's associations from all regions.

# DEVELOPMENT PROCESS

Inclusive development processes are essential for a high impact National Action Plan. In the planning phase, inclusion encourages stakeholder commitment to the success of the strategy and ownership of the implementation during the subsequent steps.<sup>26</sup> In total, 327 representatives (279 women and 48 men) from the government, peace process mechanisms, civil society, the security sector, traditional leaders, agencies and international partners at a local, regional and national level participated in the consultations for the development of this new action plan for Resolution 1325 (2019-2023).

General consultations were organized under the auspices of the MPFEF around the four pillars of Resolution 1325: prevention, participation, protection, and relief and recovery. Specific consultations have also been launched focusing on themes such as “violent extremism”, “the role of men”, “climate change”, “migrant and displaced populations” and “young women”, “sexual and reproductive health and rights/GBV”, and “women leaders and mediators”. These consultations highlighted the current challenges when it comes to the active and equal participation of women in peacemaking, as well as current threats to their security in conflict and post-conflict zones.



23 Coomaraswamy (2015): *Preventing Conflict, Transforming Justice, Securing the Peace: A Global Study on the Implementation of Security Council resolution 1325*, New York, UN Women; *The Institute for Inclusive Security (2014), Nairobi Symposium: Maximizing Impact of Women, Peace, and Security Policies in Africa*, Conference Report; Institute for Inclusive security, Lippai and Young (2017): *Creating National Action Plans: A Guide to Implementing Resolution 1325*, Washington, DC; Institute for Inclusive Security, *Nigeria Stability and Reconciliation Programme (2016): The National Action Plan on Women, Peace and Security, Learning from the Nigerian Example*, Abuja, Issue 1: NSRP Learning Series, and others.

## Timetable for the development of National Action Plan 1325

Process	Activities	Party involved	Time period
<b>Step 1</b>	NAP 2015-2017 situational analysis, led by the Technical Management Unit	MPFEF, ministerial departments, CSO, UNS, TFP.	November 2017-April 2018
<b>Step 2</b>	Presentation and validation of the trends in the situational analysis	NAP National Monitoring Committee and Community of practice.	April-May 2018.
<b>Step 3</b>	Bilateral meetings held by the TMU with technical support from Folke Bernadotte Academy, under the auspices of the member departments of the Monitoring Committee. A week of training provided by the Folke Bernadotte Academy for the National Monitoring Committee's focal points regarding the NAP 1325.	National Monitoring Committee.	June-October 2018.
<b>Step 4</b>	Consultations under the leadership of the MPFEF, the TMU, the Permanent Secretary for the National Gender Policy, the decentralized MPFEF services of UN Women and MINUSMA in collaboration with national and international partners.	Representatives from the MPFEF, the National Monitoring Committee, the security sector, civil society, the governorate, community leaders, NAP 1325 implementing partners, international NGOs, the United Nations system and the TFPS.	September-November 2018. Consultations North: Kidal, Menaka, Mopti, Taoudenni. 18 women/35 participants. South-Central: Kayes, Koulikoro, Sikasso, Segou, Bamako District. 22 women/31 participants. Base-villages: 201 women from associations in Timbuktu, Gao and Mopti. CSO key players: 16 women/25 participants. National Monitoring Committee: 18 women/20 participants. Journalists and bloggers 4 women/15 participants.
<b>Step 5</b>	Presentation of the NAP 1325 strategic framework	Ministry, MPFEF	December 2018
<b>Step 6</b>	Development of the NAP	MPFEF/TMU/Task force	October 2018-February 2019
<b>Step 7</b>	National validation.	NMC, CSO, national and international NGOs, TFPS.	February-March 2019

# KEY CHANGES IN THE THIRD NAP 1325

The current NAP 1325 was developed based on the following: lessons learned from the previous Action Plan, consultations at all levels, and research on the Women, Peace and Security agenda around the world.

The key changes in the current NAP 1325 are as follows:

**Updated contextual analysis** An updated contextual analysis which includes emerging challenges such as violent extremism, the role of men, climate change, displaced populations, young women, sexual and reproductive health and rights, and women leaders and mediators. This NAP 1325 includes specific peace and security priorities of women and girls in today's conflict and post-conflict areas.

**Alignment with international, regional and national instruments.** NAP 1325 reflects the provisions of the eight United Nations Security Council resolutions on the Women, Peace and Security agenda and is aligned with global indicators, the Committee's General Recommendation No. 30 on the Elimination of Discrimination against Women (CEDAW), Sustainable Development Goals (SDGs), and relevant subregional and national instruments such as the Agreement for Peace and Reconciliation in Mali resulting from the Algiers Process.

**Two results frameworks.** NAP 1325 includes a high-impact strategic framework that features objectives, results, opportunities and related indicators for the next five years (2019 - 2023). It includes an operational plan comprising priority actions as well as the relevant stakeholders and each of their responsibilities. The document is subject to change and will be updated yearly and as required. While it is useful to include a few process indicators for certain key activities in order to stay focused on tangible results, high-impact indicators are essential in measuring far-reaching changes in the lives of women,

men, girls and boys. The two frameworks can be used to adapt to local circumstances and environmental changes, while maintaining a program approach that is based on long-term goals.

**Longer duration.** As this version of the NAP 1325 is spread over a longer duration than the previous ones, the government of Mali, civil society and technical and financial partners will be able to better demonstrate the impact in relation to long-term goals and results.

**Ownership and broad leadership.** The Monitoring Committee's mandate can be applied for a more effective implementation when there is a clearer system for allocating responsibilities and monitoring actions from the operational point of view of NAP 1325, as well as a capacity-building program.

**Improved coordination, monitoring and budgetary mechanism.** The current mechanism for the coordination and monitoring of the NAP 1325 has some real strengths, such as the involvement of key ministries, a Technical Management Unit in charge of coordination, communication, monitoring and evaluation, and the management of dedicated resources. This mechanism provides momentum for more efficient implementation. We have seen the establishment of a systematic collection and sharing of information in relation to the different achievements. The operational NAP 1325 have been developed in conjunction with all the relevant sectors and a substantial national budget has been drawn up for the implementation of such actions. Along with the national budget, there is also funding provided by bilateral, multilateral, regional and sub-regional cooperation institutions. This provides implementing actors, such as civil society, with more access to funds. The budget is aligned with the key actions planned for the first three years and will develop according to changes in the operational plan.

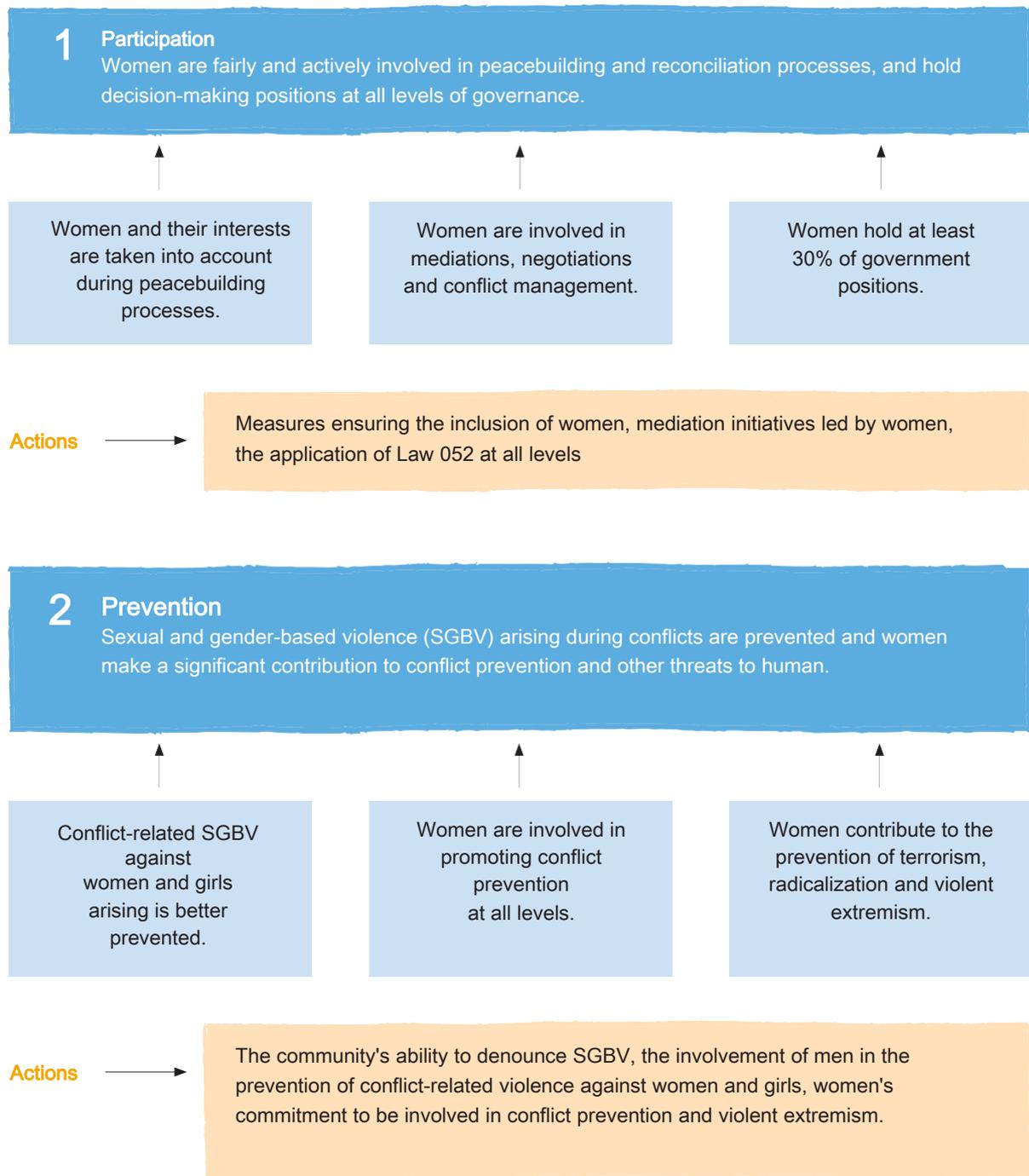
**Localization.** The aim of NAP 1325 is to change women's, men's, girls' and boys' realities in local communities. In order to reduce the gaps between national policies and local situations, and take into account different contexts, the development of

regional/local plans during the first two years are should allow a prioritization process which is more suited to the realities of different regions.



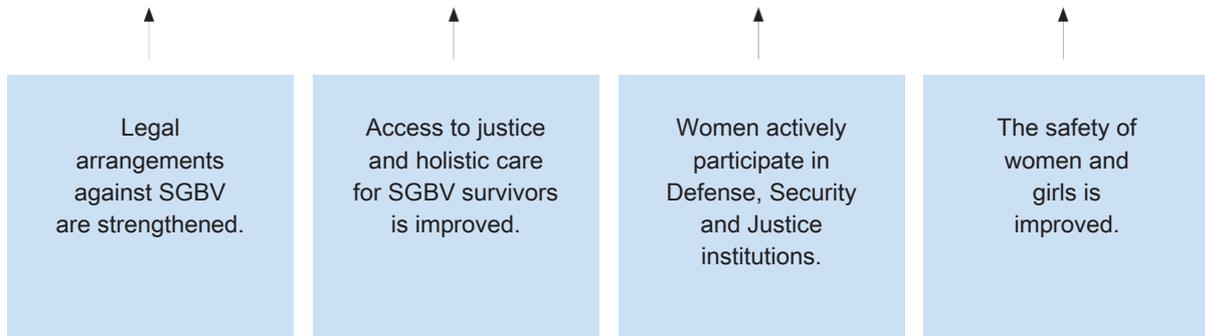
# THEORY OF CHANGE

## Women's participation in peacebuilding and reconciliation processes and in post-conflict governance



### 3 Protection

The fundamental rights of women and girls throughout all phases of conflicts and in times of peace are respected, protected and promoted, and their human security is guaranteed.



#### Actions

Legal texts adopted, knowledge of the justice system, women's rights respected, female personnel in Defense and Security institutions, SSR takes gender into account

### 4 Relief and Recovery

Women and girls are agents of change. Their specific needs and strategic interests are taken into account and their human security is ensured in crisis and reconstruction situations.



#### Actions

Peacebuilding and reconstruction by women's associations, economic recovery, humanitarian aid, transitional justice and DDR take into account women's rights, access to education and health services, and sustainable management of natural resources

This third version of NAP 1325 identifies objectives, results, opportunities for a more representative peacebuilding, reconciliation and reconstruction process. The anchorage points for the implementation of these commitments are as follows: leadership and

coordination structure, monitoring and evaluation, cooperation with civil society, decentralization, communication, budgeting and resource mobilization.

# LEADERSHIP AND COORDINATION

The success of a version of the NAP 1325 corresponds to the political will behind it. The heads of the institutions concerned must do as follows: be aware of Resolution 1325 and related resolutions; consider them relevant to the country's broader objectives; consider the role of women as agents of change; and take (high-level) steps to advance the Women, Peace and Security agenda, including implementing the NAP.<sup>27</sup>

The establishment of intergovernmental mechanisms is essential for cooperation and the definition of priorities. When a NAP 1325 intergovernmental committee meets regularly, this helps facilitate the sharing of information between departments and maximizes the possibility of collaborations. Such an approach also makes it possible to plan actions to tackle the challenges and set up a platform to assess progress and programs in order to strengthen the action taken. This type of committee also acts as a forum for mutual learning and influence.

Under the supervision of the Ministry for the Advancement of Women, Children and Families (MPFEF), a coordination and monitoring mechanism was set up in November 2017 with the support of UN Women. The mechanism is set up as follows:

- The **National Monitoring Committee** is an advisory body for guidance, action and monitoring. It is made up of the relevant ministries and state structures, technical and financial partners representatives and civil society representatives;
- The **Support Steering Committee** is responsible for resource mobilization and involves the key sectoral departments, civil society representatives, and technical and financial partners representatives who are involved NAP 1325 funding;
- **The Technical Management Unit (TMU)** is involved in the coordination, communication, monitoring and evaluation, capacity building and management of the dedicated resources. Located at the MPFEF, the TMU consists of a National Coordinator, the Communication Officer, the Administrative and Financial Assistant and the Driver. It also has technical support from an International Women, Peace and Security Advisor.

#### Indicators:

- Number of meetings held by the Monitoring Committee and Steering Committee.
- Achievement level of the Technical Management Unit's operational plan.

<sup>27</sup> Lippai and Young (2017): *Creating National Action Plans: A Guide to Implementing Resolution 1325*. Washington, DC. Institute for Inclusive Security.

## National Monitoring Committee Members.<sup>28</sup>

Ministries	Other State Structures	Other entities
<ul style="list-style-type: none"> <li>• Ministry for the Advancement of Women, Children and Families</li> <li>• Ministry of Defense and Veterans</li> <li>• Ministry of Foreign Affairs and International Cooperation</li> <li>• Ministry of Economy and Finance</li> <li>• Ministry of Territorial Administration and Decentralization</li> <li>• Ministry of Justice</li> <li>• Ministry of Internal Security and Civil Protection</li> <li>• Ministry of Solidarity and Humanitarian Action</li> <li>• Ministry of Public Health and Hygiene;</li> <li>• Ministry of National Education</li> <li>• Ministry of Youth, Employment and Citizen Construction</li> <li>• Ministry of Sport</li> <li>• Ministry of Malians Abroad and African Integration</li> <li>• Ministry of Social Cohesion, Peace and National Reconciliation</li> <li>• Ministry of Religious Affairs and Worship</li> </ul>	<ul style="list-style-type: none"> <li>• Permanent Secretary for the National Gender Policy</li> <li>• National Program on the Fight against the proliferation of Light Weapons</li> <li>• National Center for Women's Documentation and Information Resources</li> <li>• Agreement for Peace and Reconciliation in Mali Committees (CNDDR, CNRSS, TJRC)</li> </ul>	<ul style="list-style-type: none"> <li>• National Assembly</li> <li>• 4 Civil Society Organizations</li> <li>• 4 TFPs, members of the Gender Thematic Group</li> <li>• MINUSMA</li> <li>• UN Women</li> <li>• MISAHEL</li> </ul>



<sup>28</sup> As per decision number 0309, MPFEF/SG of 11 November 2016 and the NAP 1325 Monitoring Committee. Meeting of 10 November 2017.

# MONITORING AND EVALUATION

*For national action plans to achieve tangible results in the lives of women, girls and their communities, their real impact should be systematically monitored and regularly assessed.<sup>29</sup>*

Results frameworks make it possible to effectively monitor and evaluate results. Long-term objectives can be targeted through focusing on indicators linked to “results” and “impact”.<sup>30</sup> The indicators are aligned on other global and national indicators such as the Sustainable Development Goals and global indicators for the implementation of Resolution 1325 to ensure the effectiveness of the reporting mechanisms.

NAP 1325 defines Mali's strategic framework for the WPS agenda and describes in detail the objectives and results for the next five years (2019 - 2023). It is supplemented by an operational plan that sets out the priority actions, the stakeholders concerned, and their responsibilities. This operational plan document is subject to change and will be updated yearly and as required. A regular review will enable stakeholders to align actions according to the contextual situation and political developments. This will ensure that the actions undertaken are as relevant as possible to the country. All stakeholders will be able to use the two frameworks to adapt to local circumstances and environmental changes, while maintaining a program approach that is based on long-term goals. In order to facilitate the monitoring and evaluation process, a 'toolbox' has been developed, which includes a risk mitigation framework.

## Monitoring mechanism

The NAP 1325 National Monitoring Committee will meet, under the leadership of the MPFEF, every quarter to share what has been achieved, assess their progress and make recommendations. There will also

be other platforms through which progress can be reviewed and learning shared during the implementation of the resolution.

The data collected through the National Monitoring Committee's key points within the various institutions will be included in an annual national report which will be coordinated by the MPFEF through the Technical Management Unit. As well as acting as an independent mid-term evaluation, this report will be used to update the three-year operational plan for NAP 1325 in the light of the results, the challenges raised and the recommendations made.

- When the contextual situation changes, political and programmatic strategies can be adapted;
- When certain objectives are not achieved, the obstacles will need to be determined and the possible solutions identified;
- When certain objectives are achieved, additional, more ambitious objectives must be defined.

## Knowledge management

There is a consultation framework called "Community of Practice" that meets every quarter to promote innovation and benefit from best practices and lessons learned. This allows multi-sectoral stakeholders to share their experience and knowledge as part of a participative space for exchange. In addition, studies and research will be led out to carry out an in-depth analysis of current measures.

**Indicator:** Number of annual reports showing implementation progress.

29 Coomaraswamy (2015): *Preventing Conflict, Transforming Justice, Securing the Peace: A Global Study on the Implementation of Security Council resolution 1325*, New York, UN Women.

30 Lippai and Young (2017): *Creating National Action Plans: A Guide to Implementing Resolution 1325*, Washington, DC, Institute for Inclusive Security.

# ENGAGEMENT WITH CIVIL SOCIETY

The success of the implementation of Resolution 1325 depends on the role played by women's movements, but also on their strength, their skills and their action in the country. Local civil society organizations and associations are often at the forefront when it comes to making advances in the WPS agenda and are typically essential service providers and a crucial form of support for women in post-conflict situations. The institutionalization of civil society organizations' participation and consultation in the design, implementation, monitoring and evaluation of the NAP 1325 and Women, Peace and Security agenda strategies, particularly in groups of women and survivors, is therefore crucial.<sup>31</sup>

As part of the Action Plan development, consultations with civil society organizations were organized. These consultations tackled the renewal of the NAP, which helped the stakeholders involved to understand the priorities and set relevant strategic objectives. Given the essential role of civil society, an ongoing dialogue, known as a "*Community of Practice*" will be maintained through exchanges and learning. Support for women's rights organizations and movements in various regions of the country will be consolidated in order to implement innovative actions.

**Indicator:** Civil society's level of participation contributes to the monitoring and implementation of NAP 1325.

# DECENTRALISATION

The decentralization process aims to take the National Action Plan 1325 from a regional level to a local level (Cercles and communes) to empower women to participate in peacebuilding wherever they are. This process, often referred to as "localization", is aligned with the current decentralization strategy in Mali so that the specific needs and interests of women are taken into account in the peacebuilding process. The approach takes the annual regional action plan and specifically adapts it to local plans in order to reduce the gaps between national policies and local

situations. Localization directly mobilizes women, regional administrative authorities, local authorities, community leaders and civil society organizations. It also ensures the ownership and local implementation of the Women, Peace and Security resolutions.

**Indicator:** Number of regional and local plans developed and implemented.

31 CARE International (2010): From Resolution to Reality: *Lessons Learned from Afghanistan, Nepal and Uganda on Women's Participation in Peacebuilding and Post-Conflict Governance*, CARE International.

# COMMUNICATION

Communication is a critical link in the National Action Plan 1325. The communication strategy will promote the use of several tools and techniques to distribute the content of NAP 1325, but also to address behaviors and attitudes towards the participation of women in the peacebuilding process. It will be supported by dialogue, consultation, reflection and participation to strengthen communication between the different classes of society, those participating in conflict, and women. The strategy will focus, among other things, on communication for changes in behavior, media techniques, communication campaigns, the use of audiovisual instruments, and translation and distribution in different local languages to encourage ownership of the process.

The aim of the communication strategy is to achieve social change conducive to the participation of women in the peacebuilding process. The long-term commitment of stakeholders, in particular community leaders and traditional leaders, is required. Stakeholders should distribute the NAP 1325 and raise awareness of it through accessible messages.

**Indicator:** Level of implementation of the communication strategy.

# BUDGET

A well costed and properly budgeted NAP 1325 can contribute to a more coherent and sustainable implementation of UNSCR 1325, in order to achieve genuine participation from women in all peace, reconciliation and recovery efforts.<sup>32</sup>

An operational plan model and budget makes it possible to implement a NAP 1325 mechanism that is current and encourages a reactive approach when necessary. The operational plan actions have been developed in conjunction with all the relevant sectors and a substantial national budget has been drawn up for the implementation of such actions. In addition to the national budget, there is a mutual fund to finance other implementing stakeholders such as civil society. This is co-managed by the MPELEL and UN Women through the NAP 1325 Support Steering Committee.

Mobilizing resources goes hand in hand with the application of each action plan, which is why the Mali NAP 1325 has mixed funding: part of the funds remains under the direct responsibility of the Government while the other part is funded by

international donors. In other words, from its adoption, the plan already has funding that is intended to cover the first year's activities, with a particular focus on the actions of CSOs and women's associations, communication, decentralization, and monitoring and evaluation.

The activities proposed in the NAP 1325 are not limiting as they allow the stakeholders to adjust their programs and cope with changes in the environment and events related to the country's conflicts. This flexibility also means that any new funding perspectives that arise can be considered while the plan is in force.

**Indicator:** Proportion (%) of the budget allocated to the implementation of the NAP by different stakeholders.

<sup>32</sup> Cabrera-Balleza and Fal Dutra Santos (2017): No Money, No NAP: *Manual for Costing and Budgeting National Action Plans on UNSCR 1325*, New York, Global Network of Women Peacebuilders.



# STRATEGIC FRAMEWORK

Key priority 1: PARTICIPATION			
Objective		Indicator	
Women participate actively and equitably in peace and reconciliation processes and hold decision-making positions at all levels of governance.		Women's representation and meaningful participation in peace and reconciliation mechanisms and in decision-making positions at all levels of governance.	
Results	Indicators	Opportunities	Indicators
<b>1.1</b> Women and their interests are taken into account in decision-making processes regarding the implementation of the Agreement for Peace and Reconciliation in Mali or other consultative mechanisms for peacebuilding and reconciliation.	Level of consideration of women and their interests in decision-making processes regarding the implementation of the Agreement for Peace and Reconciliation in Mali or other consultative mechanisms for peace and reconciliation.	<b>1.1.1</b> Formal and informal measures ensuring the inclusion and full participation of women in the Agreement for Peace and Reconciliation in Mali implementation mechanisms or other consultative mechanisms for peacebuilding and reconciliation (CSA, CNDDR, CNRSS, TJRC, IC, local safety committees) are in effect.	% of women members and women's organizations involved in the Agreement's implementation mechanisms or other consultative mechanisms for peacebuilding and reconciliation.
		<b>1.1.2</b> Peace mechanisms take into account security and the women's specific rights and needs.	Number of texts with specific provisions aimed at improving the security and conditions for women and girls.
<b>1.2</b> Women are involved in mediation; negotiation; conflict management; forums for peace, security and social cohesion; in communities; and at a national, subregional and international level.	Level of involvement of women in conflict management and forums for peace, security and social cohesion; in communities; and at a national, subregional and international level.	<b>1.2.1</b> Mediation, negotiation and conflict management initiatives are led by women in communities and at a national level.  <b>1.2.2</b> Women participate in mediation, negotiation and conflict management initiatives in forums for peace and security at a subregional and international level.	Number of mediation, negotiation and conflict management initiatives led by women in communities and at a national level.  Proportion (%) of women in peace and security forums at a subregional, African and international level, including as part of the G5 Sahel, ECOWAS, the African Union and the United Nations.

Results	Indicators	Opportunities	Indicators
1.3 Women hold at least 30% of the nominated and elected positions at all levels of governance and they participate effectively in decision-making.	Representation and type of responsibilities that women with nominated and elected positions have at all levels of governance.	1.3.1 The provisions of Act No. 2015-052 (instituting measures to promote gender equality in access to nominated and elected positions) are known and applied at all levels.	% of women at all levels.
	Number of adopted laws that were proposed by women.	1.3.2 Strategies and measures that ensure that women have the opportunity to participate effectively in public life at all levels are adopted at a national level and within structures.	Number of public and political structures that have adopted strategies and measures that ensure the effective participation of women who hold decision-making positions.

Key priority 2: PREVENTION			
<b>Objective</b> Conflict-related sexual and gender-based violence (SGBV) is prevented, and women contribute significantly to the prevention of conflict and other threats to human security.		<b>Indicator</b> Prevalence of conflict-related sexual and gender-based violence, and women's level of involvement in conflict prevention and other threats to human security.	
Results	Indicators	Opportunities	Indicators
2.1 All forms of conflict-related sexual and gender-based violence against women and girls are better prevented.	Changing the attitudes of girls, boys, women, and men in the face of sexual and gender-based violence.	2.1.1 Women, girls and community members are able to recognize and report all forms of conflict-related sexual and gender-based violence.	Level of knowledge and number of cases reported by women, girls and communities of any form of conflict-related sexual and gender-based violence.
		2.1.2 Men and boys, including religious and traditional leaders, are more involved in preventing conflict-related violence against women and girls.	Number of men and boys engage in the fight to end all forms of conflict-related sexual and gender-based violence.

Results	Indicators	Opportunities	Indicators
<b>2.2</b> Women are involved in conflict prevention at all levels.	Women's roles in prevention and early warning initiatives at all levels.	<b>2.2.1</b> Women take action regarding conflict prevention and early warnings at a community, intra-community, regional and national level.	Number of initiatives taken by women for prevention and early warnings linked to community, intra-community, regional and national conflicts.
<b>2.3</b> Women, including young women, make a significant contribution to detecting and assessing threats and eliminating all conditions conducive to the development of terrorism, radicalization and violent extremism.	Women's level of involvement in the detection and assessment of threats and elimination of all conditions conducive to the development of terrorism, radicalization and violent extremism.	<b>2.3.1</b> The implementation of the National Policy for preventing and combating violent extremism and terrorism takes gender into account.	How much the gender perspective has been taken into account in the implementation of the National Policy and the fight against violent extremism and terrorism.
		<b>2.3.2</b> The social, cultural, political, religious and economic causes for violent extremism and terrorism are identified and analyzed through the lens of gender.	Availability of gender-specific data on the social, cultural, political, religious and economic causes of violent extremism and terrorism in Mali.
		<b>2.3.3</b> Women are able to influence strategies and mechanisms for the prevention of violent extremism and terrorism.	Number of women involved in raising awareness of the fight against violent extremism in communities and within institutional mechanisms that aim at fighting against violent extremism.

### Key priority 3: PROTECTION

#### Objective

Women and girls' human rights during all phases of conflict and in times of peace are respected, protected and promoted, and their human security is ensured.

#### Indicator

Women and girls' human rights are protected through national legislation and through the level of confidence in the security measures in place.

Results	Indicators	Opportunities	Indicators
<b>3.1</b> Legal provisions are strengthened for combating the impunity of perpetrators of all forms of SGBV towards the civilian population during armed conflicts.	The compliance of legal frameworks with international and regional conventions ratified to fight against the impunity of perpetrators of all forms of SGBV towards the civilian population during armed conflicts.	<b>3.2.1</b> The legal texts relating to conflict-related SGBV are adopted, enacted and known.	Number of texts adopted and made accessible to protect the rights of women and girls in the face of SGBV.
		<b>3.2.2</b> A functional mechanism for coordinating and monitoring SGBV cases is established within the penal system for an effective fight against the impunity of perpetrators of conflict-related SGBV.	Existence of an operational coordination mechanism.

Results	Indicators	Opportunities	Indicators
<b>3.2</b> Access to justice and holistic care facilities is improved for survivors of SGBV and conflict-related issues.	Level of access to justice and holistic care facilities for survivors of conflict-related SGBV.	<b>3.2.1</b> The criminal justice system's knowledge of conflict-related SGBV is strengthened.	Number and % of conflict-related SGBV cases transferred to jurisdictions for trial and the number of cases that undergo investigation and result in a conviction.
		<b>3.2.2</b> Holistic care for survivors of conflict-related SGBV is improved.	Number of holistic care centers for survivors of conflict-related SGBV.
		<b>3.2.3</b> The fundamental human rights of women and girls are respected.	Number and % of courts with the necessary resources to hear cases regarding the violation of the fundamental human rights of women and girls.
		<b>3.2.4</b> Measures to protect survivors of conflict-related SGBV are implemented.	Number of measures implemented to protect survivors of conflict-related SGBV.
<b>3.3</b> Women actively participate in peacekeeping operations and in the diplomatic services of Security, Defense and Justice institutions.	Presence of women in peacekeeping operations and in the diplomatic services of Security, Defense and Justice sectors.	<b>3.3.1</b> The specific rights and needs of female personnel within Defense, Security and Justice institutions are recognized and taken into account.	Number of actions adopted to take into account the specific rights and needs of female personnel in Defense, Security and Justice institutions.
		<b>3.3.2</b> The presence of female personnel contributes to the promotion of good governance and rebuilding trust between the population and the Defense, Security and Justice institutions.	% of female personnel within Defense, Security and Justice institutions.
		<b>3.3.3</b> The participation of women in diplomatic services and peacekeeping operations is increased.	% of female personnel in diplomatic services and in peacekeeping operations.
<b>3.4</b> The security of women and girls is ensured by Defense and Security forces in an effective and transparent way.	Security index for women and girls.	<b>3.4.1</b> The national strategy for SSR is implemented with a focus on gender.	Level of competence when it comes to gender for personnel implementing the RSS strategy.
		<b>3.4.2</b> The defense and security forces take into account the protection of the rights of women and girls.	Number and % of defense and security forces' strategies, codes of conduct and procedures that incorporate measures to protect the rights of women and girls.

Results	Indicators	Opportunities	Indicators
		<b>3.4.3</b> Defense and security forces have the ability to protect the rights of women and girls, including the ability to deal with conflict-related SGBV.	Defense and security forces' programs include training modules on GBV, women's rights and gender.
<b>3.5</b> The safety of women and girls in the face of trafficking and small arms and light weapons circulation is improved.	Proportion of weapons seized, found or voluntarily returned, the illicit source or use of which has been traced or established by competent authorities, in accordance with international instruments.	<b>3.5.1</b> Legislation related to small arms and light weapons is updated and aligned with international and regional instruments and takes gender into account.	How much the gender perspective is taken into account in legislation relating to small arms and light weapons.

Priority 4: RELIEF AND RECOVERY			
Objective		Indicator	
Women and girls are agents of change, their specific needs and strategic interests are taken into account and their human security is ensured in situations of crisis and reconstruction.		Level and type of women and girls' participation situation of crisis and reconstruction.	
Results	Indicators	Opportunities	Indicators
<b>4.1</b> Women benefit from funds allocated to peacebuilding and reconstruction programs, including economic recovery.	Proportion (%) of funds allocated to peacebuilding and reconstruction programs that contribute to the implementation of the Women, Peace and Security agenda.	<b>4.2.1</b> Civil society organizations, in particular women's associations, are involved in peacebuilding and reconstruction actions.	% of civil society organizations, including women's associations, that are dedicated to peacebuilding and reconstruction efforts.
		<b>4.2.2</b> Women are involved in economic recovery (e.g. partnerships with buyers/employers; transfer of income-producing assets, microfinance, vocational training, entrepreneurship development, financial/commercial skills)	% of small and medium-sized enterprises owned by women/women in conflict-affected areas.

Results	Indicators	Opportunities	Indicators
<p><b>4.3</b> The rights and specific needs of women and girls, especially vulnerable groups (e.g. internally displaced persons, GBV survivors, people living with disabilities, ex-combatants, refugees and repatriated persons) are taken into account in the humanitarian aid programs, transitional justice and DDR processes.</p>	<p>Degree to which the humanitarian response, transitional justice and DDR processes respond to the rights and needs of women and girls, especially vulnerable groups.</p>	<p><b>4.2.1</b> Humanitarian aid programs take into account the specific rights and needs of women and girls, especially vulnerable groups.</p>	<p>Existence of strategies and budgets for the promotion and protection of vulnerable groups of women and girls (e.g. internally displaced persons, GBV survivors, people living with disabilities, ex-combatants, refugees and repatriated persons).</p>
		<p><b>4.2.2</b> The transitional justice process includes a gender perspective.</p>	<p>Number and % of women, especially young women and girls (&lt;18 years old) benefiting from reparation and delivery programs in the transitional justice process.</p>
		<p><b>4.2.3</b> The DDR process takes into account ex-combatants and people associated with conflicts.</p>	<p>Number and % of female ex-combatants, or women and girls associated with armed groups who have benefited from DDR programs.</p>
<p><b>4.4</b> Women and girls' access to basic social services in conflict zones is guaranteed.</p>	<p>Usage rate by women and girls and quality of basic social services in conflict zones.</p>	<p><b>4.3.1</b> Access to elementary and secondary school education in areas affected by the conflict is guaranteed, with a special focus on girls.</p>	<p>Enrollment and retention rate (%) of girls in elementary and secondary schools.</p>
		<p><b>4.3.2</b> Women's access, especially young girls, to functional literacy in conflict zones is guaranteed.</p>	<p>Number of women participating in functional literacy initiatives.</p>
		<p><b>4.3.3</b> The availability and quality of accessible health services, including sexual and reproductive health (prenatal care,</p>	<p>Number of women who received sexual and reproductive health care in areas affected by conflict.</p>
		<p>childbirth, post-natal care, family planning) and other basic social services are improved in conflict zones.</p>	<p>Number of women who have benefited from mental health services in areas affected by conflict.</p>
<p><b>4.5</b> Women make a significant contribution to the sustainable management of natural resources and their resilience to climate change is strengthened.</p>	<p>Women's resilience to deal with climate change.</p>	<p><b>4.5.1</b> Women have the capacities and the means to manage natural resources in a sustainable manner.</p>	<p>% of women in conflict-affected areas receiving training on the sustainable management of natural resources.</p>
		<p><b>4.5.2</b> Recovery activities in the face of climate change are initiated by women and are supported.</p>	<p>Number of supported recovery activities in response to climate change initiated by women.</p>

# APPENDIX 1: SUMMARY OF THE RESOLUTIONS IN THE WOMEN, PEACE AND SECURITY AGENDA<sup>33</sup>

## Resolution 1325 (2000)

- This is the first time that the Security Council has addressed the issue of women, peace and security.
- Strong focus on the importance of women's equal and full participation in peace and security issues, including conflict resolution and conflict prevention.
- The gender perspective has been taken into account in peacekeeping missions and operations (gender mainstreaming).
- The specific needs of girls and women have been taken into consideration.
- Protection against violence and sexual assault during conflicts.

### Participation

#### 1889 (2009)

- Stresses again the equal and full participation of women in all stages of peacebuilding processes.
- Is strongly focused on post-conflict and recovery processes.
- Advocates the development of implementation indicators.
- Advocates empowering women, taking their contribution to peace-building and reconciliation processes into account.
- Calls for an end to impunity for perpetrators of sexual violence during conflicts.

### Protection

#### 1820 (2008)

- Remains focused on the equal and full participation of women
- The UN Security Council has a mandate regarding conflict-related sexual violence.
- Tackles the issue of sexual violence as a tactic of war during conflicts.
- Calls for an end to impunity for perpetrators of sexual violence during conflicts.
- Stresses again the refusal of amnesty for crimes of sexual violence.
- Paves the way for sanctions.

33 Elroy (2019): *Une perspective genre dans l'établissement de la paix (A gender perspective in peacebuilding)* Académie Folke Bernadotte.

Participation	Protection
<p><b>2122 (2013)</b></p> <ul style="list-style-type: none"> <li>• Explicitly links women's empowerment, gender equality, peacekeeping and security.</li> <li>• Stresses the importance of up-to-date information and analysis from the various UN Security Council channels on the impact of war on women and girls.</li> <li>• Advocates the equal participation of women in other areas of the Security Council's work.</li> <li>• Calls for an increase in the number of women on the UN Security Council and gender expertise in all mediation teams.</li> <li>• Advocates the interaction and involvement of women's civil society organizations.</li> <li>• High-level review in 2015.</li> </ul>	<p><b>1888 (2009)</b></p> <ul style="list-style-type: none"> <li>• Appointment of a Special Representative for cases of sexual violence committed during conflicts</li> <li>• Women's protection officers and rapid response teams</li> <li>• Sexual violence in the peace process and mediation efforts</li> <li>• More systematic monitoring and reporting</li> </ul> <p><b>1960 (2010)</b></p> <ul style="list-style-type: none"> <li>• Exclusively focused on sexual violence.</li> <li>• Establishes a list of stigmatizations.</li> <li>• Calls for an end to impunity and a higher number of prosecutions</li> <li>• Advocates the establishment of a monitoring and reporting mechanism.</li> <li>• Advocates for an increase in the number of women in peacekeeping operations.</li> </ul>
<p><b>2242 (2015)</b></p> <ul style="list-style-type: none"> <li>• Remains focused on women's participation, particularly in terms of conflict prevention and mediation.</li> <li>• Strengthening the gender perspective and the need for gender expertise.</li> <li>• Establishment of an Informal Expert Group on Women, Peace and Security to support the Security Council.</li> <li>• Gender perspective on terrorism/violent extremism and the role of women in preventing radicalization.</li> <li>• More funding for the Women, Peace and Security agenda.</li> <li>• Request for a strategy to ensure that 50% of military and police units are represented by women.</li> <li>• Gender targets as individual performance indicators for senior leadership.</li> <li>• Boys and men considered as important partners.</li> </ul>	<p><b>2106 (2013)</b></p> <ul style="list-style-type: none"> <li>• Implementation of previous resolutions on sexual violence and new emphasis on</li> <li>• the importance agents to protect women and gender advisers being present.</li> <li>• Close link between gender equality/empowerment of women and prevention and protection against sexual violence during conflict.</li> <li>• Boys and men in the context of sexual violence during armed conflict.</li> </ul>

# APPENDIX 2: SUMMARY OF THE PROGRESS MADE WITH NAP 1325 (2015-2017)

## Priority 1: Prevention of conflict and gender-based violence

9 of the 14 initially planned activities were completed. This represents a completion rate of 64%.

### The completed activities included the following:

- Studies on the contribution of women to conflict prevention and conflict management.
- Training programs on Women, Peace and Security held at the School of Peacekeeping with the commissioners in charge of the Agreement mechanisms.
- Information, awareness and training activities for workers and communities relating to GBV, and capacity building for Security and Defense forces, the justice system and local partners.

### Other unplanned activities carried out included the following:

- The development and validation of a three-year National Action Plan (2018-2020) from the National Police Force to combat gender-based violence. Some of the actions included in the Plan have never before been seen in Mali, for example, the establishment of an internal code of conduct specifically for police officers, some of whom are believed to have been the perpetrators of this type of violence in their roles as police officers.
- Two parties to the Agreement for Peace and Reconciliation in Mali resulting from the Algiers Process made the following unilateral commitments in 2017: the Platform which signed

a unilateral statement on the prevention of sexual violence during conflict, and the Coordination of Azawad Movements (CMA) which signed an action plan to put an end to enlisting children and to ensure that they are no longer victims of sexual abuse.

- The creation of institutional mechanisms, including a Permanent Secretary, to coordinate and monitor the implementation of the National Gender Policy, and the adoption of a new strategic plan for 2016-2018 aimed at ensuring the implementation of the national gender equality program.
- Training on gender and GBV for 500 men and women, organized by Major General of the Defense Staff, which will also launch internal consultations in order to design and validate a gender strategy for the defense and security forces in 2018.

## Priority 2: Protection and rehabilitation of survivors

14 of the 24 initially planned activities were completed. This represents a completion rate of 58%.

### The completed activities included the following:

- A draft legislation against gender-based violence and a national strategy to end gender-based violence were finalized in 2018.
- Construction of infrastructures, rehabilitation and equipment of holistic care centers for GBV survivors, counseling and guidance services, legal clinics.

- Training and financial support for more than 2,927 women and girls who were associated with armed groups, were displaced or were survivors of GBV.
- Training of DDR commission officials and armed movements on taking gender into account in DDR mechanisms.
- Training of the magistrates of the Court of Appeal of Mopti on the themes “Strengthen the legal systems to fight against the impunity of perpetrators of conflict-related GBV” and “Improve and strengthen mechanisms for the care and protection of conflict-related GBV survivors”.
- Open days in which exchanges are held between the leaders of the women's CSOs and UN leaders allowing them to make women's voices be heard regarding the implementation of resolution 1325. Women are also able to express their expectations as well as any priorities to be implemented in the areas of peace and security.
- Training the national police force on gender focal points in order to provide quality security services to GBV survivors.

### Priority 3: Participation and representation

4 of the 15 initially planned activities were completed. This represents a completion rate of 27%.

#### The completed activities included the following:

- Act No. 2015-052 of 18 December 2015, instituting measures to promote gender equality in access to nominated and elected positions, by providing for a minimum 30% quota for the representation of each gender in appointments and lists of candidates for nominated and elected positions.
- Information sessions on the content of Resolution 1325 and related resolutions and the Agreement for Peace and Reconciliation in Mali resulting from the Algiers Process to enhance women's participation.
- Gender mainstreaming in an implementation mechanism for the Agreement for Peace and Reconciliation in Mali resulting from the Algiers Process, especially the Truth, Justice and

Reconciliation Commission (TJRC), which made it possible to obtain 51% of the statements made by women.

#### Other unplanned activities carried out included the following:

- Better representation of women in local decision-making bodies following the 2016 municipal elections, with women representing around 26% of elected councilors.
- Women making up 30% of the Conference of National Understanding which was held in Bamako from 27 March to 2 April 2017.

### Priority 4: Promoting gender and the empowerment of women

6 of the 9 initially planned activities were completed. This represents a completion rate of 67%.

#### The activities carried out were as follows:

- Initiatives on the socio-economic inclusion of vulnerable young people being enlisted as radicals in Kidal, Gao, Menaka, Timbuktu and Mopti.
- Establishing multi-functional platforms to promote social cohesion in Berrah and Tessit.
- Promoting an economic network of women in Songo-Doubacoré commune by improving the processing of local food and product marketing in Songo-Doubacoré, in the Cercle of Koutiala.
- Twenty thousand four hundred and ninety (20,490) women were able to develop income-generating activities (market gardens, food processing, fish farming, etc.) and 14,000 young people benefited from new jobs, including 600 sustainable jobs.

## Priority 5: Coordination and monitoring and evaluating activities

4 of the 13 initially planned activities were completed. This represents a completion rate of 30%.

### These activities were as follows:

- Strengthening the institutional mechanism for the coordination, monitoring and evaluation and management of NAP 1325 through establishing the Technical Management Unit. This unit is responsible for coordinating, monitoring and evaluating activities and resource management in relation to NAP 1325.
- Meetings held by the NAP 1325 National Monitoring Committee, an advisory boarding providing guidance, decision-making and monitoring.
- Conducting a NAP inventory which made it possible to assess the three year period.
- Establishing a "Community of Practice" consultation framework.



