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MIDTERM EVALUATION OF THE UKRAINIAN NATIONAL ACTION PLAN

ON IMPLEMENTATION OF UNITED NATIONS
SECURITY COUNCIL RESOLUTION 1325
"WOMEN, PEACE AND SECURITY"
UNTIL 2020

2018

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TABLE OF CONTENTS

Acronyms and Abbreviations	5
Executive Summary	6
Chapter 1: Analysis of the Alignment of Ukraine's NAP 1325 with UNSCR 1325	10
Chapter 2: Environmental Analysis: Context, Policies, Factors and Drivers Affecting NAP 1325 Implementation	28
Context	29
Policies, Factors and Drivers Affecting NAP 1325 Implementation	33
Chapter 3: Analysis of Logframe of the National Action Plan 1325, Including Monitoring and Evaluation	38
NAP Indicators	40
Reporting	43
Funding	45
Chapter 4: Evaluation of NAP 1325 by Implementers, Partners and Beneficiaries	48
Chapter 5: Conclusions and Recommendations	51
Conclusions	52
Recommendations	53
Reference Literature	56
ANNEX 1: Questionnaires	63
ANNEX 2: Methodology	62
ANNEX 3: Global Indicators to Monitor the Implementation of UN Security Council Resolution 1325	68
ANNEX 4: List of Respondents	70

ACRONYMS AND ABBREVIATIONS

ATO	Anti-terrorist Operation	NATO	North Atlantic Treaty Organization
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women	NGO	Non-governmental organization
CRSV	Conflict-related Sexual Violence	OHCHR	Office of the United Nations High Commissioner for Human Rights
CSO	Civil Society Organization	SBGS	Ukraine State Border Guard Service
DDR	Disarmament, Demobilization and Reintegration	SC	Security Council
EAPC	Euro-Atlantic Partnership Council	SDG	Sustainable Development Goal
EU	European Union	SES	Ukraine State Emergency Service
GPOU	General Prosecutor’s Office of Ukraine	SJA	State Judicial Administration
HIV/AIDS	Human immunodeficiency virus/ acquired immunodeficiency syndrome	SBU	Ukraine Security Service
LSGB	Local Self-governing Body	UN	United Nations
MES	Ukraine Ministry of Education and Science		
MFA	Ukraine Ministry of Foreign Affairs		
MIP	Ukraine Ministry of Information Policy		
MoD	Ukraine Ministry of Defence		
MoH	Ukraine Ministry of Health		
Mol	Ukraine Ministry of Interior		
Moj	Ukraine Ministry of Justice		
MoSP	Ukraine Ministry of Social Policy		
MTOT	Ukraine Ministry of Temporarily Occupied Territories and Internally Displaced Persons		
MYS	Ukraine Ministry of Youth and Sports		
NAP 1325	National Action Plan 1325		
NAS	Ukraine National Academy of Science		

EXECUTIVE SUMMARY

United Nations Security Council Resolution 1325 (UNSCR 1325), adopted in 2000, was the first resolution to acknowledge the differential impact of armed conflict on women.



The main components of a successful NAP include:

- cooperation between governments and civil society;
- an overall NAP Coordinator; clear monitoring and evaluation systems at the development of the NAP concept; and
- established links between specific actions and clear goals, budgets and responsibilities.

It reaffirmed the important role of women in conflict prevention and resolution and in peacebuilding. The resolution further highlighted the importance of women’s equal participation and full involvement in all efforts for maintaining and promoting peace and security, as well as in humanitarian response and post-conflict reconstruction. UNSCR 1325 called on all parties to armed conflict to take special measures to protect women and girls from sexual and gender-based violence.

National Action Plan on UNSCR 1325 (NAP 1325) can serve as important tools for governments, multilateral organizations and civil society organizations to support the translation of UNSCR 1325 into practical action and to strengthen women’s roles in conflict prevention, peacebuilding and security processes.

Even though women participate in a wide range of measures towards relief and reconstruction, NAPs rarely include plans for disarmament, demobilization, and reintegration from a gender perspective, which needs to be addressed.

As a member of the international community, Ukraine has adopted a NAP to implement UNSCR 1325, simultaneously mainstreaming gender and human rights in the security and Defence sector. The ongoing conflict in Ukraine has made the NAP 1325 particularly relevant. On 24 February 2016, the Government of Ukraine approved its NAP to implement UNSCR 1325 for the period 2016–2020. This is considered to be a serious, positive step towards integrating the Women,

Peace and Security agenda into the reform and reconstruction and peace-building processes. Ukraine’s NAP 1325 has six sections, 10 tasks, 69 indicators and 49 actions; implementation involves state authorities, local self-government bodies and civil society organizations.

The UN Women Ukraine project “Enhancing Accountability for Gender Equality and Women’s Empowerment in National Reforms, Peace and Security” focuses on supporting the Government of Ukraine to achieve transformative results for gender equality and women’s empowerment by integrating gender equality and human rights commitments into national reforms and peace and security-related processes via the establishment of mechanisms for adequate funding, implementation, monitoring and evaluation. This project, funded by the Government of Sweden, works to support the implementation of Ukraine’s NAP 1325, and is implemented in partnership with the Office of the Deputy Prime Minister on European and Euro-Atlantic Integration.

UN Women Ukraine’s project supported the mid-term evaluation of the implementation of Ukraine’s NAP 1325. The evaluation’s purpose was to review progress, achievements and challenges to strengthen the NAP framework towards more efficient implementation and accountability in the second stage of the four-year Plan. The mid-term evaluation findings will be used to draft recommendations to modify and amend NAP 1325 in support of more efficient performance and



The Ukrainian NAP 1325 mid-term evaluation focused on:

- Analysing the relevance of Ukraine's NAP 1325 to the letter and spirit of UNSCR 1325;
- Analysing the environment, policies and factors that strengthen or hamper NAP 1325 implementation;
- Reviewing relevant best practices, including international best practices, on NAP 1325 implementation; and
- Evaluating the NAP 1325 implementation by responsible implementers.

- ▶ to develop proposals to enhance the structure of monitoring and evaluation processes.

Methodology

The NAP 1325 evaluation is based on following criteria:

- Relevance;
- Efficiency;
- Effectiveness;
- Sustainability; and
- Impact.

The methodology of the midterm evaluation is based on assessing the planned and implemented activities of Ukraine's NAP 1325 and their effectiveness and impact. Several resources were used during the desk review of the evaluation, including the Government Report on Progress with NAP 1325 Implementation, Internal Rapid Evaluation of NAP 1325 Implementation and other sources, which provided useful data on the status of de jure and de facto activities. The Internal Rapid Evaluation of NAP 1325 Implementation initiated by the Office of the Deputy Prime Minister to introduce amendments and additions to the current NAP 1325 provided a set of useful recommendations for the final evaluation.

The present evaluation faced certain challenges associated with weaknesses of the NAP 1325 logical framework, as well as a lack of data on funding available for the NAP 1325, which

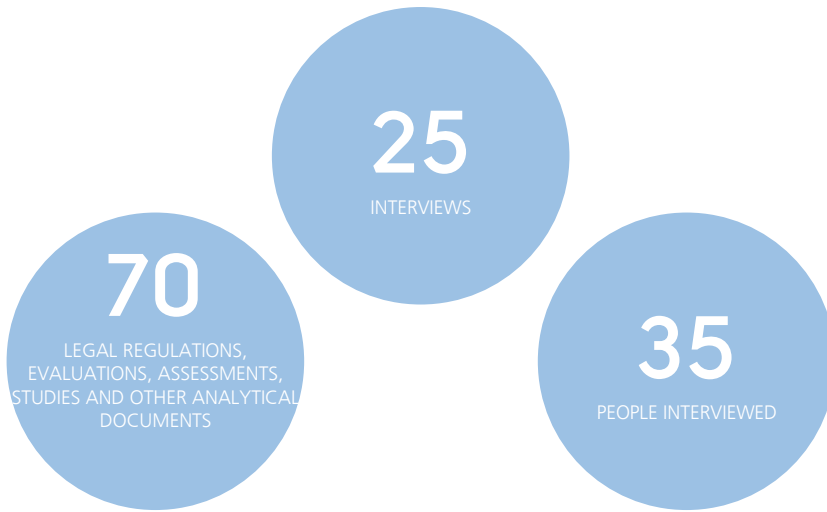
made it difficult to evaluate the effectiveness of the invested resources. Furthermore, considering that this is Ukraine's first NAP 1325, its longer-term impacts (change in behaviours, mindsets and institutions) will be difficult to assess.

The desk review for the evaluation was based on the following approaches: comparative analysis, system analysis, analogy and abstraction.

The contextual analysis of the processes related to Ukraine's integration into the European Union and NATO was an essential part of the desk review. These international and regional agreements establish certain obligations and frameworks by which Ukraine must abide, such as integrating gender within the security sector.

The analysis of Ukraine's NAP 1325, including a comparative analysis with UNSCR 1325, revealed both gaps and opportunities to effectively uphold the principles of UNSCR 1325 through the NAP 1325. This analysis identified the structural elements of the current NAP that can be strengthened with additional government interventions and produced a set of recommendations for the design of the next NAP 1325.

A review of the context and whether it provides an enabling environment for NAP 1325 implementation revealed the nature of Ukraine's NAP 1325, its achievements, challenges, its position in the system of national and international commitments ▶



- and the expected outcomes of its implementation. Existing policies and practices can substantially influence the level of commitment and engagement of responsible parties for NAP implementation.

The desk review revealed the value and philosophy of Ukraine’s NAP 1325 as well as opportunities to improve the NAP.

The desk review included over 70 legal regulations, evaluations, assessments, studies and other analytical documents.

Using quality assurance tools, data collection included semi-structured interviews and focus group discussions (see Annex 1 for questionnaires). Two focus groups and over 25 interviews were held with a total of 35 people, including state authorities from institutions responsible for NAP 1325 implementation, representatives of civil society organizations (CSOs) engaged in NAP 1325 implementation and

independent experts on women, peace, and security.

The field study revealed knowledge, attitudes and practices related to NAP 1325 implementation that could be considered as systemic and operational obstacles to successful implementation, as well as opportunities for strengthening the NAP 1325.

The recommendations resulting from the midterm evaluation have been separated into operational recommendations for enhancing the effectiveness and impact of Ukraine’s current NAP 1325, and strategic recommendations for the design of Ukraine’s next NAP 1325.

Overall, the midterm evaluation of the NAP 1325 aims to increase transparency, effectiveness and engagement of the responsible parties for NAP 1325 implementation.



Using quality assurance tools, data collection included:

- semi-structured interviews
- focus group discussions

CHAPTER 1

ANALYSIS OF THE ALIGNMENT OF UKRAINE'S NAP 1325 WITH UNSCR 1325

UNSCR 1325 was the first official legal document adopted by the United Nations Security Council to acknowledge the significance of women's participation in peacebuilding negotiations and post-conflict reconstruction processes. The adoption of National Action Plans facilitates coordination of UNSCR 1325 implementation and allows for the definition of strategies to secure women's participation in conflict resolution and peacekeeping at the national level.

In line with UNSCR 1325, peace is only possible with the equal participation of women. UNSCR 1325 is based on four pillars: Participation, Protection, Prevention, and Relief and Recovery.

Women should be engaged in both international missions and at the national level. Prevention of violence against women and girls in both active as well as protracted conflicts is also necessary. Delivery of humanitarian aid is one of the essential elements. At the same time, it is important to distinguish measures to ensure UNSCR 1325 implementation in the context of conflict from other gender-related programmes (e.g. domestic violence, protection against gender discrimination).

In addition to UNSCR 1325, it is important to consider the ‘subsequent resolutions’ that address issues of sexual violence in conflict including: Resolutions 1820 (2008), 1888 (2009), 1960, (2010), 2106 (2013); and additional specific issues related to women, peace and security — 1889 (2009), 2122 (2013), 2242 (2015). Depending on the country context, the subsequent UNSCRs adopted after UNSCR 1325 could be appropriate for integration in the NAP 1325 framework as national commitments. Such an approach is in line with the letter and spirit of UNSCR 1325. Thus, the activities of the NAP 1325 should include a state’s commitments as formalized in the sister resolutions; for example, such as on increasing

the access of survivors of sexual violence to sexual and reproductive health services (2122), strengthening service delivery systems (1888), and promoting women’s participation in conflict prevention and protection (2106).

In the case of the Ukraine NAP 1325, it is the country’s first NAP and was created during the conflict; it is therefore particularly relevant and reflects the country context.

While the NAP 1325 is considered a national policy document, its successful implementation and the achievement of the goals of UNSCR 1325 require the development of ministerial and local action plans, not only for the security and defence sectors, but for the other responsible implementing parties listed in the NAP 1325 as well. In Ukraine, five ministerial plans have already been adopted by the Ministry of the Interior, Ministry of Defence, State Emergency Service of Ukraine, National Police and the State Border Guard Service. This is considered a considerable achievement.²

Additional achievements include the fact that oblasts (regions) have either adopted their own 1325 action plans or ►

¹ Evaluation of regional and local plans may also have their own peculiarities due to the framework of the NAP 1325, and therefore require further evaluation to achieve the UNSCR 1325 goals.

² Most first-generation national action plans were focused more on processes than on outcomes. An analysis of some of these NAPs demonstrates a lack of clear vision of what actions should be taken to achieve major goals; unclear definitions of responsibility, budget, and timelines; and gaps in coordination and control mechanisms. Second- and third-generation plans have attempted to address these shortcomings. See http://wps.unwomen.org/pdf/ru/RU_CH10.pdf Chapter 8.

included the issues relevant to the NAP 1325 in their regional programmes in 21 oblasts. Moreover, regional implementers, particularly civil society organizations, have highlighted the important role of the 1325 agenda for mobilizing and consolidating joint efforts of all sectors and local-level interests. This significant achievement can be maintained with continued analysis and the integration of regional specificities in the local 1325 action plans. Thus, the NAP 1325 serves as a type of “umbrella” for regional and local 1325 action plans, which should correspond with each other.

The effectiveness and impact of the NAP 1325 could be strengthened by piloting certain approaches to test implementation. The piloting approaches can reveal good practices for introducing and designing selected tools for national implementation, training and monitoring. The advantage of piloting projects is the possibility to observe and monitor progress. Piloting is also an effective way to track access to services and evaluate the effectiveness of specialized trainings.

The evaluation of the degree to which the Ukraine National Action Plan adopted by the Ukrainian Government on 24 February 2016 aligns with UNSCR 1325 includes a comparative analysis of key measures prescribed by UNSCR 1325 that are to be implemented by state-signatories as well as tasks and activities mentioned in the NAP 1325. The below Table 1 presents a compar-

ative analysis of corresponding UNSCR 1325 principles and NAP 1325 actions, indicating the state authorities that are responsible for implementing each activity, commenting on the relevance of the actions and highlighting the corresponding pillars to which the actions support. Table 1 includes the recommended measures to Member States as they appear in UNSCR 1325. It also presents the activities of the Ukraine NAP 1325, which were included in response to the country context and the needs of special groups.

The comparative analysis aims to compare not only the provisions of UNSCR 1325 and Ukraine’s NAP 1325, but also to examine whether the values embodied in the resolution have been translated to the NAP. Rather than examining the dichotomy between “the letter and spirit” of a legal or policy document, “the letter” generally refers to the accepted characteristics and definitions of a text precisely as written, whereas “the spirit” refers to the underlying intent as implied by the UN Security Council. Due to the special nature of the UN Security Council and its resolutions, it is possible to discern ideas of peace and security, disarmament, demilitarization and demobilization in UNSCR 1325. Although the goals and values pursued by UNSCR 1325 have no direct textual design, their recognition and significance are rooted in the in-depth content of UNSCR 1325. The spirit of the text embodies the values, principles, axioms and presump-

tions of the text. While measures of UNSCR 1325 may be formal (an international political document), the NAP activities should reflect the reality on the ground.

TABLE 1.

Comparative analysis of the proposed measures in UNSCR 1325 and their inclusion in Ukraine’s National Action Plan on the implementation of UNSCR 1325 for 2016–2020.

UNSCR 1325 MEASURES	UKRAINE NAP 1325 ACTIVITIES	Responsible Implementing Authorities	Relevance Degree/ Comments
<p>1. To ensure increased representation of women at all decision-making levels in national, regional and international institutions and mechanisms for the prevention, management and resolution of conflict</p> <p>PARTICIPATION</p>	<p>1.3. Analysis of practices and conditions of women’s participation in international peacebuilding processes, negotiation groups, multilateral activities on dealing with internal and external challenges and threats</p> <p>PARTICIPATION</p>	<p>MOD, MFA, MoSP, SBGS, MOI, and international organizations (upon consent)</p>	<p>The UNSCR’s measure is aimed at fulfilment of the Participation Principle.</p> <p>NAP 1325 also ensures implementation of the principle in eight out of 49 actions.</p> <p>This set of activities covers local, national and international levels</p>
	<p>4.6 Conducting trainings on the theory and practice of peacebuilding, reconciliation and participation in peacebuilding processes for women involved in resolving conflicts and crisis situations, in peacekeeping personnel and forces, negotiation processes, etc.</p> <p>PARTICIPATION</p>	<p>MoSP, MOD, MOI, MFA, SBU (upon consent), Oblast, Kyiv state administrations, NGOs and international organizations (upon consent)</p>	
	<p>5.1 Ensuring women’s participation in international operations for restoring peace and security</p> <p>PARTICIPATION</p>	<p>MOI, MOD, MFA, NGOs and international organizations (upon consent)</p>	
	<p>5.2 Ensuring women’s participation in international peacekeeping activities, negotiating groups and multilateral activities aimed at combating internal and external security challenges and threats</p> <p>PARTICIPATION</p>	<p>MFA, MOD, MOI, SES, NGOs and international organizations (upon consent)</p>	
	<p>5.3 Ensuring women’s participation in the work of military-civil administrations in Donetsk and Lugansk oblast state administrations</p> <p>PARTICIPATION</p>	<p>MOD, SBU (upon consent), Donetsk, Luhansk oblast state administrations</p>	
	<p>5.4 Ensuring women’s participation in monitoring missions and international security organizations</p> <p>PARTICIPATION</p>	<p>MOD, MOI, MFA, Oblast, Kyiv state administrations, NGOs and international organizations (upon consent)</p>	
	<p>5.5 Increase in representation of women in security and defence sector through the implementation of positive actions using best international practices</p> <p>PARTICIPATION</p>	<p>MOD, MOI, SBGS, SBU (upon consent), MoSP, SES</p>	
	<p>7.6 Involving girls and women in promoting a dialogue and resolving conflicts at the community level, especially those hosting IDPs</p> <p>PARTICIPATION</p>	<p>Oblast, Kyiv state administrations, NGOs and international organizations (upon consent)</p>	

UNSCR 1325 MEASURES	UKRAINE NAP 1325 ACTIVITIES	Responsible Implementing Authorities	Relevance Degree/ Comments
<p>3. To provide candidates to the Secretary-General for inclusion in a regularly updated centralized roster</p> <p>PARTICIPATION</p>	<p>5.1 Ensuring women's participation in international operations for restoring peace and security</p> <p>PARTICIPATION</p>	<p>MOD, MOI, MFA, NGOs and international organizations (upon consent)</p>	<p>According to UNSCR 1325, the institutionalization of participation is ensured by the inclusion of women candidates in a centralized roster.</p>
	<p>5.2 Ensuring women's participation in international peacekeeping activities, negotiating groups and multilateral activities aimed at combating internal and external security challenges and threats</p> <p>PARTICIPATION</p>	<p>MFA, MOD, MOI, SES, NGOs and international organizations (upon consent)</p>	<p>Three of the activities of the NAP 1325 correspond with the UNSCR.</p>
	<p>5.4 Ensuring women's participation in monitoring missions and international security organizations</p> <p>PARTICIPATION</p>	<p>MOD, MOI, MFA, Oblast, Kyiv state administrations NGOs and international organizations (upon consent)</p>	
<p>6. To incorporate guidelines and materials on the protection, rights and the particular needs of women, as well as on the importance of involving women in all peacekeeping and peacebuilding measures, and HIV/AIDS awareness training into national training programmes for military and civilian police personnel</p> <p>PARTICIPATION PROTECTION</p>	<p>1.1 Conducting studies on the root causes of conflicts and their impact on women and girls, including risks of GBV and access to justice</p> <p>PREVENTION</p>	<p>MoSP, MOD, MOI, SJA (upon consent), Oblast, Kyiv state administration, NGOs and international organizations (upon consent)</p>	<p>This measure of UNSCR is aimed at training personnel to prevent violations of the rights and special needs of women, not only for protection, rehabilitation and reconciliation as foreseen by the NAP</p>
	<p>1.3 Analysis of practices and conditions of women's participation in international peacebuilding processes, negotiation groups and multilateral activities on dealing with internal and external challenges and threats</p> <p>PARTICIPATION</p>	<p>MOD, MFA, MoSP, SBGS, MOI, International organizations (upon consent)</p>	<p>Six of the activities of the NAP1325 align with the UNSCR 1325 's intended measure, while two activities are designed towards prevention</p>
	<p>1.4 Analysis of the use of international experience, existing training programmes on conflict-related issues, forced displacement, disarmament, demobilization, reintegration, access to justice</p> <p>PROTECTION RECOVERY / REHABILITATION</p>	<p>MoSP, MOD, MOI, SES, MES, SBU (upon consent), NGOs and international organizations (upon consent)</p>	
	<p>4.1 Development of training courses on the implementation of UNSCR 1325, gender aspects of addressing forced displacement, disarmament, mediation, demobilization, reintegration and access to justice, with the purpose to include the developed programmes into curricula of security and defence higher-educational institutions, as well as re-training courses</p> <p>PROTECTION RECOVERY / REHABILITATION</p>	<p>MOD, MOI, SES, MoSP, MES, SBU (upon consent), NGOs and international organizations (upon consent)</p>	
	<p>4.2 Trainings for armed forces and law enforcement personnel, including managers, on applying the positive tools in their work as well as on the issues of combating sexual violence in conflict situation, standard operating procedures for protective and rehabilitative measures for women affected by conflicts and crisis and prevention of HIV/AIDS</p> <p>PROTECTION RECOVERY / REHABILITATION</p>	<p>MOD, MOI, SES, SBGS, MoSP, MES, MOH, SBU (upon consent), MOJ, Oblast, Kyiv state administrations, NGOs and international organizations (upon consent)</p>	
	<p>4.3 Trainings for representatives of local authorities and civil servants on the implementation of UNSCR 1325, including prevention and resolving of conflicts, referral mechanism for provision of assistance to victims</p> <p>PROTECTION PREVENTION RECOVERY / REHABILITATION</p>	<p>Oblast, Kyiv state administrations, NGOs and international organizations (upon consent)</p>	

UNSCR 1325 MEASURES	UKRAINE NAP 1325 ACTIVITIES	Responsible Implementing Authorities	Relevance Degree/ Comments
<p>7. To increase their voluntary financial, technical and logistical support for gender-sensitive training efforts, including those undertaken by relevant funds and programmes</p> <p>PROTECTION</p> <p>PREVENTION</p> <p>RECOVERY / REHABILITATION</p>	<p>1.2 Development of a regional monitoring card on the state of protection, provision of assistance and rehabilitation of victims of gender-based violence, women's participation in peacebuilding and prevention of conflicts</p> <p>PARTICIPATION PROTECTION RECOVERY / REHABILITATION</p>	<p>MoSP, MOD, MOH, SJA (upon consent), Oblast, Kyiv state administrations, NGOs and international organizations (upon consent)</p>	<p>This measure is aimed at developing activities to provide various types of gender-sensitive trainings</p> <p>Seven activities focus mainly on protection, rehabilitation, reconciliation that are under responsibility of the staff to be trained</p>
	<p>4.1 Development of training courses on the implementation of UNSCR 1325, gender aspects of addressing forced displacement, disarmament, mediation, demobilization, reintegration and access to justice, with the purpose to include the developed programmes into curricula of security and defence higher educational institutions, as well as re-training courses</p> <p>PROTECTION RECOVERY / REHABILITATION</p>	<p>MOD, MOI, SES, MoSP, MES, SBU (upon consent), NGOs and international organizations (upon consent)</p>	
	<p>4.2 Trainings for armed forces and law enforcement personnel, including managers, on applying the positive tools in their work as well as on the issues of combating sexual violence in conflict situation, standard operating procedures for protective and rehabilitative measures for women affected by conflicts and crisis and prevention of HIV/AIDS</p> <p>PROTECTION RECOVERY / REHABILITATION</p>	<p>MOD, MOI, SES, SBGS, MoSP, MES, MOH, SBU (upon consent), MOJ, Oblast, Kyiv state administrations, NGOs and international organizations (upon consent)</p>	
	<p>4.3 Trainings for representatives of local authorities and civil servants on the implementation of UNSCR 1325, including preventing and resolving of conflicts and referral mechanisms for provision of assistance to victims</p> <p>PROTECTION PREVENTION RECOVERY / REHABILITATION</p>	<p>Oblast, Kyiv state administrations, NGOs and international organizations (upon consent)</p>	
	<p>4.4 Trainings for social service providers, psychologists, legal specialists, medical specialists, representatives of NGOs and volunteers on the provision of gender-sensitive social services, prevention and combating all forms of violence against women, assistance to those affected by conflicts, sexual violence, considering special needs of disabled and elderly persons</p> <p>PROTECTION PREVENTION RECOVERY / REHABILITATION</p>	<p>MoSP, MOH, MES, Oblast, Kyiv state administrations, NGOs and international organizations (upon consent)</p>	
	<p>4.5 Trainings for teachers and parents on special issues of life security of boys and girls, including avoiding risks related to explosive remnants and psychological assistance to girls and boys affected by conflicts</p> <p>PREVENTION RECOVERY / REHABILITATION</p>	<p>MES, SES, MoSP, Oblast, Kyiv state administrations, NGOs and international organizations (upon consent)</p>	
	<p>4.6 Conducting trainings on the theory and practice of peacebuilding, reconciliation and participation in peacebuilding processes for women involved in resolving conflicts and crisis situations, in peacekeeping personnel and forces and negotiation processes.</p> <p>PARTICIPATION</p>	<p>MoSP, MOD, MOI, MFA, SBU (upon consent), Oblast, Kyiv state administrations, NGOs and international organizations (upon consent)</p>	

UNSCR 1325 MEASURES	UKRAINE NAP 1325 ACTIVITIES	Responsible Implementing Authorities	Relevance Degree/ Comments
<p>8. To adopt a gender perspective, including, inter alia:</p> <p>(a) The special needs of women and girls during repatriation and resettlement and for rehabilitation, reintegration and post-conflict reconstruction;</p> <p>(b) Measures that support local women's peace initiatives and indigenous processes for conflict resolution, and that involve women in all of the implementation mechanisms of the peace agreements; and</p> <p>(c) Measures that ensure the protection of and respect for human rights of women and girls, particularly as they relate to the constitution, the electoral system, the police and the judiciary</p> <p>PARTICIPATION</p> <p>PROTECTION</p> <p>RECOVERY / REHABILITATION</p>	<p>1.2 Development of a regional monitoring card on the state of protection, provision of assistance and rehabilitation of victims of gender-based violence, women's participation in peacebuilding and prevention of conflicts</p> <p>PARTICIPATION PROTECTION RECOVERY / REHABILITATION</p>	<p>MoSP, MOD, MOH, SJA (upon consent), Oblast, Kyiv state administrations, NGOs and international organizations (upon consent)</p>	<p>This measure of the UNSCR is designed for the promotion of gender mainstreaming in both needs assessments and development of activities. The latter are related to post-conflict development, participation, and protection of women.</p> <p>Forty activities of the NAP 1325 are designed mainly towards protection, rehabilitation and reconciliation.</p>
	<p>1.3 Analysis of practices and conditions of women's participation in international peacebuilding processes, negotiation groups and multilateral activities on dealing with internal and external challenges and threats</p> <p>PARTICIPATION</p>	<p>MOD, MFA, MoSP, SBGS, MOI, International organizations (upon consent)</p>	
	<p>1.4 Analysis of the use of international experience, existing training programmes on conflict-related issues, forced displacement, disarmament, demobilization, reintegration and access to justice</p> <p>PROTECTION RECOVERY / REHABILITATION</p>	<p>MoSP, MOD, MOI, SES, MES, SBU (upon consent), NGOs and international organizations (upon consent)</p>	
	<p>2.1 Needs assessment for populations in conflict situations regarding medical, humanitarian assistance, educational and administrative services, employment, primary and secondary legal aid, taking into account age, gender, health conditions and place of residence</p> <p>RECOVERY / REHABILITATION</p>	<p>Oblast, Kyiv state administrations, MOH, MES, MOJ, NGOs and international organizations (upon consent)</p>	
	<p>2.2 Assessment of the population's needs in social services</p> <p>RECOVERY / REHABILITATION</p>	<p>Oblast, Kyiv state administrations</p>	
	<p>2.3 Needs assessment on access to medical services for women and men, including disabled persons, elderly, HIV-positive persons, pregnant women and minors in situation of conflict and post-conflict period</p> <p>RECOVERY / REHABILITATION</p>	<p>MoSP, MH, Oblast, Kyiv state administrations, NGOs and international organizations (upon consent)</p>	
	<p>2.4 Analysis and development of recommendations on the establishment of necessary infrastructure, taking into account girls' and boy's, men's and women's needs, including disabled persons</p> <p>RECOVERY / REHABILITATION</p>	<p>MoSP, Oblast, Kyiv state administrations, NGOs and international organizations (upon consent)</p>	
	<p>3.3 Ensuring the appropriate response to gender-based violence cases in the ATO areas and areas with large numbers of IDPs</p> <p>PROTECTION</p>	<p>MOI, MOD, SBGS, MoSP, SBU (upon consent), Oblast, Kyiv state administrations, NGOs and international organizations (upon consent)</p>	
	<p>3.4 Social contracting for implementation of programmes and projects aimed at combating gender-based violence, assistance to victims of conflicts and ensuring gender equality during the conflict management</p> <p>PROTECTION RECOVERY / REHABILITATION</p>	<p>Oblast, Kyiv state administrations, NGOs and international organizations (upon consent)</p>	

UNSCR 1325 MEASURES	UKRAINE NAP 1325 ACTIVITIES	Responsible Implementing Authorities	Relevance Degree/ Comments
	<p>4.1 Development of training courses on the implementation of UNSCR 1325, gender aspects of addressing forced displacement, disarmament, mediation, demobilization, reintegration and access to justice, with the purpose to include the developed programmes into curricula of security and defence higher educational institutions and re-training courses</p> <p>PROTECTION RECOVERY / REHABILITATION</p>	<p>MOD, MOI, SES, MoSP, MES, SBU (upon consent), NGOs and international organizations (upon consent)</p>	
	<p>4.2 Trainings for armed forces and law enforcement personnel, including managers, on applying the positive tools in their work as well as on the issues of combating sexual violence in conflict situation, standard operating procedures for protective and rehabilitative measures for women affected by conflicts and crisis, prevention of HIV/AIDS</p> <p>PROTECTION RECOVERY / REHABILITATION</p>	<p>MOD, MOI, SES, SBGS, MoSP, MES, MOH, SBU (upon consent), MOJ, Oblast, Kyiv state administrations, NGOs and international organizations (upon consent)</p>	
	<p>4.3 Trainings for representatives of local authorities and civil servants on the implementation of UNSCR 1325, including prevention and resolving of conflicts and referral mechanism for provision of assistance to victims</p> <p>PROTECTION PREVENTION RECOVERY / REHABILITATION</p>	<p>Oblast, Kyiv state administrations, NGOs and international organizations (upon consent)</p>	
	<p>4.4 Trainings for social service providers, psychologists, legal specialists, medical specialists, representatives of NGOs and volunteers on the provision of gender-sensitive social services, prevention and combating all forms of violence against women and assistance to those affected by conflicts, sexual violence, taking into account special needs of disabled and elderly persons</p> <p>PROTECTION PREVENTION RECOVERY / REHABILITATION</p>	<p>MoSP, MOH, MES, Oblast, Kyiv state administrations, NGOs and international organizations (upon consent)</p>	
	<p>4.5 Trainings for teachers and parents on special issues of life security of boys and girls, including avoiding risks related to explosive remnants and psychological assistance to girls and boys affected by conflicts</p> <p>PREVENTION RECOVERY / REHABILITATION</p>	<p>MES, SES, MoSP, Oblast, Kyiv State administrations, NGOs and international organizations (upon consent)</p>	
	<p>4.6 Conducting trainings on the theory and practice of peacebuilding, reconciliation and participation in peacebuilding processes for women involved in resolving conflicts and crisis situations, in peacekeeping personnel and forces, negotiation processes, etc.</p> <p>PARTICIPATION</p>	<p>MoSP, MOD, MOI, MFA, SBU (upon consent), Oblast, Kyiv state administrations, NGOs and international organizations (upon consent)</p>	
	<p>5.3 Ensuring women's participation in the work of military-civil administrations in Donetsk and Lugansk oblast state administrations</p>	<p>MOD, SBU, Donetsk and Lugansk oblast state administrations</p>	

UNSCR 1325 MEASURES	UKRAINE NAP 1325 ACTIVITIES	Responsible Implementing Authorities	Relevance Degree/ Comments
	5.6 Production of thematic programmes and social advertisement on gender aspects of prevention and resolving conflicts for placement in mass media PREVENTION RECOVERY / REHABILITATION	MoSP, MIP, NGOs and international organizations (upon consent)	
	5.7 Media placement of thematic programmes and social advertisement on the gender aspects of preventing and resolving conflicts PREVENTION RECOVERY / REHABILITATION	Oblast, Kyiv state administrations,	
	6.1 Conducting awareness-raising events on personal and collective security of population on the territories that are or have recently been affected by armed conflicts, trainings on security measures, taking into account gender aspects and the special needs of disabled and elderly people PROTECTION	MoSP, MOD, MOH, Oblast, Kyiv state administrations, NGOs and international organizations (upon consent)	
	7.1 Improvement of legislation on the issues of combating all forms of violence against women, assistance to victims of gender-based violence, especially rape and other forms of sexual violence, taking into account the needs of victims of conflicts, including the special needs of disabled people PROTECTION	MoSP, MOD, MOI, SES, SBGS, MES, MOH	
	7.2 Production of awareness-raising materials to create public awareness on tolerance and a culture of peace, intolerance to discrimination, combating gender-based violence in conflict and post-conflict period PREVENTION RECOVERY / REHABILITATION	MoSP, MYS, MIP, MOD, MOI, NGOs and international organizations (upon consent)	
	7.3 Conducting-awareness raising campaigns on the issues of combating gender-based violence in conflict and post-conflict period, promoting proactive citizenship on gender-based violence cases and involving men and boys into anti-gender-based violence activities PREVENTION	Oblast, Kyiv state administrations, NGOs and international organizations (upon consent)	
	7.4 Conducting trainings for mass media representatives on the tools of promoting public tolerance, a culture of peace and combating gender-based violence PREVENTION	MoSP, MIP, Oblast, Kyiv state administrations, NGOs and international organizations (upon consent)	
	7.5 Awareness-raising activities aimed at promoting the culture of peace, public tolerance and conflict prevention among youth PREVENTION	MoSP, MYS, MES, MIP, Oblast, Kyiv state administrations, NGOs and international organizations (upon consent)	
	7.6 Involving girls and women in promoting a dialogue and resolving conflicts at the community level, especially those hosting internally displaced persons PARTICIPATION	Oblast, Kyiv state administrations, NGOs and international organizations (upon consent)	

UNSCR 1325 MEASURES	UKRAINE NAP 1325 ACTIVITIES	Responsible Implementing Authorities	Relevance Degree/ Comments
	8.1 Implementation of special activities for the protection of women and girls from sexual violence in conflict situations PROTECTION	MOI, SJA (upon consent), MOD, SBU (upon consent)	
	8.2 Improvement and implementation of effective referral mechanism for assistance to women and girls surviving gender-based violence, especially rape and other forms of sexual violence PROTECTION	MoSP, MOI, MOD, SBU (upon consent), MES, MOH, Oblast, Kyiv state administrations	
	8.5 Development and update of the database of institutions and organizations that provide assistance and protection to gender-based violence survivors as well as dissemination of information regarding services provided by them PROTECTION	MoSP, Oblast, Kyiv state administrations	
	8.6 Development and dissemination of methodological materials on protection and assistance to those affected by conflicts, taking into account the needs of internally displaced persons, people living in the ATO regions, and settlements situated on the line of armed clashes and temporarily occupied territories PROTECTION	MoSP, SES, SBGS, Oblast, Kyiv state administrations, NGOs and international organizations (upon consent)	
	9.1 Development and implementation of rehabilitation and reintegration programmes for people who suffered from conflicts and violence, internally displaced persons and ex-combatants/demobilized persons and their families, taking into account needs of women and girls RECOVERY / REHABILITATION	MoSP, MOH, MES, Oblast, Kyiv state administrations, NGOs and international organizations (upon consent)	
	9.2. Providing free primary legal services for people who suffered from conflicts and gender-based violence, including sexual violence PROTECTION	MOJ, Oblast, Kyiv state administrations, NGOs and international organizations (upon consent)	
	9.3. Providing comprehensive assistance to gender-based violence survivors within the existing framework of institutions and organizations working in the respective sphere PROTECTION	Oblast, Kyiv state administrations, NGOs and international organizations (upon consent)	
	9.4. Promoting women's initiative groups, organizing support and self-help groups for people affected by conflicts, taking into account special needs of girls and boys, women and men RECOVERY / REHABILITATION	Oblast, Kyiv state administrations, NGOs and international organizations (upon consent)	
	9.5. Providing medical and educational services on the reproductive health of women who suffered from conflicts RECOVERY / REHABILITATION	Oblast, Kyiv state administrations, MOH, MES, NGOs and international organizations (upon consent)	
	10.4. Conducting surveys among women affected by conflicts, with representatives of NGOs and volunteers providing assistance	Oblast, Kyiv state administrations, NGOs and international organizations (upon consent)	

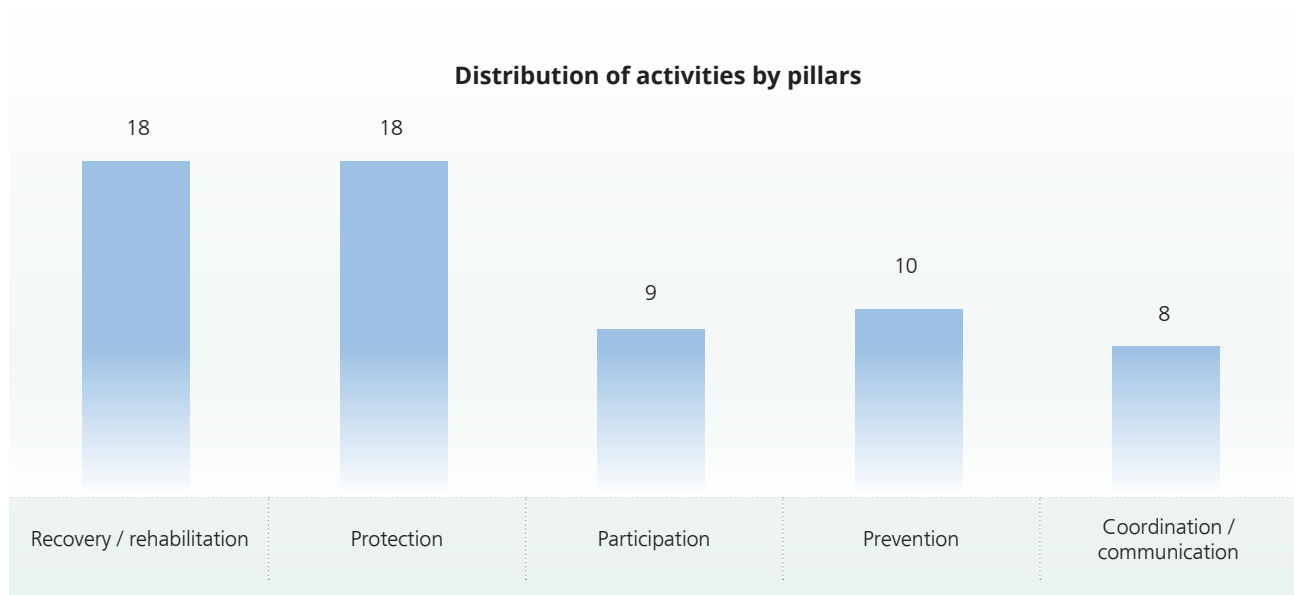
UNSCR 1325 MEASURES	UKRAINE NAP 1325 ACTIVITIES	Responsible Implementing Authorities	Relevance Degree/ Comments	
	10.6. Conducting surveys aimed at tracking changes, trends and public impact	MoSP, NAS (upon consent), NGOs and international organizations (upon consent)		
9. Calls upon all parties to armed conflict to respect fully international law applicable to the rights and protection of women and girls, especially as civilians, in particular the obligations applicable to them under the Geneva Conventions of 1949 and the Additional Protocols thereto of 1977, the Refugee Convention of 1951 and the Protocol thereto of 1967, the Convention on the Elimination of All Forms of Discrimination against Women of 1979 and the Optional Protocol thereto of 1999 and the United Nations Convention on the Rights of the Child of 1989 and the two Optional Protocols thereto of 25 May 2000, and to bear in mind the relevant provisions of the Rome Statute of the International Criminal Court	1.2 Development of a regional monitoring card on the state of protection, provision of assistance and rehabilitation of victims of gender-based violence, women's participation in peacebuilding and prevention of conflicts PARTICIPATION PROTECTION RECOVERY / REHABILITATION	MoSP, MOD, MOH, SJA (upon consent), Oblast, Kyiv state administrations, NGOs and international organizations (upon consent)	The measure is aimed to institutionalize the implementation and legal reporting on international standards and obligations. Twelve activities focusing on protection and rehabilitation aim to implement the principles of humanitarian law and human rights	
	1.4 Analysis of use of international experience, existing training programmes on conflict-related issues, forced displacement, disarmament, demobilization, reintegration and access to justice PROTECTION RECOVERY / REHABILITATION	MoSP, MOD, MOI, SES, MES, SBU, NGOs and international organizations (upon consent)		
	2.1 Needs assessment for the population in conflict situations regarding medical, humanitarian assistance, educational and administrative services, employment, primary and secondary legal aid, taking into account age, gender, health conditions and place of residence RECOVERY / REHABILITATION	Oblast, Kyiv state administrations, MOH, MES, MOJ, NGOs and international organizations (upon consent)		
	2.2 Assessment of population's needs in social services RECOVERY / REHABILITATION	Oblast, Kyiv state administrations		
	2.3. Needs assessment on access to medical services for women and men, including disabled persons, elderly, HIV-positive persons, pregnant women and minors in situation of conflict and post-conflict period RECOVERY / REHABILITATION	MoSP, MOH, Oblast, Kyiv state administrations, NGOs and international organizations (upon consent)		
	3.3. Ensuring the appropriate response to gender-based violence cases in the ATO areas and areas with large numbers of IDPs PROTECTION	MOI, MOD, SBGS, MoSP, SBU (upon consent), Oblast, Kyiv state administrations, NGOs and international organizations (upon consent)		
	7.1. Improvement of legislation on the issues of combating all forms of violence against women, assistance to survivors of gender-based violence, especially rape and other forms of sexual violence, taking into account the needs of victims of conflicts, including the special needs of disabled people PROTECTION	MoSP, MOD, MOI, SES, SBGS, MES, MOH		
	8.3. Criminal investigation and prosecution of sexual offenders PROTECTION	MOI, SJA (upon consent), GPOU, SBU (upon consent)		

UNSCR 1325 MEASURES	UKRAINE NAP 1325 ACTIVITIES	Responsible Implementing Authorities	Relevance Degree/ Comments
<p>10. To take special measures to protect women and girls from gender-based violence, particularly rape and other forms of sexual abuse, and all other forms of violence in situations of armed conflict</p> <p>PROTECTION</p>	<p>1.2. Development of a regional monitoring card on the state of protection, provision of assistance and rehabilitation of victims of gender-based violence, women's participation in peacebuilding and prevention of conflicts</p> <p>PARTICIPATION PROTECTION RECOVERY / REHABILITATION</p> <p>7.1. Improvement of legislation on the issues of combating all forms of violence against women, assistance to survivors of gender-based violence, especially rape and other forms of sexual violence, taking into account needs of victims of conflicts, including special needs of disabled people</p> <p>PROTECTION</p> <p>8.1. Implementation of special activities for the protection of women and girls from sexual violence in conflict situations</p> <p>PROTECTION</p> <p>8.2. Improvement and implementation of effective referral mechanisms for assistance to women and girls who have suffered from gender-based violence, especially rape and other forms of sexual violence</p> <p>PROTECTION</p>	<p>MoSP, MOD, MOH, SJA (upon consent), Oblast, Kyiv state administrations, NGOs and international organizations (upon consent)</p> <p>MoSP, MOD, MOI, SES, SBGS, MES, MOH</p> <p>MOI, SJA (upon consent), MOD, SBU (upon consent)</p> <p>MoSP, MOI, MOD, SBU (upon consent), MES, MOH, Oblast, Kyiv state administrations</p>	<p>The measures of the UNSCR aim to develop and adopt of special procedural mechanisms for the protection of women and girls against all forms of violence, especially rape.</p> <p>Four activities of the NAP focus on protection and are reactive nature</p>
<p>11. To put an end to impunity and to prosecute those responsible for genocide, crimes against humanity and war crimes, including those relating to sexual and other violence against women and girls, and in this regard stresses the need to exclude these crimes, where feasible, from amnesty provisions</p> <p>PROTECTION</p> <p>RECOVERY / REHABILITATION</p>	<p>1.2. Development of a regional monitoring card on the state of protection, provision of assistance and rehabilitation of victims of gender-based violence, women's participation in peacebuilding and prevention of conflicts</p> <p>PARTICIPATION PROTECTION RECOVERY / REHABILITATION</p> <p>1.4. Analysis of use of international experience, existing training programmes on conflict-related issues, forced displacement, disarmament, demobilization, reintegration and access to justice</p> <p>PROTECTION RECOVERY / REHABILITATION</p> <p>7.1. Improvement of legislation on the issues of combating all forms of violence against women, assistance to victims of gender-based violence, especially rape and other forms of sexual violence, taking into account needs of victims of conflicts, including special needs of disabled people</p> <p>PROTECTION</p> <p>8.1. Implementation of special activities for the protection of women and girls from sexual violence in conflict situations</p> <p>PROTECTION</p> <p>8.3. Criminal investigation and prosecution of sexual offenders</p> <p>PROTECTION</p> <p>8.4. Improvement of the reporting mechanism on sexual violence cases</p> <p>PROTECTION</p>	<p>MoSP, MOD, MOH, SJA (upon consent), Oblast, Kyiv state administrations, NGOs and international organizations (upon consent)</p> <p>MoSP, MOD, MOI, SES, MES, SBU, NGOs and international organizations (upon consent)</p> <p>MoSP, MOD, MOI, SES, SBGS, MES, MOH</p> <p>MOI, SJA (upon consent), MOD, SBU (upon consent)</p> <p>MOI, SJA (upon consent), GPOU, SBU (upon consent)</p> <p>MOI</p>	<p>The UNSCR measure has the objective to develop legal measures on the protection of women and girls and to prosecute those responsible for criminal acts that are considered war crimes and not grant amnesty.</p> <p>Six activities of the NAP ensure protection and rehabilitation of affected populations.</p>

UNSCR 1325 MEASURES	UKRAINE NAP 1325 ACTIVITIES	Responsible Implementing Authorities	Relevance Degree/ Comments
12. To respect the civilian and humanitarian character of refugee camps and settlements and to take into account the particular needs of women and girls, including in their design PROTECTION PREVENTION	1.2. Development of a regional monitoring card on the state of protection, provision of assistance and rehabilitation of survivors of gender-based violence, women's participation in peacebuilding and prevention of conflicts PARTICIPATION PROTECTION RECOVERY / REHABILITATION	MoSP, MOD, MOH, SJA (upon consent), Oblast, Kyiv state administrations, NGOs and international organizations (upon consent)	This measure is aimed to emphasize the needs of beneficiaries in the establishment of infrastructure facilities. Two activities are focused on protection, rehabilitation, and reconciliation of IDPs
	2.4. Analysis and development of recommendations on the establishment of necessary infrastructure, taking into account girls' and boys', men's and women's needs, including disabled persons RECOVERY / REHABILITATION	MoSP, Oblast, Kyiv state administrations, NGOs and international organizations (upon consent)	
Management / coordination and communication measures ORGANIZATIONAL ENVIRONMENT	3.2. 3.2 Support the activities of the inter-agency working group and coordination between agents of interaction on the implementation of UNSCR 1325	MoSP, MYS, SBGS, MOI, MFA, MOJ, MES, MOD, SES, SJA (upon consent), SBU (upon consent), NGOs and international organizations (upon consent)	These measures ensure implementation of each of four pillars of UNSCR 1325. These measures help to create an organizational environment that will enhance the effectiveness of the implementation process of NAP 1325.
	7.2 Production of awareness-raising materials to create public awareness on tolerance and a culture of peace, intolerance to discrimination, combating gender-based violence in conflict and post-conflict period	MoSP, MYS, MIP, MOD, MOI, NGOs and international organizations (upon consent)	
	7.3 Conducting awareness-raising campaigns on the issues of combating gender-based violence in conflict and post-conflict periods, promoting proactive citizenship on gender-based violence cases, involving men and boys in anti-gender-based violence activities	Oblast, Kyiv state administrations, NGOs and international organizations (upon consent)	
	7.4 Conducting trainings for mass media representatives on tools to promote public tolerance and a culture of peace and to combat gender-based violence	MoSP, MIP, Oblast, Kyiv state administrations, NGOs and international organizations (upon consent)	
	7.5. Awareness-raising activities aimed at promoting a culture of peace, public tolerance and conflict prevention among youth	MoSP, MYS, MES, MIP, Oblast, Kyiv state administrations, NGOs and international organizations (upon consent)	
	10.1. Establishment and support of the inter-agency working group on the development of the list of indicators for evaluation of effectiveness of the NAP for implementation of UNSCR 1325 "Women. Peace. Security" till 2020	MoSP, other national authorities, scientific institutions, NGOs and international organizations (upon consent)	
	10.2. Development of unified formats and methodological materials for the preparation of analytical reports for national and local authorities	---	
	10.3. Preparation and publication of the national report on the implementation of the National Action Plan	MoSP, MYS, SBGS, MOI, MFA, MOH, MOD, SES, SJA (upon consent), SBU (upon consent), Oblast, Kyiv state administrations, NGOs and international organizations (upon consent)	
	10.5. Conducting monitoring of NAP 1325 implementation in selected regions	MoSP, MOI, MOH, MES, MOD, Oblast, Kyiv state administrations, NGOs and international organizations (upon consent)	
NOT RELEVANT MEASURES	3.1. Activation of regional inter-agency coordination councils on the prevention of domestic violence and combating trafficking in human beings in the context of implementing UNSCR1325	Oblast, Kyiv state administrations	

(The numbering of measures/activities correspond to the paragraphs and activities in the text of UNSCR 1325 and NAP 1325 respectively.)

FIGURE 1.



Nine measures of UNSCR 1325 that are addressed to Member States were selected for analysis. These measures correspond to one or more pillars. Forty-nine activities from the NAP 1325 were also selected, some of which also correspond to several UNSCR pillars and more than one UNSCR measure. The value of these activities is that their implementation has long-term impacts and is considered not only in the context of the corresponding measures and pillars, but also in the general meaning of UNSCR 1325. The philosophy of UNSCR 1325 clearly reflects the accepted premise that sustainable peace is dependent on gender equality.

Thus, NAP 1325 is considered not merely as a set of activities, but as a set of values. This means that NAP 1325 corresponds to both

the letter and spirit of UNSCR 1325.

At the same time, NAP Activity 3.1 (on the creation of regional inter-agency coordination councils on preventing domestic violence and trafficking in humans) is not linked to UNSCR 1325 implementation; Activity 3.1 should instead be a part of relevant policy irrespective the existence of an armed conflict.

Nine activities in the NAP 1325 were identified as related to management/coordination and communication measures that support an enabling environment for NAP implementation. These measures improve the effectiveness and impact of the plan. See Figure 1 for the distribution of the NAP activities and their corresponding pillars.

Despite the ongoing armed conflict, and thus the high demand for measures focused on protection, Ukraine is implementing a comparable number of activities focused on rehabilitation (reconciliation). Moreover, a proactive policy to prevent conflicts has been developed and is currently being implemented. However, the participation principle requires the further attention and efforts of the Government.

Coordination of state authorities and other actors responsible for UNSCR 1325 goals.

The NAP 1325 lists the state parties and actors responsible for implementation. Achieving the Resolution's goals requires constant monitoring of both NAP implementation and institutional ►

► plans. In addition, there is a separate task to coordinate all the efforts of the responsible parties across sectors.

The Ministry of Social Policy (MoSP) is the authorized agency responsible for NAP 1325 implementation; although there is no Coordination Council for the implementation of the 1325 agenda. So far, the authorized agency that presently leads the NAP implementation and collects the annual reports from the relevant state agencies has insufficient resources and capacities for coordinating NAP 1325 imple-

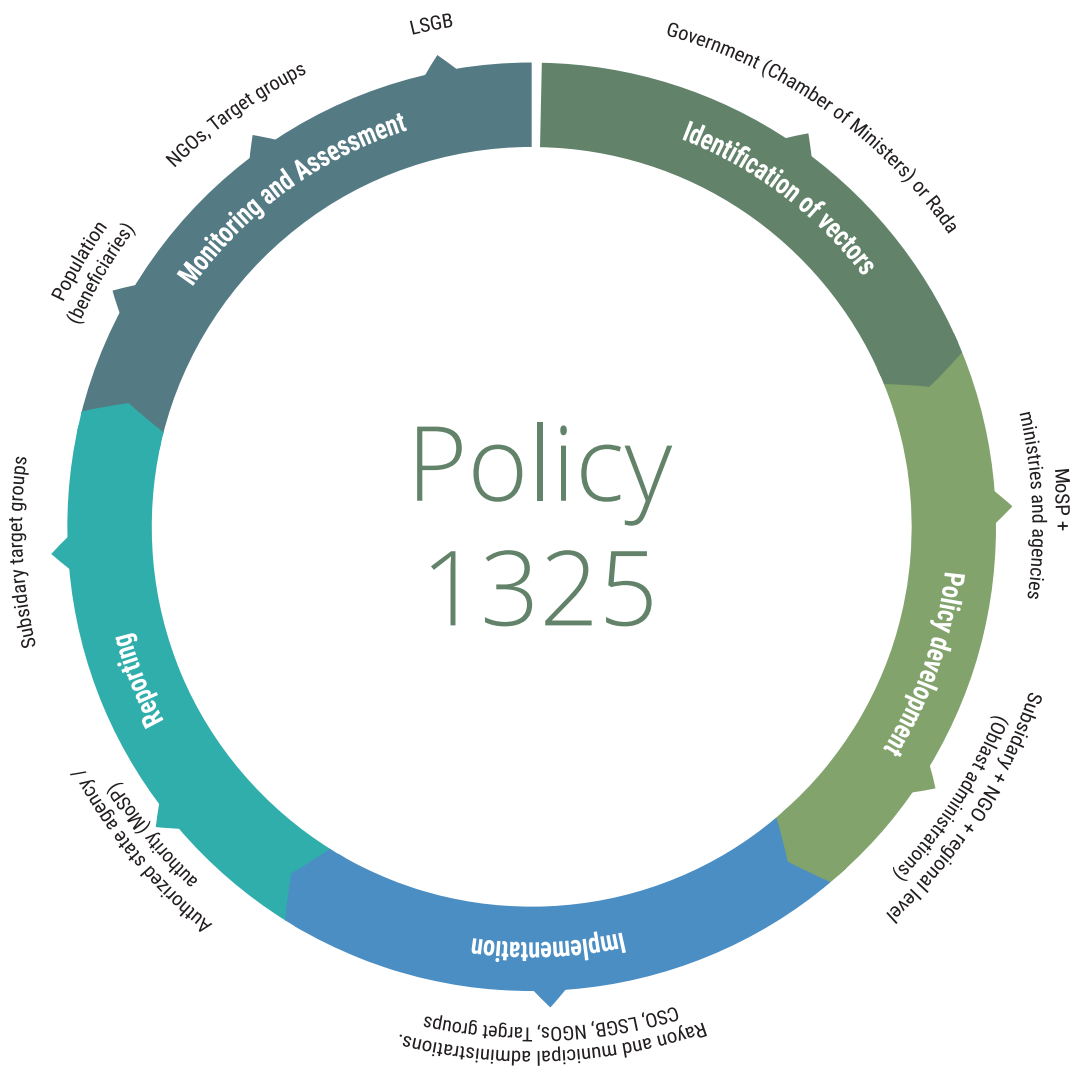
menters. Despite the existence of a separate task in the NAP for inter-agency coordination, this coordination was mentioned by those interviewed as one of the main challenges in NAP 1325 implementation.

The functions of government agencies are determined by their place and role in the policy development cycle. Each phase of the policy development cycle is implemented by different State actors to ensure wide participation of stakeholders, to avoid concentration of authority within one agency and to distribute

responsibilities across various phases of the policy cycle (see Figure 2).

The experiences of several countries (e.g. Georgia, Serbia) demonstrate that supervisory body or councils can often serve as effective coordination mechanisms that can simultaneously be NAP 1325 responsible agencies. Independent civil society organizations can conduct monitoring and evaluation. The existence of a type of interaction mechanism or platform on UNSCR 1325 is one of the prerequisites for designing and ►

FIGURE 2:
Process and Phases of NAP 1325 Policy Development





The Belgian experience on establishing a Multilateral Platform for NAP 1325 is pertinent, as this platform includes members from the women’s, peace and human rights movement, members of parliament and representatives of State administrations and institutions.

► implementing adequate measures that respond to the needs of the beneficiaries. The beneficiaries should expect that such a mechanism will provide assistance and services in conflict situations and post-conflict development.

However, while there may be political will to implement UNSCR 1325 and to establish coordination mechanisms, the task of coordinating and engaging NAP 1325 implementing parties – government institutions and central executive bodies – is just one approach to implement the NAP activities and tasks. In this view, poor coordination is not the real problem. The need for coordination can be realized and addressed by the implementing parties when they see the tasks that require joint efforts, which leads to the achievement of a shared result. The Georgian National Coordination Group consists of 20 state bodies, representatives of NGOs, in addition to representatives from the regions located near the conflict zones. The Group holds quarterly sessions in order to discuss progress and gaps in task implementation.

In Ukraine, coordination mechanisms could be strengthened through the establishment of a Coordination Council under the government, particularly the Office of the Deputy Prime Minister. The regulation on the 1325 Coordination Council should include areas such as: Terms of References, regularity and procedures of horizontal and vertical interaction between state authorities. It is important to also include those implementers that have no man-

agement links with government (e.g. local self-government bodies and CSOs).

The Government Commissioner on Gender Equality Policy is a position that has the potential to contribute to coordination, given that the Commissioner has the functions of ensuring that the Cabinet of Ministers promotes equal rights and opportunities of women and men in all spheres of life. The Commissioner has been assigned the functions to cover areas related to gender equality for which the Government is responsible.

Division of responsibilities among implementing actors of tasks and activities.

NAP 1325 lists responsible state authorities and actors under each objective and activity. The relevance of their activities to the objectives of UNSCR 1325 affects the evaluation of the ministerial workplans. Differences in progress in achieving the objectives of UNSCR 1325 can be noted among different responsible institutions, which is largely attributable to the fact that not all ministries have departmental action plans. In addition, some important institutions were not included in the NAP 1325, such as the Ministry of Temporarily Occupied Territories and IDPs (MTOT), which was established after the adoption of the NAP 1325, and the Ministry of Regional Development, Building and Housing of Ukraine. In addition, a series of activities related to improving reporting mechanisms on sexual violence (e.g. oversight of investigations ►

► into conflict-related sexual violence) requires the mandatory involvement of the Prosecutor's Office, in particular the Military Prosecutor's Office (in accordance with the Rome Statute).³

The Ministry of Education and Science, despite the NAP's inclusion of relevant tasks (e.g. Task 4 related to elaborating and implementing trainings and training modules), was also not mentioned as a responsible party. The institutionalization of educational standards, curriculums and trainings on UNSCR 1325 should actively involve the Ministry, which was stressed by implementors from the security and defence sector.

It was also noted that despite having the appropriate resources and capacity, the Ukrainian Ministry of Information Policy is insufficiently engaged in the activities related to violence prevention, such as (Task 7) awareness-raising and promoting a culture of zero tolerance of violence.

As in other Ukrainian national action plans, the first listed ministry in the column of implementers is responsible for organizing and implementing the activities. The authorized Ministry of Social Policy appears first on the list of implementors. At the same time, the distribution of tasks and activities implies the transfer of the mandate of responsible party from one state agency to the next. In Sweden, this practice is actively implemented and demonstrates the commitment of state bodies to the 1325 agenda.

In Georgia, task implementation is assigned to a specific lead agency, which cooperates with an agency responsible for cooperation (see Table 2).

³ Clause 2. Prosecutor's Office functions "On Prosecutor's Office": 3) law enforcement by authorities responsible for operational and investigation activity, pre-trial investigation.

TABLE 2.
Distribution of Responsibilities between Georgian State Authorities

Impact area	Goal	Lead agencies
i: PARTICIPATION	Goal 1: Increased participation of women the security sector	<ul style="list-style-type: none"> Ministry of Defence, Ministry of Internal Affairs, Ministry of Foreign Affairs
	Goal 2: Increased participation of internally displaced and conflict affected women and women's and other civil society organizations in conflict prevention and conflict resolution	<ul style="list-style-type: none"> Office of the State Minister for Reconciliation and Civic Equality
II: PREVENTION	Goal 3: Prevention of SGBV and other risks related to human security	<ul style="list-style-type: none"> Office of the State Minister for Reconciliation and Civic Equality Ministry of Education and Science Interim Governmental Commission on the reaction to the needs of the affected population living in villages of the demarcation line Ministry of Defence Prosecutor General's Office Ministry of Internal Affairs Prime Minister's Office
III: PROTECTION	Goal 4: Socially and economically empowered internally displaced and conflict affected women, girls and their family members	<ul style="list-style-type: none"> Legal Aid Service Ministry of IDPs from Occupied Territories, Accommodation and Refugees Ministry of Economy and Sustainable Development Ministry of Labour, Health and Social Affairs National Statistics Office of Georgia-GEOSTAT State Fund for Protection and Assistance of (Statutory) Victims of Human Trafficking
V: EFFECTIVE IMPLEMENTATION AND MONITORING OF NAP ON UNSCR 1325	Goal 5: Strengthen accountability for the implementation of NAP on UNSCR 1325	<ul style="list-style-type: none"> Prime Minister's Office Public Defender's Office Georgian Public Broadcaster

Source: <http://www.peacewomen.org/sites/default/files/2016-2017%20NAP%20of%20Georgia%20.pdf>

CHAPTER 2

ENVIRONMENTAL ANALYSIS: CONTEXT, POLICIES, FACTORS AND DRIVERS AFFECTING NAP 1325 IMPLEMENTATION

Context



Since 2014, more than 10,000 people have been killed and approximately 1.8 million people were forced to leave their homes (1.1 million women and 700,000 men) as a result of the armed conflict in Eastern Ukraine.⁴

The population has suffered not only from the armed conflict itself, but also from its consequences.

Women and girls are a particularly vulnerable group during armed conflicts as a result of the lack of rule of law, deterioration of the social structure, displacement and the economic consequences of the conflict. The damage caused by the conflict has a significant and long-term nature, disproportionately affecting women. According to the report of the Office of the United Nations High Commissioner for Human Rights (OHCHR), women may be subjected to exploitation, sexual violence, rape, torture and trafficking in human beings.⁵ Sexual violence often remains unpunished in situations of conflict due to inaccessible or insufficient assistance and services. Conflict-affected small towns and rural areas in Ukraine have practically no systems of support for survivors of violence. Service delivery by law enforcement bodies, health and social facilities is hampered due to lack of necessary knowledge and skills to support survivors of conflict-related sexual violence in addition to limited infrastructure (e.g. crisis centres, shelters).⁶ Civil society organizations often fill the gap by providing these needed ser-

vices through donor-funded programmes.

There is also a lack of effective legal remedies for survivors of conflict-related sexual violence, such as mechanisms for reporting or filing a complaint. Data, which currently do not exist, are needed on the number and incidences of violence to design quality measures and services.⁷ Data collection on cases of violence is also limited due to stigma and “feelings of shame” experienced by survivors.⁸

Law enforcement and judicial systems are the principal means of legal remedies for sexual violence survivors. Amendments adopted recently by Ukraine to the Criminal Code and Criminal Procedure Code are serious steps towards addressing gender-based violence. NAP 1325 recognizes the lack of criminal investigation and prosecution of sexual offenders and includes measures to improve the mechanism for reporting sexual crimes. Planned actions will introduce response systems for survivors and will increase the effectiveness of law enforcement inves- ▶

⁴ Data for April 2016. CSOs shadow report 2016 on Ukraine, Implementation of the Recommendations of the Committee on the Elimination of Discrimination against Women No. 30 on women in conflict prevention, conflict and post-conflict situations, and UN Resolution 1325 Women, Peace, and Security of the UN Convention on the Elimination of All Forms of Discrimination against Women, 2016.

⁵ Office of the United Nations High Commissioner for Human Rights, Conflict-Related Sexual Violence in Ukraine, 14 March 2014 to 31 January 2017, 2017.

⁶ Ibid.

⁷ Report of the UN Country Team in Ukraine presented at the CEDAW 66th session, February 2017 <http://un.org.ua/en/information-centre/news/4040-report-of-the-un-country-team-in-ukraine-is-presented-at-the-cedaw-66th-session>

⁸ Office of the United Nations High Commissioner for Human Rights, Conflict-Related Sexual Violence in Ukraine, 14 March 2014 to 31 January 2017, 2017.



Ukraine has not yet ratified the Istanbul Convention, an important regional tool for combating violence against women.

► tigtations into allegations of violence, including sexual violence and human rights violations, expand judicial accessibility and ensure justice.

Ukraine has not yet ratified the Istanbul Convention, an important regional tool for combating violence against women. The Convention calls for all relevant state authorities and service providers to be engaged in a coordinated manner to combat violence against women and domestic violence. The Convention proposes the use of a package of preventive and protective measures against violence against women and domestic violence, as well as the criminalization of such acts.

A significant portion of the population has had to relocate from conflict-affected areas, simultaneously losing housing, property and resources, facing unemployment and limited access to social services. The main appeals of IDPs to state authorities are related to IDP status and family issues (e.g. divorce, birth registration, child support payments, receiving benefits and employment service registration, etc.).⁹ Existing infrastructure for support services for violence survivors is limited and focuses on survivors of domestic violence. The needs of those affected by the conflict and services related to rehabilitation and reintegration into communities remain unmet.

A survey of the mental health needs of IDPs and their access to psychological assistance¹⁰ demonstrated that a substantial proportion experience cumulative psychological trauma. However, despite the apparent need, quality services are often difficult to access due to a lack of awareness of the need, self-treatment because of the high cost of treatment and medicines and because of the poor quality of services offered. Results also demonstrated that women suffer more from symptoms of post-traumatic stress disorder (PTSD) and depression than men do, which negatively affects their family relations and decreases their ability to work. Nevertheless, women are expected to continue caring for their families in conditions of limited resources and social networks.¹¹

A particular group that should be considered are women who have participated in the military operations. According to reports, there are more than 10,000 women veterans,¹¹ but many cannot obtain veteran status for several reasons. Until 2016, women were prohibited from assuming certain military positions, so they participated in the conflict as volunteers or performed tasks in military operations that did not correspond to their official roles at the time or due to bureaucratic barriers impeding confirmation of combatant status. ►

⁹ CSOs shadow report 2016 on Ukraine Implementation of the Recommendations of the Committee on the Elimination of Discrimination against Women No. 30 on women in conflict prevention, conflict and post-conflict situations, and UN Resolution 1325 Women, Peace, and Security of the UN Convention on the Elimination of All Forms of Discrimination against Women, 2016.

¹⁰ The hidden consequences of the conflict. The problems of mental health of internally displaced persons and the availability of psychological assistance in Ukraine. InternationalAlert/GIP-Tbilisi/London School of Hygiene and Tropical Medicine 2017.

¹¹ Ibid.

¹² CSOs shadow report 2016 on Ukraine Implementation of the Recommendations of the Committee on the Elimination of Discrimination against Women No. 30 on women in conflict prevention, conflict and post-conflict situations, and UN Resolution 1325 Women, Peace, and Security of the UN Convention on the Elimination of All Forms of Discrimination against Women, 2016.



Women also currently make up approximately 7 percent (or more than 15,000) of the total number of Ukrainian service personnel, 1,000 of whom have received the status of participant in the military operations.

- ▶ A lack of official status prevents many women from benefiting from social protection schemes and makes them invisible to re-integration interventions, which are therefore mostly focused on male veterans.

The reform and modernization processes of the security and defence sectors in the context of the armed conflict have allowed the application of new approaches to management, operations and service delivery that are oriented towards complying with legal and political commitments to gender equality and human rights.

As the NAP 1325 review demonstrates, gender dimensions have been included in the goals and priorities of the military reform (see Chapter 3). Ongoing work to integrate gender equality and increase women’s participation in decision-making processes includes the establishment of Gender Advisors in the security and defence sectors. Considering and addressing the interests and needs of different groups will promote more effective planning of prevention, protection, recovery and rehabilitation measures.

Security and Defence institutions are typically male-dominated sectors, whereas women are often more prevalent in civil and administrative positions. Nevertheless, as highlighted in the report to the CEDAW Committee, Ukraine

has sent female soldiers to participate in peacekeeping forces worldwide. Women also currently make up approximately 7 percent (or more than 15,000) of the total number of Ukrainian service personnel, 1,000 of whom have received the status of participant in the military operations.¹³

The growth in the number of women in the security and defence sector is accompanied by an increased number of young women enrolling in military education institutions. The most significant increase occurred in the State Border Guard, where the proportion of women increased from 10 percent in 2016 to 24 percent in 2017.

Despite the removal of the restrictions against women serving in positions of combat, women are still more represented in positions that are deemed to not be dangerous.¹⁴ According to the Gender Impact Assessment of the Security and Defence Sector of Ukraine, the growth in the number of women in this sector can more likely be attributed to an increase in number of women applicants rather than to targeted actions taken by these institutions.¹⁵

Measures to increase the number of women in the security and defence sector should consider the specific needs of women concerning infrastructure, health ▶

¹³ Ibid.

¹⁴ Gender Impact Assessment of the Security and Defence Sector in Ukraine, UN Women Ukraine, 2017.

¹⁵ Ibid.

► services, residential conditions, uniform and other situations that are presently challenging for servicewomen. In the course of the interviews, female respondents noted that the infrastructure of the Ukrainian Armed Forces tends to focus on men's needs and overlooks the specific needs of women. Further, the infrastructure does not address security issues for servicewomen or protection from violence from other servicemen.¹⁶

Women also play critical roles in dealing with the consequences of conflict. Many local and national NGOs have been actively involved in developing the national and local action plans for the implementation of UNSCR 1325. However, the plans should also consider the needs and priorities of new target groups and vulnerable groups (e.g. women

veterans, war widows, women combatants, female IDPs) as well as their engagement in the implementation 1325 agenda. Currently the more inclusive processes that engage these target groups, including during the different stages of development and implementation of policies, projects, and activities, tend to be focused on addressing violence against women and its consequences.

Studies have highlighted the need for gender disaggregated statistics in order to better understand and analyse the different challenges experienced by women and men affected by the conflict. Gender disaggregated statistics are also important for the design and adoption of more targeted measures for reintegrating populations affected by the conflict into the community,

improving service delivery for target groups and reconstructing priority infrastructure to support the population.

¹⁶ Ibid.

Policies, Factors and Drivers Affecting NAP 1325 Implementation

In the framework of European and Euro-Atlantic Integration, Ukraine has made significant commitments to uphold certain standards, principles and practices of human rights and gender equality, including in the security and defence sector reform.

The ratification of CEDAW, the International Covenant on Civil and Political Rights, the International Covenant on Economic, Social, and Cultural Rights and other international commitments have also established a clearly defined framework of human rights and sustainable development.

It is important to note the consistent political will to recognize, respect and protect human rights and to consider emerging contexts that produce new interest groups and relevant institutions. Thus, in response to the emerging internally displaced populations and vulnerable groups affected by the conflict, the Government promptly responded by establishing the Ukrainian Ministry of Temporarily Occupied Territories and IDPs. The Government is also expected to establish a Ministry of Veteran’s Affairs.

The inclusion of the coordination of gender policy and the Women, Peace and Security Agenda in the mandate of the Deputy Prime Minister for European and Euro-Atlantic Integration of Ukraine is a positive step towards institu-

tionalizing issues related to NAP 1325.

The establishment of the position of Government Commissioner on Gender Equality Policy also increases the sustainability of the WPS agenda.

Therefore, the WPS agenda is extremely relevant in Ukraine in a number of contexts.

As a result of global advocacy among women’s organizations and women’s human rights defenders, UNSCR 1325 has become a serious organizational mechanism for countries that have adopted NAPs. In a number of cases, the implementation of NAP 1325 is being conducted in parallel with the implementation of other gender equality and security-related laws, strategies, plans and policies. For example, the Serbian NAP is combined with the Serbian National Security Strategy and the Individual Partnership Action Plan (in cooperation with NATO).

As previously noted, in addition to the National Action Plan, Ukraine has developed sectoral action plans to implement UNSCR 1325 (e.g. Ministry of the Interior, State Emergency Service of Ukraine, National Police, State Border Guard Service), as well as local action plans (in 21 regions “oblasts”).

Despite the lack of ministerial

action plans in so-called ‘non-security’ civilian ministries, the intention was expressed to include NAP 1325 issues in the strategic development plans and programmes of these ministries and agencies.¹⁷

In the framework of the decentralization processes in some regions, the instrumental value of NAP 1325 implementation is quite high, since this agenda has become the subject of dialogue between local authorities, local self-government bodies and civil society organizations.¹⁸

NGOs representing women’s interests were involved in the development of the NAP 1325. However, newer groups of women (e.g. women veterans, internally displaced women, widows, mothers of killed or lost combatants, HIV-positive women, women in volunteer organizations) were not actively engaged in its development or implementation and were not able to voice their needs and priorities in the NAP.¹⁹ Some implementers, such as the Ministry of Temporarily Occupied Areas and IDPs and the Military Prosecutor’s Office were also not involved in the process. The absence of such issues and actors in the NAP 1325 agenda and in local plans reduces their relevance.

The following table provides an analysis of existing policies and their correspondence with the NAP 1325.

¹⁷ Interview with Deputy Minister of Youth and Sports.

¹⁸ Focus group discussion with civil society organizations.

¹⁹ Ella Lamakh, Maria Dmytriyeva, NGO «Democracy Development Center», Mapping of peacebuilding initiatives in Ukraine, 2017.

TABLE 3.

Review of Existing Legal Regulations and their Correspondence with NAP 1325

Objectives Resolution 1325 (2000)	Defence	National	Regional	International	Increase participation of women at all levels of decision-making in conflict resolution	Provide candidates to the Secretary-General to be included in regularly updated centralized roster	Expand the role of women in field operations, military observers, police	Incorporate gender perspectives in peace-keeping operations, gender components in field operations	Training of personnel, including training materials on protection, rights, and specific needs of women, and importance of involving women in all peacekeeping and peacebuilding measures	Increase voluntary financial, technical and logistical support for gender-sensitive training	Gender perspective when negotiations and implementation of peace agreements	Specific needs of women and girls during repatriation, resettlement, and rehabilitation, reintegration and post-conflict reconstruction	Support local women's peace initiatives and indigenous processes for conflict resolution, and that involve women in all of the implementation mechanisms of peace agreements	Measures that ensure protection and respect for human rights of women and girls particularly as they relate to the constitution, electoral system, police and judiciary	Respect fully international law applicable to rights and protection of women and girls	Parties to armed conflict to take special measures to protect women and girls from GBV, rape, sexual abuse and other forms of violence	End impunity and prosecute those responsible for genocide, crimes against humanity, and war crimes including sexual and other violence against women/girls	Parties to armed conflict to respect civilian and humanitarian character of refugee camps and settlements, and take into account particular needs of women and girls	Consider needs of female/male ex-combatants and their dependents in planning disarmament, demobilization and reintegration	Consider potential impact on civilian population and special needs of women/girls when adopting measures under Article 41 of UN Charter	Security Council missions to consider gender perspective and women's rights; consult with local/intl women's groups	Research impact of armed conflicts on women/girls, role of women in peacebuilding, gender in peace processes and conflict res.	SG reporting to Security Council on progress on gender mainstreaming in peacekeeping missions and other aspects
PLAN of the Working Group for achievement of the Partnership Goal G 0013 "Gender Perspectives" in the UAF 2018–2019	+	+							+	+													
Strategy for the Integration of IDPs and Implementation of Long-term Solutions to Internal Displacement until 2020																							
NATO Partnership Goal G0013 on Gender Perspectives	+	+	+	+						+													
State Targeted Programme for Recovery and Peacebuilding in Eastern Regions of Ukraine																							
Draft Strategy on Conflict-related Sexual Violence in Ukraine									+	+	+	+		+	+	+							
State Emergency Services of Ukraine Action plan 2018									+	+				+	+								
MOD ACTION PLAN of the Working Group on the implementation of UNSCR 1325 "Women, Peace and Security" in 2016	+									+	+	+		+	+								
ACTION PLAN of the Working Group on the implementation of UNSCR 1325 on Women, Peace and Security for 2018	+	+							+	+					+								
ACTION PLAN of the Working Group on the Implementation of UNSCR 1325 "Women, Peace and Security" for 2017									+	+													
MOI Action Plan for implementation of the NAP 1325 on Women, Peace and Security for the period until 2020																							
ACTION PLAN of the National Police "Women, peace, security" for the period until 2020 No. 113-r									+	+					+	+	+						
ACTION PLAN of the Administration of the State Border Guard on implementation of the NAP "Women, peace, security" until 2020									+	+					+	+							



Table 3 above presents the legal and policy frameworks related to human rights, gender equality and security in Ukraine. It can be noted that many of the objectives set by UNSCR 1325 are included and addressed by other policy frameworks other than NAP 1325. Table 3 presents those measures of the Resolution that are planned or currently implemented by other policies, as well as the opportunities for implementing UNSCR 1325. This greatly enhances both the implementation of the agenda and the institutions involved in NAP implementation.

The following policies are designed to promote the impact of NAP 1325. Nevertheless, an in-depth document analysis demonstrates the necessity for further refinement.

The NATO Partnership Goal G 0013 on Gender Perspectives is aimed at supporting the strategic outcomes of the NATO/Euro-Atlantic Partnership Council (EAPC) Action Plan for the implementation of the NATO/EAPC Policy on Women, Peace, Security in Ukraine, by: (a) "reducing the barriers to enable active and meaningful participation of Women in Ukraine's defence and security institutions, including NATO-led operations and missions," and (b) "meeting the Women, Peace and Security priority objectives with full consideration and application of gender perspectives to integrate these into national policies, directives and activities supporting conflict prevention and resolution."

The Ukrainian General Staff of the Armed Forces adopted its own Action Plan to achieve the Ukraine-NATO Partnership Goal on Gender Perspectives to 2018-2019. The Action Plan includes relevant measures to be taken by 2020 including awareness-raising on gender issues and efforts to begin to institutionalize gender in the departments and programmes. Plans to establish the position of Gender Advisor at the highest level who reports directly to the Minister of Defence can serve as a strategic step, provided that the official is competent, their role is clearly defined, and the

position has the appropriate authority. On the other hand, the proposed establishment of a network of gender focal points raises certain issues: will they be considered as an integral part of the system (and not as something additional)? What is the plan to ensure the long-term effectiveness and sustainability of the contributions and work of such a network?

The Action Plan to achieve the Partnership Goals contains a detailed description of the activities and deadlines. However, without outlining the expected results from each activity, it is difficult to understand how gender issues will be mainstreamed. For example, the Action Plan does not indicate how to establish the working group, how working group members will be selected or how women's interests or representation will be ensured. The above list of responsible parties does not clarify these details.

Another significant achievement is the removal of the restrictions prohibiting women from assuming positions associated with combat operations. These measures are further strengthened by regular trainings on gender equality and combating violence (within the Ministry of Interior and the Ministry of Defence).

The Strategy of Integration of Internally Displaced Persons and Implementation of Long-term Solutions to Internal Displacement until 2020 is based on several principles, including, among others: the priority of human and



It is worth noting that in a number of countries, local action plans on 1325 are now part of the evaluation of the effectiveness of the local officials. Moreover, state authorities are even developing guidelines on localization.²²

► civil rights and freedoms including those of internally displaced persons; and counteracting violence, including gender-based violence, amid the international armed conflict. However, the Strategy does not address gender-specific issues or the needs of vulnerable groups. Hence, the Strategy does not include activities to address the specific needs of internally displaced women and girls, such as property-related rights, pension provision, social protection, access to health, education or employment services. The Action Plan, which is currently being developed to implement the Strategy and is at the stage of negotiation and discussion, should be based on a basic analysis of the problems of IDPs concerning access to services and integration into host communities.

The development of local action plans differs from one region to another. In some regions, where separate action plans were developed, the responsible parties highlighted a lack of funds for their implementation. Some regions have undertaken efforts to integrate the 1325 agenda with the current social programmes and plans to achieve gender equality. For example, the Luhansk regional administration has included activities to advance gender equality in various social programmes, funding them from external sources such as international organizations. The Dnipropetrovsk region has com-

bined local 1325 priorities with regional-level gender equality plans. This made it possible to cover the costs of activities from the available funds for the implementation of the regional gender equality plan. It will be important to monitor and evaluate the implementation of these plans, noting the contributing factors to the more successful NAP 1325 implementation practices.

The process of NAP 1325 localization was to be complemented with an awareness-raising component to provide regional/oblast and district/rayon-level staff with a sufficient level of understanding and competencies. However, due to the low level of awareness among oblast and rayon administrative staff about UNSCR 1325, the implementation of plans, according to local reports, is limited to «teaching peacebuilding in schools and combating violence and service delivery and assistance to survivors».²⁰

In some countries, local action plans on 1325 aim to strengthen the decision-making capacities of local women leaders and provide local populations with information, training and communication tools to empower them and increase their leadership skills. In a number of cases, implementation of local action plans by local authorities is funded by external funds (e.g. the Austrian Development Agency).²¹

²⁰ Lamakh, Ella and Maria Dmytriyeva, NGO «Democracy Development Center», Mapping of peacebuilding initiatives in Ukraine, 2017.

²¹ LOCAL ACTION PLAN TO ADDRESS GENDER BASED VIOLENCE AND OTHER CONFLICTS IN AMURIA DISTRICT, <http://gnwp.org/wp-content/uploads/Amuria-LAP.pdf>

²² The Global Network of Women Peacebuilders, <http://gnwp.org/program/inspiring-locally-implementing-globally-localization-of-unscr-1325-and-1820/>

- ▶ Ukrainian law enforcement and judicial systems are important tools that provide legal services and protection for sexual violence survivors. Amendments to the Ukrainian Criminal Code aimed at preventing and combating domestic violence are significant steps forward. However, further work on introducing a response system for survivors of conflict-related sexual violence is needed.

Such a system should include well-trained and competent personnel (including investigators, psychologists, health workers and social workers), procedures to ensure timely support and mechanisms for referring survivors to relevant services/institutions. The OHCHR report²³ noted that law enforcement officers were unable to effectively investigate cases of conflict-related sexual violence due to: a) lack of qualifications; b) lack of specific skills needed to work with survivors of sexual violence; and c) an overall increased workload for the service investigators. The capacity of judges to consider such cases is important to ensure access to justice for victims of violence.

It is important to uphold the main principles of the 1325 agenda. By diverting the focus of the NAP 1325 to issues of domestic violence, sexual harassment in the workplace, human trafficking and support of socially vulnerable groups, the central issues of disarmament,

demilitarization and reintegration end up being marginalized. NAP 1325 aims to address issues that are a consequence of violence perpetrated by the State or violence that the State fails to prevent.

It is important to take stock of the experiences and lessons learned in the implementation of the current NAP in order to inform the development of the next NAP 1325. While activities related to disarmament, demobilization and reintegration highlight the need to ensure women’s participation, the inclusion of women does not automatically guarantee that their interests will be taken into account in relief and recovery measures. Moreover, NAPs rarely pay attention to the need to mainstream gender in disarmament, demobilization and reintegration programmes, including ensuring women’s access to justice, despite the prominence of these issues in UNSCR 1325.

Even today, it is important to start to think about the measures that should be taken on new political priorities when conceptualizing and developing the next NAP such as the growth of violent extremism, increased flows of refugees and internally displaced persons, climate change, human security and global pandemics. The experiences of other countries reveal that second and third edition NAPs are developed through inclusive processes, are aligned

with other national frameworks, have improved monitoring and evaluation systems with clear gender targets and indicators and respond to the changing global context of peace and security.

²³ UN Human Rights Monitoring Mission in Ukraine (UN OHCHR), Thematic Report on conflict related sexual violence (CRSV) covering the period from March 14, 2014 to January 31, 2017.

CHAPTER 3

ANALYSIS OF THE FRAMEWORK OF THE NATIONAL ACTION PLAN 1325, INCLUDING MONITORING AND EVALUATION

Evaluating the implementation of the NAP 1325 necessitates an analysis of the logical structure of the action plan itself. It is this logical framework that determines the dynamics of the implementation process as it allows for clear identification and definition of the methods and tools for achieving the NAP's goals and ways to evaluate them.



In general, the NAP 1325 includes:

- Analysis of the problem (justification, preamble);
- Document vision and mission;
- Clearly defined priority themes/ pillars; and
- Clearly defined strategic objectives (indicated as a matrix), including
 - Specified activities;
 - Indicators to measure progress;
 - Specified implementing agencies /key stakeholders;
 - Other partners;
 - Financial allocation; and
 - Implementation time frames.²⁴

It has been acknowledged that the plan should be developed with the results in mind, its logical structure has to link outcomes and outputs, and outputs have to be connected to indicators. The plan should also define roles, responsibilities and defined time frames for data collection, analysis, presentation and use.²⁵

The value of national action plans and programmes is related to their impact on behaviours and norms and the status of women and girls during different phases of the conflict.

Evaluating the **impact** of the Ukraine NAP 1325 is a challenge for several reasons.

First, the primary assumptions were not sufficiently formulated, and the main designers did not have a clear vision on the theory of change. Usually, theories of changes demonstrate a direction with a specific vision of what is required to achieve the goals, focusing attention not only on actions, but also what needs to be changed. The point is for stakeholders (including NAP 1325 implementers) to understand the assumptions that explain the steps that lead to achieving long-term goals and the linkages between activities and outcomes of the NAP at every phase of the process.

During the focus group discussions, participants acknowledged the importance of capacity building in strategic planning, which will in-

crease the sense of ownership and improve the quality of the document.

Furthermore, it is difficult within two years of implementation to identify and measure (without outcome indicators) the changes in behaviour or in institutions that are expected to be achieved by the end of the current NAP. Results-based monitoring and evaluation practices encourage accountability within the government and between government and civil society. The logical structure forms the basis for a highly effective NAP and allows for the definition of realistic indicators to measure progress and increase transparency.

This has also been exacerbated by the fact that some regional civil society organizations that work with specific interest groups were marginalized in the development and discussions of the NAP, which also affects the relevance of the document.

Research and experience in the field suggest that some of the elements considered to be critical for an effective NAP, include a results-based design and M&E plan and is resource-oriented (see Table 4).²⁶

In reviewing the experiences of other countries, each NAP has a schedule of activities and strategic objectives to achieve as well as expected outcomes and indicators. Each strategic objective has a set of results to be reached. The matrix elaborates key indicators for ►

²⁴ West Africa Network of Peacebuilding (WANEP), Development and implementation of NAP for UNSCR 1325 and associated Resolutions, 2012, www.wanep.org

²⁵ See also "Analysis of national action plans for United Nations Security Council Resolution 1325" made by OSCE, «Preventing Conflict, Transforming Justice, Securing the Peace: A Global Study on the Implementation of United Nations Security Council Resolution 1325», «From Global Promise to National Action: Advancing Women, Peace, and Security in the Democratic Republic of Congo, the Philippines, Serbia, and Sierra Leone», и «Women in Peace and Security through United Nations Security Resolution 1325: Literature Review, Content Analysis of National Action Plans, and Implementation».

TABLE 4.

Framework of Plan for Development, Monitoring and Evaluation (results- and resources-oriented)

IMPACT AREA					
Goal 1: Increased participation of women in security sector					
Output	Indicators	Activities	Lead Agency	Cooperating agency	Timeline
1.1. Enabling environment for the increased participation of women in the decision-making positions in the security sector is created	<p>1.1.a.: Existence of targeted human resources policies to promote women to decision-making positions</p> <p>Baseline: Ministry of Defense has gender mainstreamed Human Resources policies in place. Ministry of Internal Affairs and National Security Council lack gender-sensitive targeted human resources policies</p> <p>Target: By 2017 Ministry of Internal Affairs and National Security Council have targeted human resources policies</p> <p>Source: Ministry of Internal Affairs, National Security Council and Ministry of Defense human resources Departments</p>	1.1.1. To provide trainings for the human resources departments/ staff on gender equality and Women, Peace and Security issues	Ministry of Defense, Ministry of Internal Affairs	National Security Council	2016-2017
		1.1.2. To establish sex-segregated data collection and analysis system in the security institutions	Ministry of Defense, Ministry of Internal Affairs	National Statistics Office of Georgia - GEOSTAT	2016-2017
		1.1.3. To develop, implement, monitor and evaluate human resources policies and plans from gender perspective	Ministry of Defense, Ministry of Internal Affairs	National Security Council	2016-2017
		1.1.4. To promote culture of anti-discrimination, gender equality and respect for human rights, including women's rights in the workplace	Ministry of Defense, Ministry of Internal Affairs	National Security Council	2017
		1.1.5. To organize a conference to exchange best practices and discuss challenges among human resources Departments on the implementation of gender sensitive human resources policies and plans	Ministry of Defense	National Security Council, Ministry of Internal Affairs	2017

- monitoring and evaluating implementation. The 1325 NAPs also include a dedicated budget and timeframe (see Table 5).

NAP Indicators

The use of indicators allows implementers to adjust necessary measures, tasks and methods to achieve results. However, the indicators further defined and revised, as they do not reflect the specifics of the tasks and are not able to demonstrate the degree of achieving the goals and objectives.

Some of those interviewed questioned the relevance of certain indicators for certain NAP im-

plementers. For example, the Ukrainian Security Service highlighted the indicator — the number of women assigned to management positions in military and civil authorities — as irrelevant for state authorities.

One of the Task 3 indicators is the number of meetings held by the inter-agency group; however, it is critical to monitor relevant follow-up actions and outcomes of these meetings, the impacts of the meetings and what tasks were defined, discussed and met by the group.

The Ukrainian Ministry of Youth and Sports pointed out the existing opportunities for strength-

ening and synchronizing NAP 1325 indicators with global human development indicators, including the Sustainable Development Goals.

Specific indicators are the principal determinants of success. These monitoring and evaluation tools should be determined by the specific implementing agency in each state. However, each country must adhere to a set of universal standards. These international standards include a list of 26 quantitative and qualitative indicators grouped into four pillars: prevention, participation, protection, and rehabilitation/recovery. These indicators are the main tools for monitoring ►

and tracking implementation of UNSCR 1325.

The analysis of Ukraine's NAP 1325 demonstrates the weakness of the indicators that do not relate to either the impacts or outcomes of planned activities. At the same time, indicators can be a very practical tool to change the parameters of

NAP 1325. Table 4 presents an example of the Georgia NAP framework, which allows evaluation of the achieved outcomes.

Developing more specific indicators in the current NAP, including intermediate indicators, will allow for the development of more specific baseline and target indicators in future NAPs.

This will enable the authorized authority (the Ukrainian Ministry of Social Policy) to monitor NAP implementation progress. Table 5, in the format of the current NAP 1325, presents indicators that would enable evaluation of implementation of tasks.

TABLE 5.

Matrix of Key Current and Proposed Indicators for Monitoring and Evaluation of Ukrainian NAP 1325 Implementation for 2016-2020

№	Activity	Indicator	Unit rate	Baseline year		Interim (annual) indicator					Target indicator	Data source	Responsible entity
				2015	2016	2017	2018	2019	2020				
IV: Protection of women and girls affected by conflict													
Objective 8: Improvement of the system of protection of women and girls affected by conflicts (identification, referral mechanism for assistance)													
2	8.2 improvement and implementation of effective referral mechanism for assistance to women and girls suffered from gender-based violence, especially rape and other forms of sexual violence	Number of referral mechanisms for provision of assistance to victims of gender-based violence with account of their needs		-	1						1	MoSP, MTOT	MoSP
Objective 9. Establishment of the system of comprehensive assistance to people affected by conflicts													
3	9.1 development and implementation of rehabilitation and reintegration programmes for people who suffered from conflicts and violence, internally displaced persons, ex-combatants/ demobilized persons and their families, taking into account needs of women and girls	Percent of employed (temporary/permanently) women affected by conflicts within rehabilitation/reconciliation programme	%	0	XX%	XX%	XX%	XX%	XX%	XX%		MoSP, State Employment Agency, Human resource recruiting companies*	MoSP

№	Activity	Indicator	Unit rate	Baseline year	Interim (annual) indicator					Target indicator	Data source	Responsible entity
				2015	2016	2017	2018	2019	2020			
4	9.4 promoting women initiative groups, organizing support and self-help groups for people affected by conflicts, taking into account special needs of girls and boys, women and men	Share in total funds allocated to CSOs (including social order)	%	0	XX%	XX%	XX%	XX%	XX%	XX%	MoSP, Kiev state oblast administration, NGO	MoSP
Funding of NAP1325												
5	Implementation of actions and objectives scheduled in the NAP UNSCR 1325 to 2020	Proportion in budget of the executor (ministry, service, and etc)	%	0	XX%	XX%	XX%	XX%	XX%	XX%	Relevant agencies	MoSP
		Proportion in national budget	%	0	XX%	XX%	XX%	XX%	XX%	XX%	Ministry of Finance	MoSP
		Proportion in budget allocated for gender equality	%	0	XX%	XX%	XX%	XX%	XX%	XX%	Ministry of Finance	MoSP
		Proportion in security and defence sector budget	%	0	XX%	XX%	XX%	XX%	XX%	XX%	Relevant security and defence agencies	MoSP

To facilitate understanding of the proposed matrix, Table 5 presents Activity 8.2 and its indicators from the current NAP as an example.

The activities in Objective 9 have indicators that are not related to the achievement of the planned outcomes and impacts for the interest groups. The number of rehabilitation and reintegration programmes developed poorly characterizes the expected impact. While the number of persons employed through those programmes is an indicator that reflects the actual outcome and impact of the activity. Similarly,

Activity 9.4 might be evaluated not only by the number of persons who received services, but through an analysis of the proportion of funds allocated to CSOs that provide services to the population.

In addition, it is recommended to include an evaluation of the financing of NAP 1325. The four proposed indicators illustrate not only political will to fund the NAP but allow for the tracking of the share of allocated funds from various budgets.

Methodologically, it would be beneficial to consider new

monitoring tools that include the set of global indicators for the Women, Peace, and Security agenda (see Annex 3). This tool is useful not only for determining NAP indicators, but also for independent monitoring of UNSCR 1325 by civil society.

Indicators developed for activities should be reviewed and revised in order to best monitor the expected results by both implementers and monitoring and evaluation experts. Activities should be regularly recorded (e.g. annually) to track implementation progress. Two examples are presented below.

Example 1

An assessment of the needs of women and men affected by the conflict is included in NAP 1325 *Task 2. Assessment of the impact of the crisis on infrastructure, arrangement and functioning of the service provision system.* However, the proposed indicator (number of conducted needs assessments for population in conflict situation) does not capture the expected activities after the needs assessment is conducted (aside from the development of recommendations and their implementation). At the same time, the assessment of access to employment may provide basic information for the development of a number of follow-up measures for this target group:

- Assisting conflict survivors to find the right job;
- Coordination with employers / recruitment agencies in

selecting employees out of internally displaced persons/ conflict survivors;

- Social support of unemployed citizens (e.g. obtaining of identification documents, qualification confirmation, unemployment benefits); and
- Referral to access professional training and additional vocational education for unemployed citizens, re-training.

Such an indicator on the expected results of such support, (e.g. the number of temporarily and permanently employed persons) could be added to the NAP 1325.

Example 2

Indicator: Proportion of total funds allocated to civil society organizations (adapted from global indicators) is representative for demonstrating implementation

mechanisms, involving CSOs as partners and funding sources. If there is an available mechanism, such services can be more effectively delivered by local organizations representing the interests of target groups, i.e. the stakeholders that are most informed about these groups’ needs.

Reporting

Another tool for the authorized agency is the unified reporting of state bodies to allow monitoring and changes to the implementation processes.

State authorities that were interviewed and participated in focus groups emphasized the need for methodological support for the development and unification of reporting formats. Table 6 presents a template for reporting that demonstrates the NAP implementation outcomes achieved.

TABLE 6. Reporting Template for Responsible Parties for Achieving Results of NAP 1325 for 2016-2020

Nº	Task (may be result)	Parameter to measure: task, activity	Baseline data	Indicator / Product	Verification
II. Women’s participation in peacebuilding					
5	Increase in women’s participation in peacebuilding and peacekeeping processes, promoting a culture of peace	Increase representation of women in security and defence sector through implementation of positive actions using best international practices	Best available practices	Participation of women in peacekeeping processes institutionalized	Peacebuilding and peacekeeping program
			Reserves, women database	Positive measures have become part of procedural requirements for security and defence sector	Orders, official instructions reflect /contain positive measures
			Great number of arms and armed forces	Outcome of peacebuilding and peacekeeping process is disarmament and demilitarization	Disarmament and demilitarization situation assessment

It is important that such a reporting template allows responsible parties to see the goal and verify the results of efforts to implement the NAP.

Indicators and outputs of achieved tasks are institutional in nature and are thus able to influence behaviours and attitudes. Furthermore, the implementer inputs both the initial

data and the start of activities. Outcomes of the current NAP 1325 will become the baselines for the next NAP 1325. This highlights both the logic of the process and the continuity of the agenda.

The accountability of the responsible parties should be instrumental, making the implementation process relevant

and updated. Assessment of the status of implementation of an activity or task allows state authorities to suggest, if necessary, that the NAP 1325 task force updates the indicators, activities and objectives.

Table 7 below presents an example of monitoring the implementation of one of the activities of the NAP 1325.

TABLE 7.

Reporting Template for Responsible Parties to Monitor NAP 1325 Implementation for 2018 ³⁰

№	Activity	Target/Forecast indicator	Actually achieved indicator	Deviations (+/-) against target indicator	Status (ongoing implementation, observed, cancelled)	Reasons for cancellation	Next steps
I. Peacekeeping activities: Analysis, Coordination, and Human Resources							
Task 4. Organization of trainings for experts							
2	Trainings for armed forces and law enforcement personnel, including managers, on applying the positive tools in their work as well as on the issues of combating conflict-related sexual violence, standard operating procedures for protective and rehabilitative measures for women affected by conflicts and crisis, prevention of HIV/AIDS	Number of conducted trainings	No data		To be cancelled	NAP envisages funding from local budget, but capacity building of state authorities cannot be funded through local budgets	Scheduling of trainings in budgets of responsible state authorities

As can be seen from the table, the status of the event is documented and an explanation is given if it is cancelled. The key in this form of reporting is the planning of subsequent steps after diagnosing the situation. Through such reporting matrices - monitoring and evaluation - the implementation of NAP 1325 will be **both relevant and effective and will have an impact on policies and settings.**

Financing.

Every NAP should have a funding framework. The government should define the sources of the budget based on available state funding or international grants/loans. Thus, funding for the NAP can include funds available from: earmarked national budgets, donor agencies, private-sector funds and governments and civil society organizations within the framework of their proposals.

International experience with NAP 1325 implementation demonstrates that sources of financing can be internal and external. Internal funding is secured by mobilizing domestic resources, including taxation. Funding for the implementation of the Belgian NAP is provided from the budgets of responsible ministries and each responsible ministry must find the resources through their own budget.

The Philippines allocates 5 percent of the total budget of every state authority for “Gender and Development,” which can be

one of the main sources for the national planning process to implement UNSCR 1325. Australia introduced a similar initiative in 1984.

The relevant budget, as a part of the framework of the Ukrainian NAP 1325, was not formalized in the first year of the Plan’s adoption (2016) and was therefore not reflected in any programme budgets of the implementing parties, including the budget of the authorized coordinating agency.

The text of the Ukraine NAP 1325 foresees funding for implementation flowing from three sources: governmental financing, local budget financing and other (unnamed) sources.

Funds allocated for NAP 1325 in 2017 were only made available in the budget programme of the authorized agency — the Ministry of Social Policy “Measures to protect children, families, women, and other most vulnerable population groups”.

The Ministry of Social Policy (MoSP) reporting on the ministerial budget as of 1 January 2018, indicates the following public funds use: NAP 1325 and three NAP 1325 activities with de jure and de facto implementation expenses.

TABLE 8.

Governmental Financing of NAP 1325 (2016 – 2020)

Amount (thousands UAH)	2016	2017	2018	2019	2020
480	0	219	70	70	121

TABLE 9.
Performance Indicators of the MoSP Budget

NAP item	Activity	Scheduled (thousands UAH)	Actual / (thousands UAH)	Remarks
5.6.	Production of thematic programmes and social advertisement on gender aspects of prevention and resolving conflicts for placement in mass media	98	96.5	-1.5
7.2	Production of awareness raising materials to create public awareness on tolerance and culture of peace, intolerance to discrimination, combating gender-based violence in conflict and post-conflict period	70	0	*-70 implemented at the expenses of other sources
10.3	Draft and publication of government report on NAP introduction	51	51	

The 2018 budget has approved 70,000 UAH for the production of awareness raising materials to create public awareness on tolerance and culture of peace, intolerance to discrimination, combating gender-based violence in conflict and post-conflict period (1400 items). It is expected that NAP 1325 activities will raise the awareness of 56 percent of civil servants and local self-government officials. However, the indicators mentioned in the budget programme are not reflected in the NAP 1325.

The budget analysis has demonstrated that support provided by the EU, foreign governments, international organizations and

donor agencies was reflected in the revenue side of the budget as official disbursements in the amount of 2372523.8 thousand UAH, which makes up almost 0.26 percent of the revenue. It envisages the funds allocated by the UN Secretariat, NATO, OSCE, EU and other international organizations for Ukraine's participation in international operations for maintaining peace and security (code classification 42010000) in the amount of 566523.8 thousand UAH or 22.2 percent of official transfers (or 0.06 percent of budget revenue). Moreover, the budget reflects funds allocated to the State Security and Defence Target Fund in the amount of 470,000,000.0 thousand UAH (0.51 percent of

budget revenue). It is therefore important to record in the NAP budget those funds that are not directly targeted but are fixed in the national budget and allocated to related NAP 1325 tasks. This is believed to be an indicator of political will and commitment to the Women, Peace, and Security agenda and UNSCR 1325 implementation.

Unused funds at the Ministry of Social Policy totalled 71.5 thousand UAH in 2017 (see Table 9). In general, funds for NAP 1325 amounted to 0.14 percent of this authorized agency's budget. As can be seen from Table 10, the budgets of the implementing state agencies do not include funds for the implementation of NAP 1325.

TABLE 10.
Budgets for NAP 1325 Implementation at State Agencies (2017)

Agency Name	Total Budget, thousands UAH	Funds: planned/actual, thousands UAH	Activities
MoSP	144,368,825.10	219.0/147.5	Preparation of the State report – 51.0 thousand UAH Advertisement and awareness-raising materials on Women, Peace and Security – 96.5 thousand UAH
MoD	68,819,627.00	-	-
Mol	54,835,304.80	-	-
MoJ	9,094,510.30	-	-
MES	32,577,228.60	-	-
MoH	16,446,488.2	-	-
MFA	4,043,820.1	-	-
MYS	2,121,203.60	-	-
MIP	261,841.70	-	-

CHAPTER 4

EVALUATION OF NAP 1325

BY IMPLEMENTERS, PARTNERS AND BENEFICIARIES

The commitments of NAP 1325 implementers are of critical importance to its implementation. Self-assessment and evaluation of the plan's implementation were conducted through focus group discussions by differ-

ent groups of implementers. In addition to the traditionally used evaluation criteria (relevance, efficiency, effectiveness, impact and sustainability), the implementers discussed, and adapted parameters related to

features of NAP implementation processes, including financing and implementation risks. The NAP 1325 implementation evaluation included the following.

FIGURE 3. Gaps in Evaluation of NAP 1325 by State Authorities and Civil Society Organizations

State Authorities	Evaluation	Evaluation	Civil Society Organizations
Relevance	5	3	Relevance
Efficiency	3	3,3	Efficiency
Effectiveness	3	3	Effectiveness
Impact	3,5	3,6	Impact
Sustainability	2	3	Sustainability
Contribution / Financing	2	3	Contribution / Financing
Risk	1	5	Risk

1. Civil society organizations evaluated NAP 1325 implementation as:

- a) Relevance – 3
- b) Efficiency – 3.3
- c) Effectiveness – 3
- d) Impact – 3.6
- e) Sustainability – 3
- f) Contribution/financing – 3
- g) Risks – 5

2. State authorities evaluated NAP 1325 implementation as:

- a) Relevance – 5
- b) Efficiency – 3
- c) Effectiveness – 3
- d) Impact – 3.5
- e) Sustainability – 2
- f) Contribution/financing – 2
- g) Risks – 1



The scale was from 1-5, with 5 being the highest score and 1 being the lowest.

- a. Relevance: There is a significant difference (2 points) in the evaluation of NAP 1325 relevance by CSOs and the government. CSOs see the NAP becoming more relevant through the inclusion of new target groups not covered by the current plan into the NAP; the encouragement of local authorities to implement the plan; and differentiation or localization of the plan by region and sector.
 - ics. Thus, CSOs believe that the NAP provides a number of benefits, including providing impetus to the gender agenda, and providing internally displaced women with new economic opportunities, etc. It was confirmed that many NAP 1325 issues are implemented by CSOs themselves and social services on the ground.
 - b. Efficiency: Efficiency is difficult to evaluate. CSOs felt it could be verified only in the security sector. The Sustainable Development Goals, Goal 16 in particular (Peace, Justice, and Sustainable Institutions) and global agendas help to keep a focus on the women, peace and security agenda, which resulted in CSOs assessing this parameter higher than the government.
 - e. Sustainability: State authorities evaluated this parameter lower than CSOs.
 - c. Effectiveness: CSOs noted that the level of effectiveness depends on civil servants' expertise and competence.
 - f. Contribution/financing: Financing of the plan means having a mechanism for reporting and accountability. State authorities have also evaluated contribution/financing one point lower than CSOs.
 - d. Impact: Impact was evaluated as very high by both CSOs and state authorities. The NAP impacts indirectly and directly the development pol-
 - g. Risk: CSOs determined risk as very high; while state authorities do not identify the NAP as risky (a four-point spread).
- Contribution/financing and risk as evaluation indicators are not included in the evaluation set. However, these indicators were proposed and evaluated by participants of the focus group discussions.

CHAPTER 5.

CONCLUSIONS AND RECOMMENDATIONS

Conclusions

1. UNSCR 1325 NAP, adopted by the Government of Ukrainian in 2016, was developed in a context of armed conflict in Eastern Ukraine, with the premise that Women, Peace and Security agenda became very relevant and applicable in the context of the ongoing conflict.
2. At the same time, the Women, Peace and Security agenda is global, and as the experiences of many other countries have shown, including other European countries, the NAP 1325 is not the only mechanism for implementing this agenda. The NAP 1325 is equally important at the regional and local levels irrespective of the presence or absence of armed conflict within the territory of an implementing country.
3. Ukraine has made a number of national and international commitments, including towards ensuring gender equality in general and protecting against domestic violence. There are also political commitments in the security sector, including Ukraine’s integration into the EU and NATO. These commitments also contribute to with the Women, Peace and Security agenda.
4. NAP 1325 has become a multilateral platform, bringing together local authorities and NGOs; providing an example of joint efforts between local self-governing bodies and civil society organizations.
5. However, NAP 1325 insufficiently uses piloting and localization of tasks and activities. Utilization of such approaches will enhance implementation of the agenda at the local community level.
6. The status of the document that formalizes the NAP 1325 is by Government decree. However, the approval of the Plan by Ukrainian Government Resolution would raise the profile of both the NAP 1325 and the “Women, Peace, and Security” agenda.
7. NAP 1325 was developed without a baseline assessment or analysis of data, including statistical data, which limits the ability to measure progress. Thus, the reliability of the included tasks and activities is not sufficiently high.
8. Methodological limitations, such as the lack of a theory of change, hinders NAP 1325 implementation. Without a clear link between the identified goals and relevant activities to achieve those goals, implementing parties will lack understanding and have challenges implementing the plan.
9. The current indicators are mainly quantitative and do not allow for evaluation of the results of NAP 1325. NAP 1325 should be supported by a matrix of indicators on the process and the results.
10. Further methodological gaps include the lack of consideration for the chain of results during development of the NAP 1325.

FIGURE 4. Results Chain



11. NAP 1325 does not equally cover the four key pillars of UNSCR 1325: prevention, participation, protection, relief and recovery.
12. NAP 1325 is characterized by uneven institutionalization, as illustrated by the fact that the only implementers that have designed their ministerial plans are the Ministry of the Interior and the institutions that the MOI coordinates (e.g. State Emergency Service of Ukraine, the National Guard, National Police, and State Border Guard Service), and the Ministry of Defence. The mentioned institutions rely on the functional departments and their respective structures, which makes implementation of their sectoral plans feasible and effective.
13. Coordination and interaction of implementors requires additional efforts and formalization.
14. The authorized state agency, the Ministry of Social Policy, does not have the sufficient capacity or influence to coordinate the activities of other executive bodies. The principle “first among equals” for state authorities means responsibility for convening all co-implementers and implementing the activity.
15. Financing requires specific break-down of sources, including external and un-considered internal sources (funding of related programmes). This will require calculating the costs of direct expenditures for managing accounting needs and reflection in budgets of relevant governmental and nongovernmental implementers.
16. Measures including the establishment of Gender Advisor positions in the security sector and tailoring uniforms for servicewomen should be reflected in the budgets of relevant ministries and agencies.

Recommendations

A) Operational

1. Current and future NAPs should maintain and uphold the spirit and philosophy of UNSCR 1325, aimed at disarmament, demilitarization and reintegration. Women and girls should be considered not only as survivors and objects of policy, but as active actors who are capable of building a system of peace and security.
2. A national baseline assessment should be conducted, or as part of pilot projects, to identify baselines and data on violence against women and girls in conflict and post-conflict situations. Data should include the number and types of violations, crime, affected groups, types of measures taken (planned vs. implemented), and the status of these measures (assigned to/investigated by relevant authorities). Collection and accessibility of sex-disaggregated data are critical for identifying different needs, issues and traumas faced by women and men. An analysis should identify the differences between target groups — women and men, girls and boys, older women and men — to provide more specific support and services based on the needs of the target groups.

3. Conduct a mapping (with GIS mapping) of actors at the national and local levels in the security and defence sector, as well as the services provided, including by civilian authorities, to implement and coordinate activities and to include the NAP1325 for joint monitoring.
4. Hold consultations with CSOs to inform and engage them in national and local level NAP 1325 implementation processes to increase the representation of relevant stakeholders and beneficiaries. Consultations should become a standard tool for engaging NGOs in decision-making processes.
5. The NAP 1325 indicators should be adjusted, taking into consideration the global 1325 indicators, and aligned with national SDG country indicators. This will facilitate and unify legal and political reporting processes.
6. Establish a permanent, multisectoral platform for UNSCR 1325 with the involvement of state authorities, local self-government bodies, NGOs, civil society members for regular discussion of NAP 1325 and other neighbouring policy vectors. This will avoid duplication of efforts within the framework of other plans and programmes. The group may establish subgroups for NAP 1325 monitoring, data analysis and other needs as deemed appropriate.
7. Pilot initiatives to integrate 1325 into local socioeconomic development plans, encouraging the search for external sources of funding to increase the likelihood of implementation of activities.
8. Include in the current NAP an activity to develop a methodological approach for implementation and reporting (performance algorithm) for state agencies, local state administrations and local self-government bodies.
9. Include in the current NAP development of a mechanism for a unified, coordinated response of state authorities to violence in armed conflict, in which any appeal of a citizen to a state authority will be reviewed and referred accordingly.
10. NAP 1325 should maintain its focus on the intended objectives of the WPS agenda, avoiding the mistake of including domestic violence issues that should be covered by independent, adjacent policies.
11. Localize the planned activities using a pilot approach based on the good practices at the national level or in other regions; these good practices should be disseminated.
12. Conduct a costing exercise for NAP 1325 to identify funding gaps and to request relevant resources from development partners, including technical, expertise and other assistance.
13. Programme budgets of NAP 1325 implementers should include budget measures for implementing the plan in 2019.
14. The current NAP 1325 should be amended and modified based on recommendations of the Strategy for the prevention of and response to conflict-related sexual violence in Ukraine.

B) Strategic

1. Hold a workshop for members of the Inter-agency Working Group on the Implementation of NAP 1325 on topical issues of the NAP 1325 including new security challenges, strategic planning issues (theory of change and monitoring and evaluation competencies) and designing a local action plans on 1325.
2. Revise the NAP framework to include indicators that allow for the measurement of impact and effectiveness of activities and tasks, clarifying the results that need to be achieved. This will strengthen implementer commitment and allow for a clearer vision of the full range of activities that can and should be implemented.
3. Consider incorporating measures to implement so-called ‘sister’ UNSC resolutions that focus on such issues as justice, the reporting systems and sexual violence.
4. Consider other NAP 1325 formats that include only those national-level tasks and activities that require joint coordinated actions by implementers. The remaining measures may be reflected in sectoral plans, focusing on the functions of departments, units and officials.
5. Every implementer included in the NAP 1325 should develop their own ministerial action plan to implement UNSCR 1325 or to include relevant measures on 1325 implementation into their agency’s development strategy. The state authority engaged in NAP implementation should regularly report on the 1325 multilateral platform.
6. Consider passing the 1325 Coordinator’s mandate from one state authority to another, depending on the UNSCR pillar and the implementer’s mandate. For example, ‘Prevention’ could be assigned to the Ministry of Youth and Sports to coordinate, ‘Protection’ could be led by the Ministry of the Interior and ‘Participation’ could be led by the Ministry of Social Policy.

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ANNEXES

ANNEX 1. Questionnaires

Questions for the interview.

1. Did you participate in the NAP 1325 development?
 - If yes, in what capacity?
 - How was the development process organized?
2. How do you assess the degree of participation in the development?
3. What are the reasons for the development of NAP 1325?
4. Are you familiar with UNSC Resolution 1325?
5. Does NAP 1325 correspond to UNSCR 1325? Explain, in what way.
6. Was NAP 1325 relevant to the situation during the period of development?
7. Is NAP 1325 relevant to today's situation? Explain please?
8. How do you evaluate the effectiveness of NAP 1325?
9. By what parameters do you evaluate the effectiveness of NAP 1325?
10. What results does NAP 1325 aim to achieve?
11. Do you implement the NAP 1325?
12. What tasks are assigned to your department?
13. Is the formulation of tasks clear to you? Explain please.
14. What activities are carried out in the framework of the NAP 1325?
15. What difficulties have you experienced in implementing the activities?
16. How do you assess progress in the implementation of NAP 1325?
17. Are these indicators clear to you? Explain please.
18. Is it possible to assess the progress of the NAP according to these indicators?
19. Does your function fit the task?
20. Which actors should be involved?
21. Which institutions should be responsible for the development, coordination, interaction, reporting on NAP 1325? Explain please.
22. Do you interact with other responsible actors?
 - If yes, what kind of interaction?
 - What forms of interaction are practised?
 - Is this enough?
 - What forms of interaction are offered?
23. Does your agency allocate funding in the budget for the implementation of NAP 1325?

24. What are the means of NAP 1325 reflected in the programme budget of the Office?
25. In your opinion, what interventions are required to enhance the effectiveness of NAP 1325?
26. What resources are required to strengthen the effectiveness of NAP 1325 (time, people, NAP, finance, etc.)?
27. What factors limit NAP 1325: logistical, regulatory, organizational, financial, ethical, etc.? Explain.
28. What impact does the plan have on the situation in the field of demilitarization and disarmament?

Questions for the focus group discussion

1. Are you familiar with UNSC Resolution 1325?
2. Is the philosophy of UNSCR 1325 reflected in the NAP 1325?
 - If yes, in which part?
 - If not, can you name the reasons?
3. What is the institutional mechanism in the country on the issue of Women, peace, security? Explain.
4. What changes are required in the institutional mechanism for 1325? At the level of policy definition, design, implementation, monitoring and evaluation?
5. Did you participate in the development of NAP 1325?
 - If yes, in what capacity?
 - How was the development process organized?
6. How do you assess the degree of participation in the development?
7. What were the reasons for the development of NAP 1325?
8. Is NAP 1325 relevant to today's situation? Explain.
9. What are the expected results of NAP 1325?
10. Who is the beneficiary of NAP 1325?
11. Does the logical framework of NAP 1325 achieve results? Explain in accordance with the structure.
12. How do you assess progress in the implementation of NAP 1325?
13. By what parameters do you evaluate the effectiveness of NAP 1325?
14. Are these indicators obvious to you? Explain please.
15. In which events did you participate in the NAP 1325?

16. What difficulties do you observe in the implementation of activities?
17. What are the associated difficulties? Explain:
 - doesn't address the problem
 - functionally insufficient
 - not sufficient resources (potential, time, etc.).
18. What actors should be involved in implementation of the plan?
19. Do you interact with the other actors/responsible parties?
 - If yes, what kind of interaction?
 - What forms of interaction are practised?
 - Is this enough?
 - What forms of interaction are offered?
20. In your opinion, what interventions are required to enhance the effectiveness of NAP 1325?
21. What resources are required to enhance the effectiveness of NAP 1325 (time, people, NAP, finance, etc.)?
22. What factors limit NAP 1325: logistical, regulatory, organizational, financial, ethical, etc.? Explain please.
23. What impact does the plan have on the situation in the field of demilitarization and disarmament?

ANNEX 2. Methodology

Methodology

Mid-term Evaluation of the National Action Plan of Ukraine for the implementation of the UN Security Council Resolution 1325 "Women, Peace and Security"

Introduction

This document is a description of the analytical tools used for the mid-term evaluation of the National Action Plan of Ukraine for the implementation of UN Security Council Resolution 1325 «Women, Peace and Security» for the period 2016-2020 (hereinafter NAP 1325) for measuring achievements and challenges in the implementation of NAP 1325.

The results of the evaluation are expected to improve and introduce changes and additions to the current NAP 1325 to achieve the objectives of UNSCR 1325.

This evaluation is interdisciplinary, and therefore, sociological, legal, political and economic methods will be used to adequately measure the impact and the effectiveness of Ukraine's NAP 1325.

The methodology includes a description of:

structure of the study;
desk study;
field study.

Structure of the study:

Executive Summary

1. Analysis of the compliance of NAP 1325 with the spirit and letter of UNSCR 1325. Gaps and obstacles
2. Analysis of the external environment of the NAP 1325 - policies, factors, drivers and obstacles of NAP 1325 implementation
3. Analysis of the logical framework of NAP 1325

4. Responsible parties/actors and beneficiaries of NAP 1325: knowledge, attitudes, practices
5. Conclusions and recommendations
6. Applications
7. List of resources
 - Annexes

Desk study

The desk study is based on the following methods:

- Comparative analysis;
- System analysis;
- Analogies; and
- Abstraction.

In addition, an analysis of policies and documents will be made for compliance with the following indicators:

- relevance
- efficiency
- effectiveness
- impact
- sustainability

Structure of the desk study

1. Review of normative legal acts in the field of gender equality;
2. Review of normative legal acts in the security sector;
3. Review of analytical documents, studies and reports on women, peace and security;
4. Analysis of the compliance of NAP 1325 with the spirit and letter of UNSCR 1325;

5. Analysis of favourable environment, related policies and identification of general and special regulatory mechanisms. Review of standards and principles in the field of gender and security of alliances: the EU, NATO;
6. Analysis of the national institutional mechanism for 1325 at each policy stage: definition, development, implementation, reporting, monitoring and evaluation;
7. Analysis of the possibilities of implementing UNSCR 1960, 1820, 1888, 1889, 2106, 2122 and 2282;
8. Analysis of NAP 1325 budgeting: reflection in the programme budgets of the authorized body and state bodies of the security sector. Opportunities for the costing of government expenditures for NAP 1325 implementation; and
9. A review of the best relevant practices and experiences for implementation of NAP 1325.

The key in the structure of the desk study

is the analysis of the context associated with the processes of Ukraine’s integration into the European Union and NATO, which establishes a certain framework of commitments, including gender equality in the security sector.

Context analysis will reveal the nature of NAP 1325 and its place in the system of national and international commitments, as well as the results expected from its implementation. The latter can be strengthened or hampered by the functions of state bodies, which largely affects the degree of implementation, as well as, in general, the perception of and commitment to the NAP 1325.

A comparative analysis of UNSCR 1325 and NAP 1325 (in the form of a table) will reveal gaps in the NAP activities and the requirements of UNSCR 1325. This comparative analysis will identify the structural elements of the NAP that require additional government intervention, as well as help to formulate recommendations for the design of the future NAP 1325.

Therefore, the desk research is aimed at identifying the value and philosophy of NAP 1325, as well as recommendations for its improvement.

The field study

Data collection will be carried out by using high-quality tools, including semi-structured interviews and focus-group discussions (see Annex 1 for questionnaires).

Semi-structured interviews

It is planned to hold at least 15 interviews with experts. Among them, mainly representatives of state bodies, implementers of NAP 1325 and involved independent experts and experts on NAP 1325 issues (see Annex 4 for participants).

Focus-group discussions

At least two focus group discussions are planned. The first focus group discussion will involve not less than five to eight persons, including representatives of state bodies from the inter-ministerial working group on the implementation of NAP 1325. The second group will also involve not less than five to eight people from civil society involved in the development and implementation of NAP 1325, including those supporting the localization of NAP 1325 in local communities (see Annex 4 for participants).

Field research will be conducted using the KAP (knowledge, attitude, practice) method.

The objectives of the field study are aimed at identifying the needs of the implementers and beneficiaries of NAP 1325, systemic and operational obstacles, subjective and non-subjective conditions, managed and unmanageable factors in the implementation of NAP 1325 and opportunities for improving NAP 1325.

In general, the evaluation is also aimed at increasing the transparency, effectiveness and involvement of the parties in the implementation of NAP 1325.

ANNEX 3.


Global Indicators to Monitor the Implementation of UN Security Council Resolution 1325

1 a	Prevalence of Sexual Violence
1 b	<ul style="list-style-type: none"> • Patterns of sexual violence in conflict and post-conflict situations • Text of recommendations section to report: • Types of measures (proposed vs. implemented) • Types of violations • Type of perpetrator • Specific groups affected (ethnicity, geographical location, age)
2	Extent to which United Nations Peacekeeping and Special Political Missions include information on violations of women and girls' human rights in their periodic reporting to the Security Council
3 a	Extent to which violations of women's and girls' human rights are reported, referred and investigated by human rights bodies Report: <ul style="list-style-type: none"> • Number and types of cases reported, referred and investigated • Account of actions taken / recommended to address violations
3 b	Number and percentage of women in governance of National Human Right Bodies (NHRB)
4	Percentage of reported cases of sexual exploitation and abuse allegedly perpetrated by uniformed, civilian peacekeepers and/or humanitarian workers that are acted upon, out of the total number of referred cases
5 a	Extent to which measures to protect women's and girls' human rights are included in Peacekeeper Heads of Military Components and Heads of Police Components Directives
5 b	Extent to which measures to protect women's and girls' human rights are included in national security policy frameworks. Existing and new gender-specific language to report: <ul style="list-style-type: none"> • Type of document • Context analysis of security threats to women and girls • Types of measures
6	Number and type of actions taken by the Security Council related to resolution 1325 (2000) Report: <ul style="list-style-type: none"> • Number of actions • Types of actions: request inquiry, setup a specific mechanism, mandate peace, maintenance of operations, imposition of sanctions, authorisation of the use of force, establishment of international tribunals, referrals to the ICC • Types of documents (i.e. resolution, PRSTs)
7	Number and percentage of women in the executive leadership of relevant regional and sub-regional organizations involved in preventing conflict (regional and sub-regional organizations will include those identified in A/RES/55/285).
8	Percentage of peace agreements with specific provisions to improve the security and status of women and girls
9	Number of women holding senior positions in UN field missions
10	Percentage of field missions with senior level gender experts
11 a	Representation of women among mediators, negotiators and technical experts in formal peace negotiations
11 b	Women's participation in official observer forces at the beginning and the end of formal peace negotiations

12 a	Women's representation in parliaments and ministerial positions. Report on share of: <ul style="list-style-type: none"> • Seats in parliament • Ministerial positions
12 b	Women's political participation as voters and candidates. Report on women's share of: <ul style="list-style-type: none"> • Persons registered to vote • Persons who vote • Parliamentary candidates
13	Extent to which Security Council missions address specific issues affecting women and girls in the Terms of Reference and Mission Reports
14	Index of women's and girls' physical security. Survey-based indicator to measure three dimensions: <ul style="list-style-type: none"> • Perceptions of physical security of women and girls (by location, time of day) • Proxy variables measuring how women's and girls' ability to participate in public life has been affected • Proxy variables measuring how women's and girls' regular activities have been affected
15	Extent to which national laws to protect women's and girls' human rights are in line with international standards
16	Level of women's participation in the justice and security sector
17	Existence of national mechanisms for control of illicit Small Arms and Light Weapons (SALW). This indicator reports on: <ul style="list-style-type: none"> • Existence of a national coordination agency on SALW or National Focal Point (paragraphs 4 and 5 of Section II of the POA) • Records on holdings and transfers of SALW (para 9 in section II of the POA)
18	Percentage of benefits from temporary employment in the context of early economic recovery programmes received by women and girls
19	Percentage of referred cases of sexual and gender-based violence against women and girls that are reported, investigated, and sentenced
20	Hours of training per capita for decision-making personnel in security and justice sector to address sexual and gender-based violence cases
21 a	Maternal mortality rate
21 b	Net Primary and secondary education enrolment rates, by sex
22 a	Proportion of budget related to indicators that address gender equality issues in strategic planning frameworks
22 b	Proportion of budget related to targets that address gender equality issues in strategic planning framework
23 a	Proportion of total disbursed funding to Civil Society organizations that is allocated to address gender equality issues
23 b	Proportion of total disbursed funding to support gender equality issues that is allocated to Civil Society organizations
24 a	Proportion of disbursed Multi Donor Trust Funds (MDTFs) used to address gender equality issues
24 b	Proportion of total spending of UN system used to support gender equality issues
25	Extent to which Truth and Reconciliation Commissions include provisions to address the rights and participation of women and girls
26 a	Percentage of benefits from DDR programmes received by women and girls

ANNEX 4: List of Respondents

1. Larisa Kolos, School of Equal Opportunities
2. Katerina Borozdina, NGO La Strada
3. Lesya Nechiporenko, NGO Women's Information Consultative Center
4. Nikolay Yabchenko, NGO Ukrainian Women's Fund
5. Maria Dmitrieva, NGO Democracy Development Center
6. Maria Berlinskaya, Institute for Gender Programs
7. Victoria Arnautova, Gender Advisor, Ukrainian National Guard
8. Khrystyna Brodych, UN Women national consultant, Ministry of Internal Affairs
9. Olga Derkach, Senior Officer, International Cooperation Department, Ukraine State Border Guard Service
10. Tatyana Kolyada, Chief Inspector of the Department of Organizational and Analytical Support and Operational Response of the National Police of Ukraine
11. Aleksey Kukharets - Chief Specialist of the Department of Organization of Work with Citizens Appeals and Public Relations of the Department of Social and Humanitarian Support and Psychological Work of the Staff Department of the Administration of the State Tax Administration
12. Olga S. Kharchenko - Chief Specialist of the Department of Commissioners for the Monitoring of the Observance of Human Rights in Police Activity of the Office of Human Rights Protection of the National Police
13. Lyubov Chubinskaya - Head of the Euro-Atlantic Integration Sector of the European and Euro-Atlantic Integration Department of the Department for International Cooperation and European Integration of the Ministry of Internal Affairs
14. Liliya Kudinova- Senior Specialist of the Department of Cooperation with the European and Euro-Atlantic Integration Administration of the Department for International Cooperation and European Integration of the Ministry of Internal Affairs
15. Marina Amons - Deputy Head of the Department for interaction with public authorities and the public of the Department for monitoring the observance of human rights of the Ministry of the Interior
16. Kateryna Levchenko, Government Commissioner on Gender Equality Policy
17. Olena Suslova, Head of the NGO Women's Information Consultative Center
18. Natalia Altintseva, Deputy Head of the Center for International Cooperation of the SBU
19. Lyubov Gumenyuk, Specialist of the Department for Gender Issues and Relations with Public and Religious Organizations of the Department of Military Education, Science, Social and Humanitarian Policy of the Ministry of Defence
20. Dariia Malakhova, Senior Specialist of the Office for Cooperation with NATO of the Office of the Deputy Prime Minister for European and Euro-Atlantic Organization
21. Inna Zavorotko, Senior Lieutenant of the Legal Department of the General Staff of the Armed Forces of Ukraine
22. Natalia Pylypiv, Human Rights Officer, UN HRMMU
23. Ann-Kristin Bjergene, Deputy Director of NATO representation to Ukraine
24. Tetyana Medun, National Project Officer, OSCE Project Coordinator in Ukraine
25. Lyudmyla Vasylenko, Head of European Integration sector, Ministry of Information Policy
26. Georgiy Tuka, Deputy Minister, Ministry of Temporarily Occupied Territories and IDPs
27. Nataliya Bogdanova, Head of Department on gender policy, Ministry of Social Policy
28. Yulia Filinska, Section of Human Rights and Council of Europe
29. Halyna Plachynda, State Emergency Service of Ukraine
30. Oleksandr Deineko, Coordination Center of Legal Aid under the Ministry of Justice
31. Mykola Movchan, Deputy Minister, Ministry of Youth and Sports



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