


















# Implementation of the Women, Peace and Security agenda in Africa

<p><b>Key results:</b> The overall objective of the programme is to enhance the African Union's (AU) and its member states' capacity to deliver on the Women, Peace and Security (WPS) agenda according to its mandate and as laid out in the UN Security Council Resolution 1325. The programme is expected to:</p> <ol style="list-style-type: none"> <li>1. Prevent and address vulnerability of women and girls in post-conflict situations with a particular focus on the Sahel region</li> <li>2. Enhance delivery by the African Union and its member states on existing commitments made within the WPS agenda</li> <li>3. Strengthen AU's capacity to efficiently mainstream the WPS agenda in all components of the African Peace Security Architecture.</li> </ol> <p><b>Justification for support:</b> Despite the existence of strong, progressive and articulated global and continental policies, strategies and action plans on women, peace and security, women and girls continue to bear the brunt of conflicts in Africa. They remain victims of sexual violence and other forms of abuses and are still underrepresented in peace processes at local, national and continental level. The Danish support seeks to bridge the gap between policy and realities on the ground by improving the capacity of the AU and its member states to implement and monitor interventions. This includes development of national action plans, yearly reporting on progress made to identify gaps for future focus, as well as concrete interventions in post-conflict situations addressing specific challenges faced by women and girls as they arise.</p> <p><b>Major risks and challenges:</b> <b>Contextual risks:</b> The number of multifaceted conflicts places high demands on the AU to deliver targeted, multi-level and speedy responses which risks diverting AU's attention away from the WPS Agenda. Denmark will push for the WPS to remain at the top of the agenda through day-to-day programme management and annual policy dialogue within a Steering Committee being set up for the programme.</p> <p><b>Programmatic risks:</b> The member states of the African Union has decided upon a budget ceiling and recruitment moratorium while developing a new organisational structure. This adds to the existing limited capacity possibly undermining the impacts of the support. In order to mitigate this risk the programme provides funding for technical assistance and staff during the first two years of the project.</p> <p><b>Institutional risks:</b> Weak strategic planning and limited focus on end-results, partly due to the staffing constraints within the AU, may have an adverse effect on the implementation. Regular formal and informal dialogues – through the Steering Committee and day-to-day management – with the relevant AU units, monitoring and reporting using MFA systems and providing targeted technical assistance will be used to mitigate the risks.</p>	<p><b>File No.</b> 2018-6232</p> <p><b>Country</b> Regional-Africa</p> <p><b>Resp. Unit</b> Addis Abeba</p> <p><b>Sector</b> Civilian peace-building, conflict prevention</p> <p><b>Partner</b> African Union</p> <table border="1"> <thead> <tr> <th>DKK mill.</th> <th>2019</th> <th>2020</th> <th>2021</th> <th>2022</th> <th>Total</th> </tr> </thead> <tbody> <tr> <td><b>Commitment</b></td> <td>25.0</td> <td></td> <td></td> <td></td> <td>25.0</td> </tr> <tr> <td><b>Proj. Disb.</b></td> <td></td> <td>10.5</td> <td>10.0</td> <td>4.5</td> <td>25.0</td> </tr> </tbody> </table> <p><b>Duration</b> 2020-2022</p> <p><b>Previous grants</b> -</p> <p><b>Finance Act</b> § 06.32.01.23</p> <p><b>Head of unit</b> Amb. Karin Poulsen</p> <p><b>Desk officer</b> Samrawit Berhanu</p> <p><b>Reviewed by CFO</b> Mads Ettrup</p>	DKK mill.	2019	2020	2021	2022	Total	<b>Commitment</b>	25.0				25.0	<b>Proj. Disb.</b>		10.5	10.0	4.5	25.0
	DKK mill.	2019	2020	2021	2022	Total													
	<b>Commitment</b>	25.0				25.0													
	<b>Proj. Disb.</b>		10.5	10.0	4.5	25.0													
	<b>Relevant SDGs</b>																		
	 No Poverty	 No Hunger	 Good Health, Wellbeing	 Quality Education	 Gender Equality	 Clean Water, Sanitation													
	 Affordable Clean Energy	 Decent Jobs, Econ. Growth	 Industry, Innovation, Infrastructure	 Reduced Inequalities	 Sustainable Cities, Communities	 Responsible Consumption & Production													
	 Climate Action	 Life below Water	 Life on Land	 Peace & Justice, strong Inst.	 Partnerships for Goals														

## Strategic objectives:

The strategic objective of this programme is to *enhance the African Union's and its member states' capacity to deliver on the Women, Peace and Security agenda according to its mandate and as laid out in UN Security Council Resolution 1325.*

## Justification for choice of partner:

The AU is a paramount African inter-governmental organization and has a direct and growing influence on African peace and security issues in general and the WPS agenda in particular through its norm-setting role and continental convening capacity. Denmark has a long-standing partnership with the African Union through the Africa Programme for Peace currently in its fourth phase and the African Union is key in delivering multilateral solutions on continental problems including in partnership with the EU.

## Budget:

Output 1.1: Development and adoption of national action plans by member states	DKK 6.5 million
Output 1.2: Monitoring and reporting on the implementation of the WPS Agenda	DKK 3.0 million
Output 2.1: Gender mainstreaming within the African Union Peace and Security Department	DKK 2.0 million
Output 2.2: Knowledge management, partnership, research and dialogue on gender, peace and security – within the African Union as well as in the interactions with CSOs, academia, think tanks etc.	DKK 3.0 million
Output 2.3: Answering to relief needs of women and girls in post conflict situations	DKK 3.6 million
Technical Assistance and staff support	DKK 8.9 million
<b>Total</b>	<b>DKK 25 million</b>

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**African Union**

December 2019

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## Abbreviations

AGA	African Governance Architecture
APP	Africa Programme for Peace
APSA	African Peace and Security Architecture
ASF	Africa Stand-by Force
AU	African Union
AUC	African Union Commission
AU PSD	African Union Peace and Security Department
CAR	Central African Republic
CRF	Continental Results Framework
CEWARN	Conflict Early Warning and Response Mechanism
DKK	Danish Kroner
DRC	Democratic Republic of Congo
ECOWAS	Economic Community of West African States
EU	European Union
FEM-WISE	Network of African Women in Conflict Prevention and Mediation
GFP	Gender Focal Points
JFA	Joint Financing Agreement
NAP	National Action Plan
OSE	Office of the Special Envoy (on women, peace and security)
OSCE	Organization for Security and Co-operation in Europe
RDE	Royal Danish Embassy Addis Abeba
RO	Regional Organisation
NATO	North Atlantic Treaty Organization
PSC	Peace and Security Council
PSO	Peace Support Operations
PCRD	Post-Conflict Reconstruction and Development
PSP	Peace and Stabilisation Programme
PoW	Panel of the Wise
QIP	Quick impact project
REC	Regional Economic Community
RM	Regional Mechanisms for Conflict Prevention, Management and Resolution
	Sustainable Development Goal
SDG	United Nations
UN	United Nations Security Council Resolution
UNSCR	
USA	United States of America
USD	United States Dollars
WPS	Women Peace and Security

## 1. Introduction

This document presents the Danish support for the implementation of the Women Peace and Security (WPS) agenda by the African Union. The support constitutes an integral part of the ongoing fourth phase of the Danish Africa Programme for Peace (APP IV) which is aimed at strengthening the African Union (AU) and selected Regional Economic Communities (RECs) within the area of peace, security and democratic governance with gender (and youth) as a crosscutting issues.

This support will provide a total of DKK 25 million between January 2020 and December 2022 to the African Union Commission (AUC). More specifically, the funding will be directed towards the Peace and Security Department of the African Union (AU PSD) and the Office of the AU Special Envoy (OSE) on Women, Peace and Security of the Chairperson of the African Union Commission.

The overall objective of the programme is: *to strengthen African Union's capacity to deliver on the Women, Peace and Security Agenda within its mandates.*

The programme will be managed by the Royal Danish Embassy in Addis Ababa (RDE). The Programme Document has been developed in accordance with Danida's Guidelines for Programmes and Projects (January 2018). The formulation of this programme has drawn from consultations with representatives of the supported organization undertaken by the Embassy, a document review of recent policies and plans of the African Union as well as assessments and analysis concerning developments within African peace, security and governance issues. It also takes into account the priorities set out in Danish strategy for development cooperation and humanitarian action – The World 2030, the Foreign and Security Policy Strategy and the Danish National Action Plan for the Implementation of United Nations Security Council Resolution 1325 (2014-2019). The formulation has been based on the principle of alignment with the strategic plans and procedures of the African Union and it builds upon the foundations laid by the various phases of the Danish Africa Programmes for Peace in which gender is included as a crosscutting issue.

## 2. Strategic consideration and justification

Full and equal participation of women at all levels within conflict resolution, peacebuilding and reconstruction is the only way to ensure that societies emerging from conflict are built on fundamental respect for the rights, needs and contributions of women and girls.

In October 2000, the United Nations Security Council (UNSC) adopted Resolution 1325 (UNSCR 1325) after recognition that women and girls experience specific needs and vulnerabilities during conflict and instability and have a vital role to play in conflict prevention and resolution, peacebuilding, peacekeeping and post-conflict reconstruction. UNSCR 1325 is still regarded as a ground-breaking and historical document. It is the first resolution adopted by the UNSC which “dealt specifically with gender issues and women’s experiences in ‘conflict’ and ‘post-conflict’ situations” and the central role of women in conflict prevention and peacebuilding. For this reason, UNSCR 1325 is considered the pinnacle of the global WPS agenda. A growing body of evidence shows that perhaps the greatest and most underutilized tool we have for successfully building peace is the meaningful inclusion of women.

Cognizant of the above, Denmark is a strong supporter of the implementation of UNSCR 1325. Hence the promotion of the WPS agenda is a cornerstone in Denmark's Foreign, Security and Development Policy.

In the same vein, the African Union (AU) has adopted the issues of peace and security and gender equality as part of its social transformation agenda on the continent and has shown its commitment to the issues of peace and security and gender equality through the creation of various structures and the adoption of legal instruments to push through its agenda.

However, despite the existence of strong, progressive and articulated African continental policies, strategies and action plans on women, peace and security, women and girls continue to bear the brunt of conflicts in Africa and remain victims of sexual violence and other forms of abuses and still are underrepresented in peace processes at all levels; local, national and continental.

Recognizing the disconnect between policy and implementation, the Danish support, in full alignment with the African Union policies and strategies including Agenda 2063, is expected to strengthen the AU's capacity to deliver on the Women Peace and Security agenda within its mandate by improving the quality and effectiveness of mechanisms and build the capacity of the stakeholders in charge of ensuring women's participation in peace processes in Africa and address issues of protection of women in conflict and post-conflict and reconstruction settings.

## 2.1 Context

Over the past 20 years, inter-state armed and violent conflicts have significantly diminished in Africa. Nonetheless, the continent also continues to witness intra-state conflicts and new security threats with spate of violence that have undoubtedly increased in historic levels and impacted women in disproportionate ways. The changing nature of conflicts has also affected the way in which policymakers and experts view conflicts and their impacts. At the conceptual level the continent has witnessed a shift from a perspective that sees security solely through the military lens and the security of the State to a perspective that takes into account non-military aspects of security drawing on the notion of human security to focus on the individual and the role of non-state armed actors.

This changed perspective has also led to greater awareness of the role of gender in international relations and peace and security and development in particular. At the continental level, we have witnessed a call for a stronger role for the African Union on this issue to demonstrate greater efforts towards developing effective mechanisms to address issues of protection of civilians in conflict and the specific challenges faced by women in conflict and post conflict contexts.

### UNSCR 1325 has three main objectives:

1. To increase women's **participation** in decision-making, conflict prevention and resolution, peacebuilding, and peacekeeping;
2. To **protect** women's rights in armed conflict, including protecting women against sexual and gender-based violence and other violations of international human rights; and
3. To **adopt a gender perspective** in conflict preventions resolutions, peacebuilding and peacekeeping.

The 2018 Committee on the Elimination of Discrimination against Women (CEDAW) report<sup>1</sup> highlights that conflicts and unstable environments exacerbate pre-existing patterns of discrimination against women and girls, exposing them to heightened risks of human rights violations. In 2018/19 women have constituted important number of the casualties.<sup>2</sup> Extensive research conducted during the last two decades shows that conflict affects women, girls, men and boys in a different way. Both men and women suffer from conflict. Men make up the majority of combatants, are four times more likely than women to be victims of homicide, and are more likely to suffer violent deaths during conflict. While men are not immune to wartime violence, women suffer from more types of violence than men do. They are often victims of both physical and psychological violence, including sexual violence, forced abortions, forced impregnations, forced sexual slavery, displacement, etc. Women are also often seen as the symbolic bearers of a people's culture and, thus, raping them equates to defiling that very culture<sup>3</sup>. New data published in May 2019 shows record levels of political violence targeting women over the last 12 months, including killings, sexual violence, forced disappearances, online and offline harassment, physical assault, and mob violence<sup>4</sup>. As of 2018, in situations on the Security Council's agenda, over 50 parties to conflict are credibly suspected of having committed or instigated patterns of rape and other forms of sexual violence.<sup>5</sup>

It is often assumed that conflicts are perpetuated mostly by men. The responsibility to stop or resolve them is, therefore, often also seen as required by men.<sup>6</sup> When conflicts escalates to the formation of armed groups and full blown war, there is the assumption that women do not hold positions in war and, thus, have no role in the search for peace. Consequently, women are excluded in most peace processes. According to the UN Secretary General's Report on WPS for 2018, between 1990 and 2017, women comprised only 1% per cent of mediators, 8 % of negotiators; and 5% of witnesses and signatories to agreements. A closer look at more recent mediation processes shows that the overwhelming majority of current Special Envoys and Representatives mandated to engage in conflicts at high-level (track 1) are men. In addition, evidence collected between January 2012 and December 2016 suggests that peace processes and peace agreements continue to take place in a strongly male-dominated context across Africa.

Yet, women are known to have leverage in their communities on disputing parties; and are often able to intervene informally and have impact. Women's direct participation in peace negotiations increases the sustainability and the quality of peace. A study investigating 82 peace agreements in 42 armed conflicts between 1989 and 2011 found that peace agreements with women signatories are associated with durable peace. The same study also found that peace agreements signed by women show a higher number of agreement provisions aimed at political reform and a higher implementation rate of these provisions.<sup>7</sup> Another study based on an analysis of 98 peace agreements across 55 countries between 2000 and 2016 found that peace agreements are more likely to have gender provisions when women

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<sup>1</sup> CEDAW, "Contribution to the 2030 Sustainable Development Goals in Response to a Call for Inputs by the High-Level Political Forum on Sustainable Development (HLPF)," 27 April 2018

<sup>2</sup> [http://ipss-addis.org/resources/publications/state\\_of\\_peace\\_and\\_security\\_in\\_africa\\_2019.php](http://ipss-addis.org/resources/publications/state_of_peace_and_security_in_africa_2019.php)

<sup>3</sup> [http://ipss-addis.org/resources/publications/state\\_of\\_peace\\_and\\_security\\_in\\_africa\\_2019.php](http://ipss-addis.org/resources/publications/state_of_peace_and_security_in_africa_2019.php)

<sup>4</sup> UN Security Council (2019). Report of the Secretary-General on women peace and security (S/2019/800), para. 36. Also see Kishi, R., Pavlik, M. and Matfess, H. (2019). Terrible and Terrifying Normal: Political Violence Targeting Women

<sup>5</sup> UN Security Council (2019). Report of the Secretary-General on women peace and security (S/2019/800), para. 40. Also see UN Security Council (2019). Report of the Secretary-General on conflict-related sexual violence (S/2019/280).

<sup>6</sup> AU Femwise – Africa Programme Document, 2019

<sup>7</sup> Krause, J. Krause, W & Bränfors, P. (2018). Women's Participation in Peace Negotiations and the Durability of Peace, *International Interactions*, 44:6, 985-1016



participate in track 1 or 2 peace processes.<sup>8</sup> Women civil society groups play critical roles in peace processes. Particularly, strong linkages and collaboration between diverse women groups (for example, women delegates, women civil society groups, local women’s civil society activists) are crucial for the inclusion of provisions that address social inequalities, especially gender inequality.<sup>9</sup> Despite this reality, there is a lack of recognition of women’s involvement and contribution at all levels of conflict prevention. Stereotypes about women’s roles in conflict prevention, mediation and peace building should therefore be broken. Slow implementation of national, regional, continental and global commitments, resolutions, and protocols on gender equality and women’s participation remains a challenge. Consistent and persistent advocacy for political will and change of mind-sets is required.

## **2.2 Strategic frameworks and strategic objectives**

The strategic framework for this programme is provided by the AU strategies, plans and normative standards – including the AU’s Agenda 2063 - and by the Danish Strategy for Development Cooperation and Humanitarian Action – The World 2030. The programme has been designed with three distinct outcomes (see section 4 below) which all contribute to the achievement of the SDGs, especially SDG 5 (gender equality), SDG 16 (peace, justice and institutions) and SDG 17 (partnerships to achieve the goals).

### **2.2.1 AU policies and strategies**

Africa has steadily built up an extensive body of instruments and policies of relevance to the women, peace and security agenda at all levels. The African Union plays a prominent role and has been a historical supporter of the WPS agenda. The organisation has made the promotion of the WPS agenda a central element of its peace and security policies and instruments. It has also made considerable efforts to put in place a policy architecture to promote the Agenda.

The AU strategic frameworks refer to the WPS agenda, which creates potential entry points for the promotion and implementation of UNSCR 1325 and follow-up resolutions, and the WPS agenda more broadly.

Gender equality is enshrined in Article 4 (L) of the Constitutive Act of the AU. Consequently, the organization’s flagship development agenda ‘Agenda 2063: Africa We Want’ includes several commitments towards improving gender equality<sup>10</sup>. Agenda 2063 is closely linked with the Sustainable Development Goals (SDGs) and the global agenda for development 2030 as the Common Africa Position on the Post 2015 Development Agenda influenced the SDGs as well as Agenda 2063. Investing in the African People, especially the Youth, Women and Children is also one of the nine aspirations of the AU medium-term plan (2018- 2023). The AU has also embraced international commitments on Gender Equality and promotion to end violence against women via its collaboration on the Convention on the Elimination of all forms of Discrimination Against Women (CEDAW) of

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<sup>8</sup> True, J. & Riveros-Morales, Y. (2018). Towards inclusive peace: Analysing gender-sensitive peace agreements 2000–2016

<sup>9</sup> Krause, J. Krause, W & Bränfors, P. (2018). Women’s Participation in Peace Negotiations and the Durability of Peace, International Interactions

<sup>10</sup> Aspiration 3: An Africa of good governance, democracy, respect for human rights, justice, and the rule of law, peace. Aspiration 4: A peaceful and secure Africa, and the participation of women in the development of the continent and Aspiration 6: An Africa whose development is people-driven, relying on the potential of the African people, especially its women and youth, caring for children.

1979, the Beijing Declaration and Platform for Action of 1995, and the Namibia Plan of Action on Mainstreaming a Gender Perspective in Multidimensional Peace Support Operations.

By adopting the Solemn Declaration on Gender Equality in Africa (SDGEA) in 2004, African leaders agreed to “*ensure the full and effective participation and representation of women in peace processes including the prevention, resolution, management of conflicts and post-conflict reconstruction in Africa as stipulated in UN Resolution 1325 (2000) and to also appoint women as Special Envoys and Special Representatives of the African Union*”. Moreover, the AU gender policy refers to UNSCR 1325 as a foundation for its gender policy and a key commitment. As part of its commitments to the African Women’s Decade 2010-2020, the AU claims it will work with the AU Peace and Security Department (PSD), the Peace and Security Council and the Panel of the Wise on UNSCR 1325 and sister resolutions.

In 2019, the AU launched the above-mentioned Strategy for Gender Equality and Women’s Empowerment in which Peace and Security constitute one of the four pillars. One of the specific objectives of the strategy is to “strengthen the Women, Peace and Security programme to ensure that all African countries adopt and implement UN Resolution 1325 including provision of Transitional justice and reparations”.

In the same vein, the African Peace and Security Architecture (APSA, see box above), which is the AU’s main framework for developing responses to peace and security challenges in Africa, incorporates the WPS agenda. The APSA’s work is guided by the ‘AU Master Roadmap Practical Steps to Silencing the Guns by 2020’ and the APSA Roadmap 2016-2020. Both documents contain commitments to mainstreaming gender, including enhancing the role of women in peace and security activities by the AU (and Regional Organisations). In the APSA Roadmap 2016-2020, the AU confirms, “*UNSCR 1325 and follow-up resolutions are the cornerstones of the Women, Peace and Security agenda, supplemented by the AU’s and regional commitments and declarations.*” The roadmap prioritizes gender mainstreaming and the use of gender-sensitive indicators to monitor performance and delivery on gender, peace, and security outcomes. To this end, the program has established and supported Gender Focal Points (GFPs) at the AU Commission and within Liaison Offices, PSOs, and RECs. Article 20 of the AU PSC Protocol equally recognize the crucial role of women in creating enabling, stable and peaceful environment in pursuit of Africa’s development agenda thus requires the participation of women in peace and security affairs. Finally, the Post-Conflict Reconstruction and Development (PCRD) policy is most advanced in terms of its gender-sensitive language and programming. The PCRD policy mainstreams gender and women-specific issues across all its sections and addresses women and gender as standalone issues. It is quite detailed in its recommendations and explicitly calls for the ratification of, accession to, and domestication and implementation of the relevant AU and

The African Peace and Security Architecture (APSA) refers to the collective pillars that constitute the AU’s peace and security framework outlined in its 2000 Constitutive Act and the 2002 Peace and Security Protocol. These include:

- the Peace and Security Council (PSC),
- the Panel of the Wise (PoW),
- the African Standby Force (ASF)
- the Continental Early Warning System (CEWS), and
- the AU Peace Fund.

The APSA is at the center of the AU’s peace and conflict agenda, which includes conflict prevention, early warning and preventive diplomacy, peacemaking and peacebuilding, the encouragement and promotion of democratic practices and intervention, and humanitarian action and disaster management

international instruments relating to women's rights, such as UNSCR 1325 and sister resolutions, notably UNSCRs 1820, 1880 and 1889.

AU Peace and Security Council (PSC) sessions, especially since 2017, indicates that the implementation of the WPS agenda is a priority to the AU. The Council stresses in all its communiqués that meaningful participation of women is a condition sine qua non to building sustainable peace and security in the continent and further underscores the importance of inclusion of women as equal players at all levels in conflict prevention, management and resolution, as well as in post-conflict reconstruction and development. In spite of these strong commitments, progress towards implementing the WPS agenda in Africa is still lagging. In May 2018, the AU PSC expressed deep concern over the fact that, despite the existence of well-articulated policies, strategies and action plans on women, peace and security, women and girls continue to bear the brunt of conflicts in Africa and to be victims of sexual violence and other forms of abuses.

Moreover, the Council expressed its regrets on the continued underrepresentation of women in peace processes and calls on all member states to deploy consistent efforts to ensure women participation in Peace Processes at all levels. To improve the implementation, the AU PSC has adopted the Continental Results Framework (CRF) on Women, Peace and Security in Africa (2018-2028). The framework, officially launched in February 2019, is meant to monitor the implementation by AU member states and other relevant stakeholders of the various African and international instruments and commitments on women, peace and security in Africa. In parallel, at organisational level, the AU has launched in February 2019 the AU Strategy on Gender and Women's Empowerment. This strategy could potentially result in Commission-wide implementation if complemented by a Peace and Security gender strategy.

The normative framework of the WPS agenda and the principle of gender equality enjoy significant visibility, at regional level as well. Regional institutions have adopted a long list of policies aligned with the WPS agenda and several regional and sub-regional African organisations have adopted an extensive gender equality policy framework. The West African Economic and Monetary Union (UEMOA) is currently developing a gender policy. Most of the Southern African Development Community (SADC) member states have adopted national gender policies. In East Africa, the Intergovernmental Authority for Development (IGAD) has a 'Regional Action Plan for Implementation of United Nations Security Council Resolutions 1325 (2000) and 1820 (2008) (2011-2015)'. The East African Community (EAC), as a whole, adopted an EAC Regional Framework on UNSCR 1325 (2015-2019). In August 2018, the SADC adopted a Regional Strategy on Women, Peace and Security (2018-2022), which calls on member states to adopt National Action Plans (NAP's).

Beyond these normative instruments and strong political will, there has been significant progress towards establishing mechanisms through which these frameworks can be realized. Most notably this includes the appointment of the AU Special Envoy on Women, Peace and Security in 2014 and the launch of the Gender, Peace and Security Programme in 2015 and the launch of the Network of African Women in Conflict Prevention and Mediation (Fem-Wise) in 2017.

The January 2014 appointment of a Special Envoy on Women, Peace and Security by the Chairperson of the AU Commission has resulted in the PSD's development of a more focused and coherent strategy to advance gender issues within the realms of peace and security. The special Envoy's mandate

is to “ensure that the voices of women and vulnerable are heard much more in peacebuilding and in conflict resolution.” In particular, the current special envoy, intends to focus on: increasing women’s participation in peace and security; ensuring that protective measures on conflict-related sexual violence are put in place at all levels; promoting women’s roles in preventing conflict and peacebuilding; building capacity beyond the AU with local women’s groups; and establishing solidarity with African women’s organizations to identify and amplify complementary efforts at communal, national, sub-regional, and continental levels. In addition, the special envoy will support other departments of the AU to mainstream gender into the APSA and the African Governance Architecture.

Based on the Special Envoy’s mandate, the PSD launched a five-year work plan (2015–2020) on gender, peace, and security in November 2015. The programme’s overall goal is to accelerate the implementation of a WPS agenda in Africa, especially within the APSA. The specific objectives include the following: to develop a continental WPS agenda; to advocate for the implementation of a continental framework at national and sub-regional levels; to monitor, evaluate, and report on the implementation of the WPS agenda; to promote women’s leadership and initiatives and showcase best practices for their replication; to strengthen the effort of the AU on WPS issues for greater impact; and to build partnerships with various stakeholders, including developmental agencies and peace and security partners.

The Network of African Women in Conflict Prevention and Mediation, was established by the African Union Assembly of Heads of State within the APSA, as a subsidiary mechanism of the Panel of the Wise. The establishment of FemWise-Africa Network comes after a long process of commitments and studies by the AU on the advancement of women and women’s roles in conflict prevention and mediation. The FemWise-Africa programme has been designed in 2019 to serve as the prime implementation framework for the operationalisation of Fem-Wise Africa Network. The programme will play a key catalytic role to address the continual marginalization of the role and participation of women in conflict prevention, resolution, mediation, peace processes and post conflict peace building on the continent.

These are all clear signals of AU’s dedication to fully implement the progressive normative instruments and commitments on the WPS agenda in Africa. However, despite notable progresses, the AU concedes that more work is still needed to strengthen the delivery on the WPS agenda. In recognition of the centrality of women’s engagement as pivotal actors in peace and stabilization efforts in Africa, the AU Chairperson called upon the member states, RECs and development partners to demonstrate consistent political will, resources, accountability, expertise and attitudinal change to ensure the full implementation of the WPS agenda.

This programme is fully aligned to the AU strategies and targets the recurrent challenge related to the gap between strong commitments and implementation. The Danish support is also timely, as 2020 will mark the 20<sup>th</sup> anniversary of the ground breaking UN Security Council resolution 1325 and the 25<sup>th</sup> anniversary of the Beijing Declaration and Platform for Action.

### **2.2.2 Danish policies and strategies**

Denmark was the first country to adopt a National Action Plan (NAP) for the implementation of UN Security Council Resolution 1325 in 2005, and has since then adopted two additional NAP’s (2008-

2013 and 2014-2019). Denmark is currently in the process of evaluating the progress made through the National Action Plans which will feed into the process of formulating and adopting its fourth NAP. This constitute a vivid illustration of Denmark's long-standing engagement and strong commitment to the agenda. The current Danish NAP stipulates – inter alia – that the Government of Denmark will continue to support the full and equal participation of women in prevention and resolution of conflicts, peace negotiations, peacebuilding, peacekeeping, humanitarian response and in post-conflict reconstruction in accordance with UN SCR 1325. Moreover, the Danish Ministry of Foreign Affairs (MFA) is one of the three key signatories to the Danish NAP's alongside with the Ministry of Defence (MoD) and the Danish National Police (DNP) representing the Ministry of Justice (MoJ). An inter-ministerial working group (IMWG) comprised of representatives from the three signatory ministries is responsible for coordination and guiding implementation of the NAP.

The Danish Strategy for Development Cooperation and Humanitarian Action “The World 2030”, approved in 2017 and Denmark's Foreign and Security Policy Strategy (2019-2020) both reflect the emphasis placed on the Women, Peace and Security agenda, as well as Denmark's commitment to the Sustainable Development Goals (SDG), in this case particularly SDGs 5 (gender equality), 16 (peace, justice and institutions) and 17 (partnerships to achieve the goals). The Women, Peace and Security agenda is recognised by Denmark as a prerequisite for the fulfilment of the 2030 Agenda and as essential for transformative change towards security, human rights and development

The World 2030 foresees that Danish development cooperation will focus primarily on countries in the Sahel and Horn of Africa regions and will help build effective, accountable and inclusive institutions and democratic structures that respect and comply with human rights, promote participation and are representative. The Ministry of Foreign Affairs of Denmark is presently conducting an evaluation of Denmark's second and third UNSCR 1325 National Action Plans (NAP's) i.e. spanning the years 2008-19). The purpose is to learn from implementation and inform the development and strategic direction of the next NAP. The evaluation has a forward-looking perspective and its ambition is to provide an evidence-base for a wider debate on Denmark's engagement in fragility and women's role in conflict, as well as Denmark's engagement in realizing the Sustainable Development Goals (SDGs).

The current programme could be a key vehicle for realizing the envisioned implementation of the WPS agenda and therefore for achieving the goals set by the World 2030 and the Danish National Action Plan for the implementation of UN Security Council Resolution 1325 (2014-2019). The support provides an important framework to refocus and strengthen Denmark's approach to women, peace and security clearly showing the “nexus between gender equality, conflict and development” and the need for an interlinked domestic and international focus on women, peace and security.

### **2.3 Lesson learnt from previous support**

Denmark has supported the AU since 2004 via its regional programmes and more importantly through the four phases of the Danish Africa Programme for Peace (APP). The APP's longevity, its thematic focus, and its institutional partnership make it unique in Danish development assistance and offers significant potential to build upon lessons learned and the relationships established.

The various phases of the APP provided wide opportunities to take forward UNSCR 1325, gender and equality issues. The second phase of the programme (APP II) prioritized gender mainstreaming as a cross cutting issue in the work of organizations supported (including AU) and highlighted the operationalization of the UNSCR 1325. Yet, it is important to note that there was no gender component as such but gender activities under APP II.

Gender was also included in the three main components of the third phase of the Programme (APP III) as a crosscutting issue and is mentioned in the results framework and work plans. However, as the partners' reporting is mainly activity based, APP reviews and the APP evaluation show that it has been challenging to track and capture results achieved via Danish support. Nevertheless, progress has been made in adoption of policies, protocols, declarations, strategies and action plans. As of this date more than 14 instruments have been adopted by the AU and 25 member states have developed a NAP. These comprised the inclusion of women in preventative diplomacy and in the promotion of democratic elections. The current phase of the APP includes gender as a cross-cutting issue. It is assumed that the CRF adopted last year will institutionalise regular and systematic monitoring and reporting of the implementation of the WPS agenda. The framework will enable AU (and as a result Denmark) to capture and document results.

The long-standing engagement with the African Union within peace, security and governance has prompted a number of lessons that have influenced the design and approach for the current programme:

1. The focus on a specific area will enable closer dialogue and stronger results. By being more focused on WPS areas Denmark's political dialogue and technical and financial support on the implementation of the WPS agenda will be deeper and have greater effect.
2. Best results have been achieved where political will and mandate and comparative advantages of the partner are well aligned. Comparative advantages include the synergy of timely political decision-making, technical and operating capacity, sufficient and available financial resources, and coordination with other relevant actors.
3. Strategic use of Technical Assistance (short and long term) has advantages – it can increase focus on results – but it must be demand driven and its form and scope require careful targeting and should be harmonised with other service providers.
4. The AU's planning capability is still deficient (though improving), the experience has been that results take time and perseverance. While this may be assisted through appropriate TA (e.g. concerning formulation of strategy and new programme), the weakness reflects the very wide mandates and strategic focus of the organisation and shortcomings in relation to staffing. The push for increased focus on planning and result from the international partners and member states may help in this regard.

Direct support of DKK 25 million to the AU will make Denmark one of the largest donors to the specific intervention area. The support is expected to increase political dialogue and acknowledgement both within the AUC and its member states. By being a long lasting and trusted partner, there is also space for Denmark to engage with the AU on the agenda and act as a convening partner to ensure coordination and work hand in hand with the AU to formulate a Women, Peace and Security strategy which could complement the recently launched AU Strategy on Gender and Women's Empowerment.

This could enhance efforts to promote the WPS agenda and eventually improve the implementation across the AU.

## **2.4 Key stakeholders**

The identification of the AU as the most relevant organization for Denmark to support has taken into account AU's capacity and role, how it relates to the Danish priorities highlighted above, and how Denmark's comparative advantages and previous experience of cooperation with AU can be utilized. The assessment has drawn from the context analysis annexed to this document (Annex 1) and reflects the factors highlighted in the description of partners in Annex 2.

The AU is chosen because it is the paramount African inter-governmental organization and has, through its political, administrative and operational arms, a direct and growing influence on African peace and security issues in general and the WPS agenda in particular. The AU's comparative advantage in implementing the WPS agenda lies chiefly in continental legitimacy, continental convening capacity and its capacity to mobilize member States, CSOs, NGOs and partners directly for strategic decision-making and policy making on the continent.

The AU's WPS commitments are implemented through the Office of the Special Envoy for Women, Peace and Security (OSE) reporting to the Chairperson of the Commission and through the Women, Gender, Peace and Security Programme (2015-2020) under the Department of Peace and Security. As stated in Annex 1 under the stakeholders' analysis, a well-functioning donor coordination mechanism is not in place thus far for the support related to the AU WPS agenda. Denmark took the initiative of organizing joint meetings for the partners already supporting or interested in supporting the agenda. The aim of the coordination meetings is to get a more comprehensive overview of the activities taking place as well as the plans for the near future and how International Partners can best support AU's work within this important agenda.

Numerous international partners are already providing support to the agenda. Norway, Korea, Ireland and Spain are currently supporting the initiatives of the Office of the Special Envoy and the PSD GPSP. These initiatives are also being supported through UN Women. Finland is supporting the Africa Fem-Wise programme and Canada, USA and Sweden are also interested in supporting AU WPS related initiatives<sup>11</sup>. A mapping exercise has been initiated by the RDE, and the Embassy will continue its work to ensure coordination and cooperation amongst the international partners and the AU. In order to ensure a comprehensive and consistent approach and avoid duplication and overlap of funding and instruments, the RDE is planning to join the pilot phase of the newly designed Joint Financial Agreement (JFA) which is expected to encompass the main PSD initiatives including gender mainstreaming. The JFA outlines the key principles of joint partnership with AU PSD in pursuit of common objectives and agreed common monitoring and reporting mechanisms with harmonized procedures for release of funds. It is expected that Germany, Ireland, Norway, Sweden and the United Kingdom will join the pilot phase with the EU likely to join in the near future.

## **2.5 Adherence to the aid effectiveness agenda**

The programme will adhere to the aid effectiveness agenda, including through alignment to partner strategies, and opportunities for working with other development partners when possible. It draws its

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<sup>11</sup> See Annex 1 – context analysis for further details on the international partners providing support to the Women, Peace and Security agenda within the African Union.

basic rationale from the African context and the AU response to this as demonstrated by the strategies listed in the sections above (Agenda 2063 etc.) The programme responds directly to the priorities of the APSA Road Map. In this regard, it is paramount to underline that the road map prioritizes gender mainstreaming and the use of gender-sensitive indicators to monitor performance and delivery on gender, peace, and security outcomes.

Moreover, the principle of complementarity and subsidiarity is at the heart of the AU agenda to realize peace and security. In the scheme of maintaining regional peace, regional organisations and mechanisms are expected to constitute the building blocks and the foundation of the edifice of peace with the AU at the apex. Linkages between the mechanisms and the activities of the continental and regional organisations are crucial to advancing the gender, peace and security agenda and to the attainment of durable peace. The programme will enable platforms for interaction with regional organizations, mechanisms and gender/human rights observatories on issues of gender peace and security and women participation. The platforms could take the form of public consultations, advocacy and outreach, lobbying and ad hoc consultations with civil society. The purpose is to facilitate experience sharing, identification of issues and strategy formulation as well as the provision of financial and technical support for capacity building and joint programme formulation and implementation, in line with the memorandum of understanding and cooperation signed in 2008 between the RECs/RMs and the AU in the area of peace and security.

Concerning the approach used, it is important to note that a more focused approach on WPS is seen as a way to complement the existing regional programmes (e.g. Denmark's Peace and Stabilisation Programmes (PSPs) for the Horn of Africa and the Sahel) as well as bilateral initiatives in e.g. Somalia, Mali, Burkina Faso and Niger

Furthermore, the programme will utilize a core funding approach combined with an intensified dialogue on the implementation of the WPS agenda. Denmark will continue to be an active member of relevant donor harmonisation arrangements and will endeavour to facilitate and take the lead with regard to setting up of a coordination group of the international partners engaged in the WPS agenda.

Regarding the Human Rights Based Approach (HRBA), the programme rests upon the four principles of participation, accountability, non-discrimination and transparency. These underpin AU's own strategies and policies (African Charter on Human and Peoples' Rights, Protocol on the African Charter on Human and People's Rights on the Rights of Women in Africa etc.) as well as practice. In its dialogue with the AU, the RDE will encourage the adoption of specific approaches that support the mainstreaming of gender issues into the continental peace and security agenda, the RDE will also address together with the AU PSD the challenges related to financial and technical expertise related to the implementation of the WPS agenda. The support to AU member states' implementation of national action plans is particularly relevant for increasing women's *participation* and in relation to *non-discrimination*. The envisioned support to reporting on the Continental Results Framework is particularly relevant for *accountability* and *transparency*. And finally, the planned support to implementation of Quick Impact Projects will contribute to *non-discrimination* and *participation*. The context analysis in Annex 1 provides further insights into the HRBA-aspects of the programme.

As for the considerations related to synergies between humanitarian and development assistance and security and fragility situation, the focus of international partners can often be limited to the important



areas of the first phases of peace and state building with a focus on inclusion, justice and security and the immediate protection of women and girls. Denmark will emphasise, when possible, the need for better integration of longer-term humanitarian assistance and long-term development with a focus on women's inclusion and gender equality.

Vis-à-vis the inclusion of Civil Society Organisations (CSOs), Article 20 of the PSC's Protocol extends its activities to include engagement with CSOs, particularly women's groups, in the peace and security sector. These groups can be called upon to address the PSC on current security issues relating to women. In response to this provision, the Livingstone Formula<sup>12</sup> was adopted in 2008 as a mechanism for interaction between CSOs and the PSC in the promotion of peace, security, and stability in Africa. It was formally launched in March 2010 in Addis Ababa with an Open Session on Women and Children. It was agreed at the conclusion of the meeting that the PSC will organize yearly open sessions on "Women and Children and Other Vulnerable Groups in Armed Conflicts." Consequently, open sessions have been organised on an annual basis since 2010 to take stock of progress made and challenges faced. Since 2017 the AU has further increased its focus on the actual implementation of the WPS agenda within member states and open sessions have taken place more than once a year.

Via its support to advocacy and promotion of dialogue (i.e. Outcome 2 of the results framework of this support) this programme is expected to strengthen the existing dialogue between AU and its member states as well as the inclusion of CSOs in discussions pertaining to the WPS agenda.

## **2.6 Danish strengths, interest and opportunities for making a difference**

Denmark has a longstanding partnership with the AU and is considered by the latter as a trusted and valued partner according to a recent large-scale evaluation of the Africa Programme for Peace. Reviews of previous regional programmes, the evaluation of thirteen years of APP support and exchange with AU officials show that key strengths with the Danish approach are: 1) the close dialogue 2) the predictable funding and 3) its flexibility, meaning the ability to also meet urgent requirements that periodically arise e.g. through reallocation of existing funds.

The promotion of the women, peace and security agenda is at the heart of Denmark's foreign, security and development policy. The principles of protection and participation has guided both the policy dialogue and international engagements of the Ministry of Foreign Affairs since the adoption of the first Danish NAP<sup>13</sup> in 2005. Denmark's continuous emphasis on the importance of SCR 1325 and its follow-on resolutions, and advocacy in multilateral fora such as the UN, EU, NATO and OSCE, has cemented its reputation as a key supporter of the women, peace and security agenda. This strong commitment and experience could enrich the dialogue with AU.

Denmark is also able to capitalise upon its lengthy and closely aligned support to the AU through the APP. The willingness of the AUC to engage with Denmark on the proposed support package at a time when other partners are finding new engagements difficult to get in place is evidence of this.

Further, AU works closely with the RECs/RMs and engage with member states institutions at the political, advocacy, policy and programming levels as well as with regional and national women networks, experts in academia and universities in data gathering, research, in support of national and

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<sup>12</sup> [https://au.int/sites/default/files/documents/30974-doc-psc\\_conclusion\\_-\\_livingstone.pdf](https://au.int/sites/default/files/documents/30974-doc-psc_conclusion_-_livingstone.pdf)

<sup>13</sup> National Action Plan for implementation of UN Security Council Resolution 1325 on Women, Peace and Security

regional efforts in the formulation of strategies and assessments. Therefore, from the Danish perspective, Denmark's interest is in supporting the AU's contribution to the promotion of the WPS agenda through the AU's political leadership and interaction with member states and other stakeholders, including civil society.

Finally, the institutional context in the AU is currently affected by the on-going reform process, including efforts to increase the role of member states, strengthen the budget, and reduce the dependence on partner funding (which has thus far dominated the programme budget). Inter alia, the current "budgetary ceiling" regime has been introduced to tighten annual departmental spending, but with the side effect that the willingness to accept partner contributions has markedly reduced. In parallel, a staff recruitment moratorium has also reduced the scope for partner funding of staff positions. In the light of these developments, it is significant that the Danish Embassy in Addis Ababa has been able to negotiate the proposed package of Danish support to the WPS agenda and the inclusion of technical support is relevant given current staffing constraints in the OSE and PSD.

## **2.7 Justification of programme design based on the five quality criteria; relevance, impact, effectiveness, efficiency, and sustainability**

**Relevance.** The programme is relevant for the AU as it is fully aligned with the organisation's strategies and priorities. It is relevant to Denmark as it is fully aligned with Danish policies of supporting the WPS agenda and emphasising multilateral approaches to development, peace and security and gender equality.

**Effectiveness.** The approach builds on ownership and alignment, which is in line with the New Deal commitment and has proven effective in all engagements with the AU thus far. Effectiveness is expected through policy dialogue, technical assistance, and performance reviews. By strengthening AU's capacity to support member states' delivery on the WPS agenda, the programme will serve as a means to enhance the effectiveness of the AU's efforts towards promoting peace, security and stability on the continent.

**Efficiency.** The management of the programme is built on alignment with partner systems and procedures and through, if and when possible, the use of JFAs to limit transaction costs. Furthermore, the programme will become a fully integral part of the Africa Programme for Peace to ease the administrative burden on both sides.

**Impact.** The AU plays a central role in peace and security in Africa and thus contributes to global security. The UN increasingly relies on African organisation for policy input and as first mover on the ground. Continued support is expected to consolidate efforts in implanting the WPS agenda in the future. The programme will contribute to the systematic reporting by member states. It will therefore increase AU member states accountability vis-à-vis the international commitments.

**Sustainability.** There is substantive focus on TA in the programme aimed at enhancing the performance of the relevant AU units supported and further enabling these to operate according to their own plans in the future. Moreover, the programme optimises usage of AU's systems. Together, these approaches build sustainability and self-sufficiency for the future.

### 3. Theory of change and key assumptions

Drawing on the lessons learned from the situation analysis, the programme's Theory of Change asserts that:

**If** Denmark provides the appropriate policy dialogue, financial capacity and technical assistance to enhance the African Union's capacity to deliver on the WPS agenda 1) by strengthening AU's capacity to enhance delivery by member states and 2) by improving gender mainstreaming across the deployment and operationalization of APSA instruments;

**then** AU's engagement with member states on the implementation of the WPS agenda will be more robust, efficient and effective and will ensure a meaningful women's participation in peace processes and their protection in time of conflict and post conflict context;

**Eventually improving** the overall responses to Africa's peace and security challenges and laying a foundation for economic and social development.

The theory of change rests upon a number of assumptions:

- That there will be a continued focus on Peace and Security and the APSA priorities. In July 2019, in Niamey, Niger, the AU Executive Council decided that the organization's theme of the year 2020 would be 'Silencing the guns: creating conducive conditions for Africa's development' therefore it is foreseen that Peace and Security will remain high on the AU's Agenda.
- That the 20<sup>th</sup> anniversary of the UNSCR 1325 in 2020 will reinvigorate the political will to integrate the WPS agenda in the APSA.
- That AU's will galvanise member states into action (especially those that have not yet adopted national action plans or provided reporting) especially by using the AULOs, OSE and AU PSC leverage.
- That the Continental Results Framework for Monitoring and Reporting on Women, Peace and Security agenda, will ensure systematic and focused monitoring and will allow data comparability and reliability. As a result, it is assumed that this will contribute to accelerating the implementation of commitments by member states and other stakeholders on women, peace and security in Africa.
- That the recently launched AU Strategy for Gender Equality and Women's Empowerment, in which peace and security constitute one of the four pillars, will strengthen the implementation of the WPS agenda within the organization and in the continent.
- That the ability of PSD to "internalise" or mainstream WPS across the APSA instruments in a meaningful manner improves (This would be conditional upon a mix of factors, including political commitment and leadership, adequate human and financial resources, technical capacity building, monitoring and follow up).
- That the new APSA road map expected in 2020 will include a stronger focus on WPS aspects.
- That improved self-financing for the AU will lead to reduced financial dependence on development partners during the programme period, although external funding will still be needed in the envisioned programme period. In this regard, it is important to note that the AU Peace Fund has already secured more funding from member states than ever before.

## 4. Programme objective and summary of results frame

### 4.1 Programme objective

The overall objective of the programme is: *to enhance the African Union's capacity to deliver on the Women, Peace and Security agenda within its mandate.*

The programme will contribute to this overall objective through two outcomes that will themselves be supported through a number of outputs. The outcomes are taken from the AU PSD log frame.

#### **Outcome area 1: AU's capacity to enhance delivery by Member States on commitments on Women, peace and security strengthened**

In 2015, the UN conducted a large-scale study on the implementation of UNSCR 1325 (the 'Global Study on the implementation of UNSCR 1325 on Women, Peace and Security'). The Global Study highlighted a number of achievements since the adoption of UNSCR 1325 and follow-up resolutions.

However, according to the Global Study, much of the progress toward the implementation of resolution 1325 continues to be measured in 'firsts,' rather than as standard practice. Obstacles and challenges still persist and prevent the full implementation of the WPS agenda." leading to a disparity between policy commitments to gender equality and women's empowerment and implementation. This has been visible in the NAP's for the implementation of UNSCR 1325. Many of the NAP's, while having galvanised efforts at the national level between civil society actors and governments, have weak implementation mechanisms and/or inadequate budgets available. Monitoring and reporting on the implementation remain rather weak as well.

The Danish support in outcome area 1 will focus on the initiatives of the Office of the AU Special Envoy on Women, Peace and Security, aimed at a) sensitizing AU member states on the need to develop and adopt NAP's and b) aimed at supporting AU member states in the NAP development process.

The support will be directed to the OSE work related to the sensitization of the member states on the Continental Results Framework for Monitoring and Reporting on the Implementation of the WPS agenda in Africa. The NAP-CRF combination provides a useful mechanism for bridging the gap between norms and practice and is therefore a strategically relevant target for the Danish support.

#### ***AU's support to the development and adoption of NAP's by member states enhanced***

UNSCR 1325 calls on member states to develop NAP's, which will allow them to mobilise resources and determine indicators for the resolution's implementation. NAP's facilitate collaboration between government, civil society and international partners in implementing the resolution - and ultimately, in empowering women and promoting sustainable peace. There have been achievements in promotion of women in peace and security, especially since adopting UNSCR 1325 encouraged countries to develop NAP's- which provide a roadmap, indicators, timeline and modalities towards implementing and operationalizing the resolution.

Africa has made progressive and significant normative strides with regards to the WPS agenda, at continental and regional levels. In an effort to promote the WPS agenda, various sub-regional organisations and national governments have created dedicated action plans to implement UNSCR

1325 and related resolutions although the extent to which these NAP's are adopted varies widely across the regions.

As of October 2019, 24 AU member states had adopted a NAP: Côte D'Ivoire, Uganda, Liberia, Democratic Republic of the Congo, Sierra Leone, Ghana, Rwanda, Guinea-Bissau, Guinea, Burundi, Senegal, Burkina Faso, Gambia, Mali, Togo, Nigeria, Central African Republic, Kenya, South Sudan, Niger, Angola, Cameroon and Mozambique. Therefore, overall, 43.6% of all AU member states have UNSCR 1325 NAP's, which is slightly higher than at the global level<sup>14</sup>.

Regional action plans (RAPs) have also been developed, including by the Economic Community of West African States, the Intergovernmental Authority on Development, the Mano River Union and the Great Lakes Region, placing Africa in the lead globally with the highest number of regional approaches to implementing the WPS agenda.

Recognizing the importance of a high-level, dedicated advocate to push the agenda and raise the voices of women and girls that are affected by conflicts, the AUC was the first intergovernmental body to appoint a Special Envoy on Women, Peace and Security. The OSE has played and continue to play a critical role with regard to the promotion of the adoption of NAP's and Regional Action Plans (RAP's).

In addition to advocacy, the OSE has placed particular emphasis on bridging the gap between policy and implementation. This is vital as the African Union Commission increasingly shifts its orientation from policy formulation to support member states and Regional Economic Communities in the transformation of commitments into facilitating and advocating for concrete, solid implementation. Therefore, the office aims to encourage more countries to develop NAP's with the purpose to bring member states to delivering on commitments on WPS agenda, including the prevention of violence against women, the protection against violence and the increased participation of women at various levels of decision-making in peace endeavours.

OSE targets to have more than half of African Member States with NAP's for the implementation of WPS agenda by 2020. Accordingly, the Office will work with Seven (7) Countries. Proposed countries are; Namibia, Madagascar, Zimbabwe, Congo Brazzaville, Gabon, South Africa and Tunisia. This would bring the total number of countries with NAP's to twenty-nine (31) by end of 2020.

In order to reach its objective, the OSE undertakes a number of activities, mainly consultations with AU member states to encourage the latter to adopt a NAP, consultation with Regional Economic Communities (RECs) to explore how they can best support the AU to reach out to the member states that does not have NAP's yet. In this regard, the office plans in the coming years to conduct a consultative meetings with the Economic Community of Central African States (ECCAS). Further, as there is only one NAP for UNSCR 1325 in North Africa, the OSE will conduct consultations with the North African region as well.

In addition to the consultations with member states and RECs, the OSE conducts high-level advocacy (at the UN general Assembly and the AU Summits) to galvanize support for the adoption and

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<sup>14</sup> Report by the African Union Commission Chairperson, 2019 and Continental Results Framework p. 5-8

development of NAP's. In parallel, in order to assure a participatory, transparent and inclusive approach, the OSE also organizes consultations with CSOs.

Through this programme, Denmark will support the OSE in these efforts in 2020 and throughout the project period. The Danish funds also will enable AU to provide expert support to member states who are in the process of developing a NAP. The Danish support will be harmonized with that of other development partners through existing formal and informal platforms namely the AU Partners' Group meetings, bi-annual steering committee meetings (AULO JFA lead by Denmark and PSD staff support JFA lead by the Netherlands), steering committee and technical working groups to be established as part of the new JFA for PSD as well as informal international partners' coordination meetings.

### *AU's monitoring and reporting on the implementation of the WPS agenda improved*

The continent has already made notable progress in developing policies and strategies for implementing the agenda. As stated above, 24 AU member states have adopted a NAP thus far. While this progress is commendable, implementation is poor, mainly because NAP's and strategies across the continent have remained as ends rather than means, hence their transformative potential is not realized. Consequently, women are denied the dividends promised by the agenda. Although there are multiple factors hindering the implementation of the WPS agenda in Africa, one huge gap is the inadequacy of monitoring systems and strong bodies to hold governments to account.

Since the appointment of the AUC Chairperson's Special Envoy on Women, Peace and Security in 2014, the OSE has engaged in consultative processes with Member States and countries affected by conflict, and especially with women affected by armed conflict, on the WPS agenda.

These consultations enabled the OSE to identify gaps in the implementation of the WSP agenda in Africa as well as strategize on ways of enhancing the realization of the agenda's goals. One of these strategies was to develop the CRF for monitoring and reporting on the implementation of the WPS agenda in Africa. The development of the CRF recognizes that while several commitments towards the WPS agenda have been adopted at the continental, regional and national levels in Africa, the continent has not established measures to ensure effective assessment of and reporting on the delivery of those commitments. Indeed, over the years, Africa has developed strong, progressive and articulate policies (as stated in the section 2.2.1), but implementation of these policies continues to fall well below the levels that bring about real transformation for gender equality and women's empowerment.

Against this backdrop, the AU PSC urged the AUC, through the coordination of the OSE on WPS, to formulate a CRF to monitor implementation by AU Member States and other relevant stakeholders of the various instruments and commitments on WPS in Africa. The CRF was thus developed following the decision taken at the 476<sup>th</sup> meeting of the AU PSC in December 2014 and forms part of the mandate of the AUC OSE on WPS. On the 29<sup>th</sup> of March 2018, the CRF was validated by 19 of the 22 AU Member States that had developed a NAP, and subsequently by three of the five AU RECs. The framework was then adopted by the AU PSC during its 772<sup>nd</sup> meeting on the 16<sup>th</sup> of May 2018.

The purpose of the CRF is to ensure that there is an effective, articulated and organized way of monitoring and reporting on the implementation of the WPS agenda in Africa.

In line with its purpose, the CRF has two main objectives: 1) To institutionalize regular and systematic monitoring and reporting on the implementation of the WPS agenda in Africa and 2) to strengthen accountability for the implementation of the WPS agenda in Africa

One of the guiding pillars of the OSE is to ensure that member states deliver on their WPS commitments. Accordingly, the OSE conducts visits in member states to advocate for stronger cooperation between line ministries and encourage ministries to establish a solid machinery to facilitate coordination. In 2019 out of the 24 member states who have adopted a NAP only 9 submitted a report using the CRF. Hence, the OSE's objective is to encourage member states to monitor and report using the CRF. The data collected through increased and systematic report submission by member states will inform peace and security decisions e.g. as taken by the AU Peace and Security Council.

Cognizant that monitoring and reporting using the CRF will catalyse the implementation of the WPS agenda in Africa, not only by providing an accountability tool, but also by incentivizing member states and RECs, Denmark will support the OSE's initiatives aimed at reinforcing institutionalized regular and systematic monitoring and reporting. More specifically, Danish funds will support field visits planned to assess the use of the AU CRF by member states in their monitoring and reporting on the implementation of the WPS agenda. The support will also be utilized to facilitate the organization of fora to galvanize the participation of women organizations in the monitoring of WPS agenda in member states, RECs and Regional Mechanisms and organize dialogue forums with RECs and Regional Mechanisms (RMs) to enhance collaboration with AUC in the monitoring of WPS agenda;

The optimum allocation of available funds to approved actions will be agreed at the beginning of each fiscal year between RDE and the AU during the steering committee meetings as described in the section on management of the programme.

## **Outcome area 2: AU's capacity to efficiently integrate the WPS agenda in all APSA component strengthened**

To move the WPS agenda forward at all levels on the continent, the AU engages, as described in the outcome area 1, effectively with national governments and RECs to transform rhetoric into actionable initiatives.

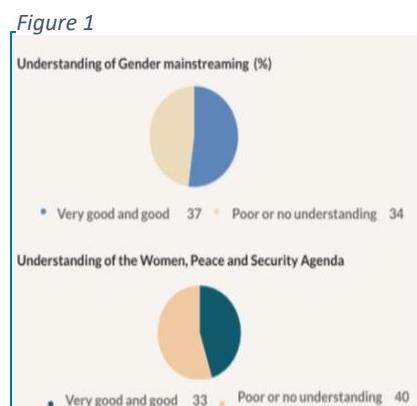
The endeavour geared toward member states and RECs will be enhanced if complemented by inward looking initiatives. Thus, the outcome area 2 will contribute to the strengthening of the capacity of PSD staff to mainstream gender in all its division and AUOs. Further, outcome area 2 focuses on strengthening knowledge management, partnership, research and dialogue on the WPS agenda as increasing synergies and dialogues are expected to guide the formulation of tools for capacity building and to ensure the integration of gender in all dimensions of peace and security.

## ***Capacities of AU PSD staff to mainstream gender in all its division and liaison offices strengthened***

During its 364<sup>th</sup> meeting dated on 26 March 2013, the AU PSC requested the AUC to ensure that regular training sessions for AU Headquarters and field staff to strengthen their skills in gender mainstreaming in line with UN Security Council Resolution 1325 (2000) and subsequent resolutions. These trainings are an important measure to increase awareness of the AU personnel on gender issues in the context of conflict prevention and response.

In line with this decision and fully cognizant of the centrality of the need to include women in all APSA components, AU PSD has taken concrete steps to mainstream gender into the work of its Department.

As evident from figure 1, the 2018 AU PSD gender mainstreaming capacity needs assessment<sup>15</sup> has shown that almost half of the respondents have poor or no knowledge about gender indicators (47%) while slightly more than 40% have none or poor knowledge of what gender analysis is. Moreover, the assessment shows that 33% of the respondents have a good understanding of the WPS agenda, whereas 40% have a poor or no understanding. Regarding the training needs, the assessment shows that 43% of respondents have never attended a gender mainstreaming training. In order to facilitate gender mainstreaming, Denmark will support the formulation of guidelines /operational checklists. The Danish funds will be utilized to formulate the following tools:



- 1) Development of an Operational Guidance Note (OGN) on gender sensitive analysis on conflict prevention,
- 2) Development of an OGN for gender sensitive post conflict need assessment,
- 3) Development of a checklist to mainstream gender in PSD,
- 4) Gender-sensitive monitoring and accountability tool.

Taking into consideration the training needs, a support to specialized skill courses for PSD staff on Women Peace and Security agenda and gender mainstreaming in APSA is also foreseen.

Moreover, despite multiple commitments by the AU and ROs in theory, the WPS agenda has not been institutionalized sufficiently in practice. One of the reasons for this is the lack of an AU Commission-wide action plan or strategy for its implementation. Denmark will support in 2020 the development of a new strategy for the PSD. The support will be developed taking into consideration the existing AU Gender Equality and Women's Empowerment strategy, existing PSC recommendations and decisions, the priorities of the PSD and the Global Study on the implementation of UNSCR 1325.

### ***Knowledge management, partnership, research and dialogue on Gender, Peace and Security strengthened***

Research and increased advocacy, dialogue on gender, peace and security will guide the formulation of tools for capacity building and for integrating gender in all dimensions of peace and security. It will also inform evidence-based advocacy and policy formulation in order to strengthen the AU PSD conducive, gender responsive policy and structural environment.

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<sup>15</sup> AU Peace and Security Department Gender Mainstreaming Capacity Needs Assessment Report 2018



Denmark will support forums aimed at increasing dialogue and partnership among institutions, like-minded organisations, CSOs, academia, think-tanks, African Centre of Excellence with the aim of:

- a) collecting data on the status of women and girls in Africa (data that highlights the unique experiences of women and girls, reveals barriers to gender equality, and proves what works to improve the lives of women and girls) in order to strengthen accountability for holistic implementation of the WPS agenda by addressing ongoing gaps between commitments and accomplishments,
- b) enhancing collaboration on research and knowledge generation on the issue related to WPS, gender equality and women's empowerment in conflict and post conflict settings.

The Danish support will also be allocated to AU Liaison Offices' work focused on the support of women networks implementing the WPS agenda at the local and national level. It is important to note that AULOs support the work of the PSC and the AU Commission by briefing and generating reports on crises, conflicts and other developments and by monitoring the implementation of PSC's decisions at the national and regional level. AULOs also participate in follow up mechanisms provided by peace agreements and support the implementations. Further, AULO's play a representational and public diplomacy role to enhance the visibility of the AU and AU initiatives and support post-conflict reconstruction and peace-building activities and initiatives.

Specific activities related to this output will be decided on a yearly basis by the steering committee.

#### ***Vulnerability of women and girls in post conflict situations prevented and addressed***

As facilitating AU's delivery in the field and thus very much at grass root level is key, the programme will support AUPSD's work on protection through Quick Impact Projects (QIPs) administered by AULOs. The contribution will help demonstrate AU's commitment on the ground (which is useful from a political perspective) and will enable local priority needs to be met. The AULOs are also one of the APSA instruments, therefore in that respect there is a linkage to the overall objectives of the AU component of the APP IV.

QIPs are used by AU PSD to established and build local confidence in the AULOs, its mandate and the peace process thereby improving the environment for effective mandate implementation. QIPs are small scale, non-recurrent interventions that can be completed within 6 months from the date of commencement. They are highly visible with clear objectives in support of the AULO's mandates, and based on the needs of affected population. The QIPs are administered by AULOs as per the AU Quick Impact and Peace Strengthening Projects guidelines and Quick Impact & Peace Strengthening Projects Policy adopted by the AU in 2014.

The African Union QIPs Policy highlights that *'women often suffer the brunt of conflict consequently, QIPs targeting their needs must be prioritized'*. In light of this, Denmark will support via this programme small-scale, rapidly-implementable projects focused on activities aimed at empowering women and girls with leadership and entrepreneurial skills and at improving their livelihood.

The objective is to improve the lives of vulnerable communities (mainly women and girls) during the stabilisation as well as post conflict situations. The component has two sub component, namely, Community Income Support (CISP) and Public Work Programme (PWP). Under the CISP the QIPs will finance income-generating activities for women in the targeted communities. The CISP will in

addition support the development of livelihood skills that create opportunities for self-employment. The PWP will support labour intensive community investments that will provide additional income to vulnerable households.

The Community Infrastructure Rehabilitation is intended to improve access to basic socio-economic services in the targeted areas. This will be achieved via rehabilitation and improvement of the functionality of existing community infrastructure.

Danish support will be closely monitored with respect to cost-effectiveness. This can be done through participation in partner visits to AULOs twice a year and through encouraging a further joint review of the AULOs. The specific QIPs to which Danish support will be channelled, will be agreed between RDE and the PSD during the steering committee meeting which will be organised at the beginning of each fiscal year and will preferably focus on the Sahel and Horn of Africa regions. The selection of the QIPs which will be supported through this programme will be decided upon in cooperation with the Danish Embassies in the Sahel and Horn of Africa region.

### *TA and personnel support*

Given the scope of the WPS agenda and the challenges that threaten progress on its various components, both the offices of the Special Envoy and the PSD are understaffed. The AU PSD has only one coordinator for the GPSP. As for the Office of the Special Envoy, it is currently composed of the Special Envoy (H.E Mrs Benita Diop) and the Chief of Staff. The OSE requires support to strengthen human resource capacity of the Office for research and publications. Further, the office requires an officer to enhance its advocacy and communication endeavors through regular production and wide dissemination of reports, organize campaigns, presence of the office in social media, linkage with stakeholders and support women's groups to escalate their voices. The PSD for its part expressed the need for a Senior Gender Expert, Communication and multimedia expert, gender knowledge management officer and a programme coordinator.

The main precondition for the achievement of the programme's results being the establishment of fully staffed offices, Denmark will support the above listed positions. It is foreseen that the recruitments supported by Denmark shall be done via the AU recruitment system. It is also expected that by the end of the programme period, the increased member states contributions will be realized, allowing the AU to finance and regularise the positions beyond the end of the programme

Lesson learnt from the longstanding Danish support to the AU show that strategic, demand driven and carefully targeted use of Technical Assistance (short and long term) has advantages as it can increase focus on results. Taking into consideration the above, Denmark will provide support for Technical Assistance (TA) in areas where the AU has identified specific needs that cannot be sourced through AU's own means. The use of this mechanism is applied carefully to ensure that alignment and ownership is not compromised and that the organisations' own systems are not undermined.

In this regard, Danish support will be utilized to hire 1) a consultant, for 6 months, to review the GPSP and to develop a new gender women peace and security strategy for AUC-PSD and 2) a database application developer for 4 months (to set-up a system which will allow the PSD to track and document results related to the WPS initiatives)

Under the framework of this programme Denmark will thus support four programme coordination and communication and advocacy officers (two for the OSE'S Office and two for the PSD gender peace and security programme) and two consultants (Senior gender expert and multimedia expert respectively for 6 and 4 months)

To meet the objectives of ownership and relevance, the support will be sourced based on the following principles:

- a) The use of this mechanism will be applied carefully to ensure that alignment and ownership is not compromised and that the organisations' own systems are not undermined;
- b) All contracting will be based on requests from the supported partner and come with clear terms of reference and justification of support;
- c) The AU must be involved by drafting the terms of reference and in identifying the right candidate together with the RDE;
- d) The terms of reference must contribute to the achievements of the development objective and outcomes of the programme and should be aligned with the organisation's strategy and plans;
- e) Technical assistance may thus be used to inform the policy dialogue and assist with its implementation.

## 4.2 Results framework

For Danida's reporting purposes the following key outcomes and output indicators have been selected to document progress. The results framework will be reviewed in 2021.

Project title		<b>Support to the Women Peace and Security agenda in Africa</b>	
Thematic Programme Objective		Strengthen African Union's capacity to deliver on the Women, Peace and Security agenda within its mandates	
Impact Indicator		Increased contribution of women to the effectiveness of conflict prevention and resolution efforts	
Baseline	Year	2019	10% women included in peace processes
Target	Year	2022	40% women included in peace processes

<b>Outcome 1</b>		<b>AU's capacity to enhance delivery by Member States on commitments on Women, peace and security strengthened</b>	
Outcome indicator		The gap between policy and implementation bridged	
Baseline	Year	2019	<i>Existence of well-articulated policies Lack of strong systems for capturing implementation</i>
Target	Year	2022	<i>Institutionalized, regular and systematic monitoring and reporting on the implementation of the WPS agenda</i>
<b>Output 1</b>		<b>AU support to the development and adoption of National Action Plans by member states enhanced</b>	
Output indicator		Number AU Member States that had developed a National Action Plans on WPS	
Baseline	Year	2019	<i>25 African Member States have adopted a National Action Plan (NAP)</i>

Target	Year 1	2020	<i>An additional 11 African Member States adopt a National Action Plan (NAP)</i>
Target	Year 2	2021	<i>An additional 10 African Member States adopt a National Action Plan (NAP)</i>
Target	Year 3	2022	<i>An additional 9 African Member States adopt a National Action Plan (NAP)</i>
<b>Output 2</b>		<b>AU monitoring and reporting on the implementation of the WPS agenda improved</b>	
Output indicator		Number of reports submitted to the PSC	
Baseline	Year	2019	<i>9 Member States have reported against the Continental Results Framework (CRF)</i>
Target	Year 1	2020	<i>An additional 16 Member States report against the CRF</i>
Target	Year 2	2021	<i>An additional 23 Member States have reported against the CRF</i>
Target	Year 3	2022	<i>An additional 30 Member States have reported against the CRF</i>

<b>Outcome 2</b>		<b>AU's capacity to efficiently integrate the WPS agenda in all APSA components strengthened</b>	
Outcome indicator		Existence of relevant instruments and mechanisms to mainstream gender Evidence-based advocacy, policy formulation and decisions	
Baseline	Year	2019	N/A
Target	Year	2022	<i>Existence of instruments to systematically integrate WPS into AU peace and security efforts</i> <i>Existence of mechanisms to promote synergies and data collection</i> <i>Existence of AUC instruments to integrate WPS into PCRD</i>
<b>Output 1</b>		<b>Capacities of PSD staff to mainstream gender in all its divisions and Liaison offices reinforced</b>	
Output indicator		Development of concrete tools and mechanisms to improve PSD's staff capability and capacity to integrate WPS agenda % of PSD staff trained with an understanding of gender mainstreaming	
Baseline	Year	2019	<i>37% of PSD staff are familiar with gender mainstreaming and gender analysis</i> <i>Limited tools available to systematically integrate WPS agenda into PSD's initiatives</i>
Target	Year 1	2020	<i>Formulate key operational Guidance Notes <sup>16</sup></i> <i>45% of PSD staff trained on gender mainstreaming and gender analysis</i>
Target	Year 2	2021	<i>New strategy for the PSD formulated</i> <i>Systematic use of all operational Guidance Notes</i> <i>60% of PSD staff trained on gender mainstreaming tools</i>
Target	Year 3	2022	<i>80% of PSD staff trained on gender mainstreaming tools</i>
<b>Output 2</b>		<b>To strengthen knowledge management, partnership, research and dialogue on gender, peace and security</b>	
Output indicator		Number of dialogue forums organised to increase synergy and dialogue on WPS agenda between AU's relevant organs, RECs and CSOs.	
Baseline	Year	2019	N/A

<sup>16</sup> 1) Development of an Operational Guidance Note (OGN) on Gender sensitive analysis on conflict prevention

2) Development of an OGN for gender sensitive post conflict need assessment

3) Gender sensitive monitoring and accountability tool ( introduction to Gender Equality Marker )

Target	Year 1	2020	2 forums organised
Target	Year 2	2021	1 forum organised
Target	Year 3	2022	1 forum organised
<b>Output 3</b>		<b>AU's capacity to ensure that women and girls relief needs are met in post conflict context strengthened</b>	
Output indicator		Number of QIPs focused on women empowerment implemented by AU Liaison Offices (AULOs)	
Baseline	Year	2019	8 QIPs implemented by AULOs
Target	Year 1	2020	2 QIPs implemented by AULOs
Target	Year 2	2021	To be determined after the 2021 review
Target	Year 3	2022	To be determined after the 2021 review

## 5. Budget

The support of DKK 25.0 million (approximately equivalent to USD 3,650,000) will cover a period of three (3) years. The below table reflects the budget allocation at output level and is based on the proposal from the AU. The budget for 2021 and 2022 will be further defined during the review foreseen at the beginning of 2021.

	2020	2021	2022
<b>Outcome 1</b>			
<i>AU's capacity to enhance delivery by Member States on commitments on Women, peace and security strengthened</i>	2.5	3.0	2.0
<b>Outcome 2</b>			
<i>AU's capacity to efficiently integrate the WPS agenda in all APSA components strengthened</i>	3.3	2.8	2.5
TA and Staff support	4.7	4.2	-
Total	10.5	10.0	4.5
<b>GRAND TOTAL</b>			<b>25.0</b>

## 6. Institutional and management arrangement

### 6.1 Management of the programme

The programme will be managed by the RDE as part of the Africa Programme for Peace, phase IV (APP IV). As such, the programme will be managed under the same guiding principles as already in place for APP IV. This management arrangement will ensure adequate dialogue and timely decisions. The support will be provided in accordance with the AU's Mutual Accountability Framework, which prioritises alignment and harmonisation of partner contributions together with transparent and accountable utilisation by the AUC.

The AU and the RDE will prioritise harmonization of support via the AU Partner Group (AUPG) that includes most of the AU's active partners. The AUPG will continue to be used for joint dialogue between the partners and the AUC and it will be supplemented by bilateral contacts. RDE will

continue to be represented in the AUPG and current and future technical groups for peace and security.

At the beginning of each fiscal year, a steering committee meeting comprising senior representatives shall be organised between RDE and relevant AU units – in particular from the Peace and Security Department and from the Office of the Special Envoy. The purpose is to discuss results achieved, challenges and ways to overcome these as well as to agree on the future allocations of available funds. Prior to the steering committee meetings, the AUC must submit to the RDE lists of activities expected to be funded through the Danish support. RDE will share the documents for the annual steering committee with relevant units of the Ministry of Foreign Affairs in Copenhagen as well as at missions abroad for consultation.

RDE will also organise quarterly bilateral dialogue with the AU Peace and Security units in charge of the implementation of the WPS agenda. The dialogue will focus on achievement of results and possible adjustment of the engagement.

The Embassy will encourage the development of a coordination group amongst the international partner engaged in the WPS agenda. In addition, the Embassy will maintain its close bilateral dialogue with the central organs of the AU Commission on matters related to WPS.

Financial management will be provided by the AU and will use AUC's financial and reporting procedures and templates.

## **6.2 Review**

A mid-term review of the Africa Programme for Peace, phase IV will be undertaken in the first quarter of 2020. At this time, however, it is foreseen to be too early in the implementation of the activities funded under the current programme to undertake a meaningful review of these components.

Rather, a review will be conducted in the fourth quarter of 2020 to assess the following:

- Assessment of whether the use of resources is in proportion of the results achieved,
- Assessment whether the use of resources complies with regulations,
- Assessment whether the theory of change and the associated assumptions are valid or need adjustment,
- Assessment of the risk matrix and whether it requires changes on implementation,
- Revise the results framework.

This review is key as the AU will revise its medium-term plan in 2020 and the APSA roadmap and AU Master Roadmap Practical Steps to Silencing the Guns by 2020 will also be assessed in 2020. It is expected that PSD will formulate a new gender, peace and security strategy. On the Danish side, an evaluation of the Danish National Action Plan is ongoing, and a new National Action Plan will have to be formulated to guide the Danish initiatives from 2020 onwards. Therefore, the reviews will be an opportunity to use the findings of the evaluations, reviews and possibly updated strategies to strengthen, and if needed adjust, this programme.

## **6.3 Programme management, planning and reporting**

Both parties will strive for full alignment of the Danish support to the AUC's financial management rules and procedures and Danida Aid Management Guidelines.

The AUC has had success in introducing a consolidated and comprehensive budget process, which has improved dialogue with donors and harmonisation. AUC has also increased transparency by publishing its financial statements online. Moreover, the AUC follows international standards for financial management (accounting, procurement, auditing and reporting) and these are growing stronger. The organisation has recently passed the EU's seven pillar assessment.

The AUC has adequate procedures for preparing programme budgets and uses a software system (SAP) for budget monitoring, and adequate internal controls and reporting arrangements. The organisation management system, called AMERT (the African Management, Evaluation and Reporting Tool), is used for budget preparation, although there remains a need to strength the quality of an outcome, output statements and their indicators. Consequently, the AMERT will be reviewed in 2020. Further, Nine Golden Rules of Financial Management have been adopted by the African Union Assembly, in January 2018, to enhance effective implementation and to reduce the administrative burden on AUC.

The international partners have finalised a new Joint Financial Arrangement (JFA) which is expected to cover the main initiatives of the AU PSD. It is foreseen that the pilot phase of the new JFA will enter into force in January 2020 which RDE is likely to join.

#### **6.4 Planning and reporting**

The following procedure shall be used for programme reporting:

- i. A work plan shall be submitted to the RDE by the PSD and the OSE on an annual basis and shall be agreed upon by both parties.
- ii. The AU shall submit half - yearly financial reports to Denmark no later than eight weeks after the end of the reporting period containing financial status of the programme. Reporting is of at least the same level of detail as in the grant budget.
- iii. The AU shall submit an annual narrative report no later than eight weeks after the end of the AU fiscal year. The report should include a) delivery against target, (b) substantive progress against annual target and overall objectives, (c) changes in risk scenarios and strategies to manage these, and (d) lessons learned, challenges and opportunities.
- iv. Upon completion of the programme the AUC shall prepare a programme completion report in accordance with the Commission's Guidelines for Programme Completion Reports.

#### **6.5 Disbursement modalities**

Disbursement to the AU (namely the AU OSE and AU PSD) will cover foreseen expenditure for up to six months. The disbursements are based on transfer request from the AU containing detailed bank account information. A receipt must be submitted by the AU no later than 14 days after receipt of funds. If the request differs from the indicative disbursement budget, the request should include an updated disbursement budget.

Conditions for transfer of funds are:

- Satisfactory use of prior transfer,
- Satisfactory technical and financial reporting,
- There is an approved work plan and budget for the period to be financed.

## **6.6 Monitoring**

The AUC will take overall responsibility for monitoring the implementation of its programmes and for narrative and financial reporting to partners. In line with its mandate, the OSE will mainly be responsible for the implementation of the activities related to the first Outcome of this programme document and will work in cooperation with the AUPSD to implement the activities related to the fourth output of this programme. The implementation of activities under output 3, 4 and 5 will be assured by the AU PSD.

The AUC now uses common reporting formats and this will form the basis also for reporting on the Danish support. The AUC (PSD) has agreed with its partners that progress reports will be delivered on an annual basis.

A joint monitoring system will thus cover all of the Danish support WPS based on AUC narrative and financial reporting and indicators that have been established for the programme area.

Monitoring will also be carried out by RDE on the basis of its regular dialogue with the AUC, and reporting from the AU, and in conjunction with other international partners (such as through the steering groups established for JFAs).

## **6.7 Audit and Accounting**

The audit will take place in accordance with AUC procedures on an annual AU will take lead in the audits.

The audited accounts of the programme shall be submitted to the RDE within 6 months after the expiry of the fiscal year of the Commission.

Representatives of the Auditor General of Denmark shall have the right to:

- carry out any audit or inspection considered necessary as regards the use of the Danish funds in question, on the basis of all relevant documentation,
- inspect accounts and records of suppliers and contractors relating to the performance of the contract, and to perform a complete audit.

## **6.8 Use of interest accrued**

Interest accrued from bank holdings must be returned to RDE on an annual basis. If it is not possible to calculate the interest pertaining to Danish funds, the interest should be used for the activities within the programme area, once the agreement of the Embassy has been sought.

## **6.9 Procurement**

Procurement is not expected to form a significant part of the Danish support. Any procurement required will be in accordance with AUC agreed work plans and will be in line with AUC procurement rules.

## **6.10 Cost conscious management**

AUC Management will ensure efficient and effective management of Danish funds. Administrative costs levied on the Danish grant should not exceed 7% of the annual disbursements.

AUC will also ensure that a cost-conscious travel policy is applied in accordance with AUC travel policy with the following limitations for the Danish funds: All staff travel with scheduled flight



duration of eight (8) hours or less will be in economy class while all travel with scheduled flight duration exceeding eight (8) hours can be in business class. If there is no class designated as “business class” for the flight, the entitlement can be the class immediately below first class and the level of per diem for travel not exceeding UN rates. Consultants will not travel on business class.

#### **6.11 Anti-corruption measures**

No offer, payment, consideration or benefit of any kind, which could be regarded as an illegal or corrupt practice, shall be made, promised, sought or accepted – neither directly nor indirectly – as an inducement or reward in relation to activities funded under this Agreement, including tendering, awarding or execution of contracts. Any such practise will be ground for the immediate cancellation of this Agreement and for such additional action, civil and/or criminal, as may be appropriate. At the discretion of the Danish Ministry of Foreign Affairs of Denmark (MFA) any improper use of the grant can result in the definite exclusion of the Implementing Partner from any projects funded by the Danish MFA.

### **7. Communication of results**

As this programme is an integral part of APP IV, the communication of results related to WPS agenda will be included in the APP IV communication plan, including through the dialogue mechanism established and the snapshots on results being developed. The Embassy will make annual communication plans based on work plans from the AU and the concrete timing of activities supported. The communication plan will both target the general public of Denmark as well as the African public. The RDE will, to the extent possible, use AU’s communication strategies to ensure Danish visibility.

### **8. Risks management**

A detailed risk matrix is annexed to this document. However, the major contextual, programmatic and institutional risks are described below.

With regard to **contextual risks**, recent trends show that multifaceted nature of conflicts requires targeted, multi-level and speedy responses that could place unexpectedly high demands on AU. This might in turn divert the attention away from the WPS agenda. Denmark together with like-minded partners will use various platforms (AUPG, PSC open sessions, international coordination meeting, and bilateral high level exchanges) to make sure that women’s participation in peace processes and their protection in PCRD and conflict contexts are high on the AU’s agenda. New threats such as terrorism and violent extremism are not phenomenon that were hitherto explicitly addressed. If not taken into consideration during the revision of the APSA roadmap and included in the new Gender Peace and Security Strategy they might hinder the implementation of the WPS agenda.

The **institutional risks** are mainly related to International Partners’ lack of continuation in alignment and harmonisation. These might undermine ownership and increases transaction costs and the increased tendency to earmark funds illustrate this trend. The International Partners (namely Germany, Ireland, Netherlands, Norway, Sweden and Denmark) are currently developing a new JFA framework which will cover all the major priority areas of the AU PSD and in which gender mainstreaming will be included. It is expected that the new JFA will enhance the focus on results, harmonisation, ownership and coordination and reverse the earmarking trend. Further, the disconnect between where implementation takes place (mainly at the level of member states) and where regional

and global WPS agenda commitments are designed, monitored and evaluated might throw a serious wrench into the implementation of the agenda. The discussion around AU–REC coordination has highlighted member states’ key role as the central pillars of this nexus and identified six main technical areas for the division of labour between them: policy planning and formulation; policy adoption; implementation; monitoring and information; partnerships; and joint resource mobilisation<sup>17</sup>.

The main **programmatic risks** are related to the implementation pace of the institutional reforms which may not be as swift as initially planned. The lengthy recruitment processes of staff and consultants and the introduction of budget ceiling are also major risk factors. The effects of these may limit the efficiency and effectiveness of the already under resourced divisions in charge of the WPS (PSD and OSE). Moreover, the absence of a clear AU strategy on how to implement and promote the WPS agenda more systematically can hamper the implementation of the programme. Proposed responses from RDE include careful monitoring of Danish supported outcomes, provision of TA and continued dialogue, including via other partners (in particular the EU) and, in the worst case, reconsideration of Danish support. Financial risks are regarded as relatively low as the Commission has adequate systems in place and is progressing towards IPSAS compliance. ‘Golden Rules’ for the proper management of the AU’s finances were considered and adopted by the AU Assembly in January 2018. Six of the eight Rules are currently fully operational and are being translated into AU policy and procedures and are being reflected in the AU’s updated Financial Rules and Procedures.

## 9. Considerations relating to sustainability and exit

Sustainability and considerations relating to eventual exit from the partnerships are built into the mature partnership approach taken by the programme which optimises usage of AU’s systems, careful targeting of support, provision of technical support that builds capacity where needed. Together, these approaches build sustainability and self-sufficiency for the future.

The sustainability of the programme rests upon the ability of the AU to promote the WPS agenda as an integral part of its continental mandate – this is the rationale underpinning the support to NAP’s and the CRF and WPS mainstreaming within the APSA. Therefore, de facto, the sustainability of the proposed support is dependent upon the institutionalisation of the WPS agenda within AUC and the degree to which member states adopt, implement and report on the NAP’s. In this respect, the investments in the CRF and in developing guidelines and capacity on WPS across PSD is worthwhile.

Improving the internal governance structure of the AU Commission is the bedrock of effective reforms. Consequently, the AU reform process is seeking to increase organizational performance through an audit of institutional bottlenecks and inefficiencies as well as re-evaluate the size and capabilities of AU Commission structures. More specifically, the reform seeks to transition the Commission to a *“high-performing efficient and effective organization that is able to deliver on agreed continental priorities, attract and retain the best quality staff at all levels while operating within a strong accountability and performance-based framework”*

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<sup>17</sup> The African Union (AU) and the regional economic communities (RECs) held their first coordination meeting on 8 July in Niamey, Niger. The meeting forms part of the AU’s overall institutional reforms to rationalise its relations with the RECs, which are seen as the building blocks of African integration.

The support received from Denmark will be used by the AU as a stepping stone to make the OSE and the PSD unit in charge of the WPS agenda more sustainable. However, it is key to note that in an attempt to streamline the AU's structure, and in line with the reform, the Executive Council of the African Union in its 34<sup>th</sup> Ordinary Session has reiterated the moratorium on and has requested the Commission to handle exceptions on a case by case basis. Given the current critical human resource shortage it is foreseen that the request by the OSE and the PSD for additional staff (funded by Denmark) would be welcomed by AU's senior leadership. Yet the internal process related to the recruitment of new staff during the moratorium period could be lengthy. The ongoing negotiations between the Commission and its member states on the organisational structure of the Commission is expected to be finalized and implemented for the election of a new Commission in 2021. Subsequently, it is expected that the staff financed through the Danish contribution would be funded through AU's member states' contribution.

AU has increased its capacity in recent years and there are a number of on-going developments, which, if pursued, will increase the organisation's credibility and sustainability. Ultimately, a stronger, more cohesive and financially sustainable AU will lead to changes in the nature of Denmark's engagement. This may involve a further focusing (and decrease) in Danish financial support to the WPS agenda. In this regard, the Niamey Summit in July 2019 showed that while the 0.2% levy on imports to fund the AU – one of the initial cornerstones of the reforms – has not been universally implemented, some momentum was created by the reforms to ensure a steady increase in members paying their assessed contributions to the AU. The increase in member states contributions from a low of 27% in 2018 to around 40% in the 2019/20 is a clear illustration of member states' political will for a more sustainable and financially independent organisation.<sup>18</sup>

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<sup>18</sup> <https://issafrica.org/iss-today/is-the-au-becoming-more-efficient>

**Annexes:**

**Annex 1: Context Analysis**

**Annex 2: Partner**

**Annex 3: Result Framework**

**Annex 4: Budget details**

**Annex 5: Risk Management Matrix**

**Annex 6: List of supplementary materials**

**Annex 7: Plan for communication of results**

**Annex 8: Process Action Plan for implementation**

**Annex 9: Signed table of appraisal recommendations and follow-up actions taken**

## ANNEX 1: Context analysis

### 1. Overall development challenges, opportunities and risks

***Briefly summarise the key conclusions from the analyses consulted and their implications for the programme regarding each of the following points:***

*- General development challenges*

The threats to national, regional and international stability require coherent and targeted responses and the African multilateral organizations have a distinct role to play given their mandate and legitimacy. Africa has seen some progress in its efforts to reduce violent conflict, and the African institutions' response to crises through the African Peace and Security Architecture (APSA) has significantly improved as have the institutions' normative basis for human security and good governance. However, while the organizations have grown markedly stronger, and the African leadership in addressing challenges has increased, Africa is still the region with the highest number of violent conflicts, and the last five years have seen an increasingly negative trend. The HIIK<sup>1</sup> Conflict Barometer identified 372 conflicts worldwide; and classified 150 and 213 as non-violent and violent, respectively. Full wars decreased from 20 in 2017 to 16 in 2018, while limited wars increased from 16 to 24. Out of the 24 limited wars worldwide during the year, 8 occurred in sub-Saharan Africa.

A significant number of African countries experienced episodes of riot and other forms of civil unrests. The network and profile of perpetrators have also expanded from urban subalterns and unemployed to civil servants, professional groups and associations, students, opposition groups and civil society organizations. Full-scale war decreased significantly in sub-Saharan Africa in 2018, with 4 out of 10 de-escalating and without new outbreaks. Nevertheless, wars involving rebel, terrorist and insurgency groups were particularly prominent in the DRC, Somalia and Mali in 2018.

The political space for citizens and civil society organizations to operate freely is shrinking despite recorded progress in their participation and human rights. In extreme situations, profiling citizens along ethnic, religious and gender lines worsened the experiences of citizens who are forced to flee persecution and harm, as happened in CAR, and DRC.

2018 witnessed a rise in the number of unconventional threats as sources of insecurity, especially human security.

Adverse climate change is becoming the highest source of insecurity and cause of deaths in Africa. Equally, a source of concern is the outbreak of disease epidemics in an increasingly number of countries. Whether they occurred separately or at the same time, adverse climate change and disease epidemics in different parts of the continent impose considerable strain on human activities, particularly on already vulnerable groups and communities that are least able to prevent or ameliorate their multiplier effects.

Conflicts disproportionately affects women and girls and intensifies pre-existing gender inequalities and discrimination. Women are subjected to terrible atrocities during conflictual situation. They constitute the majority of Internally Displaced Persons (IDPs) and refugees, and yet they are often the unrecognized stakeholders in peace processes.

In October 2000, the United Nations Security Council resolution 1325 was passed. This resolution specifically addresses the impact of war and conflict on women as well as their contribution to peace building. By passing this resolution and subsequent sister resolutions,<sup>2</sup> the UN Security Council publicly recognized women as key actors central to ensuring sustainable peace and security and provided a mandate for addressing systematic violations of women's rights in conflict and for promoting gender equality in post-conflict states.<sup>3</sup> The resolution's norm-setting agenda has resulted in legislative reforms that have created opportunities for women to advocate for transformative change in social relations during transitions from war to peace.

<sup>1</sup> Heidelberg Institute for International Conflict Research

<sup>2</sup> UN Security Council Resolutions 1325, 1820, 1888, 1889, 2122 and 2242

<sup>3</sup> Gender Peace and Security Programme 2015-2020

The mandate of the Women Peace and Security (WPS) resolutions includes the participation of women in peace processes and all public decision making processes linked to making and building peace; the prevention of conflict through incorporating women's perspectives into early-warning systems; public education about and prosecution of violators of women's rights; the protection of women during and after conflict by communal, national, and international security personnel; and peacebuilding that engages women and addresses their needs in relief and recovery, including redress for injustices and investment in their economic and social security.<sup>4</sup>

In response to the challenges mentioned above that negatively affect the continent by hampering sustainable development and economic growth, the African Union (AU) has embraced the international WPS Agenda and has adopted a set of instruments and policy frameworks promoting the agenda. In 2003 and 2004, African Heads of States adopted the Protocol to the African Charter on Human and People's Rights on the Rights of Women in Africa ("Maputo Protocol")<sup>5</sup> and the Solemn Declaration on Gender Equality in Africa (SDGEA) which endorse the provisions of UN Security Council Resolution 1325 (2000) on Women Peace and Security.<sup>6</sup> By doing so, AU leaders committed to expanding and accelerating efforts to promote gender equality as well as UNSCR 1325. Furthermore, they committed to reporting annually on progress made in terms of gender mainstreaming, to support and champion all issues raised in the SDGEA (both at the national and regional level) and regularly provide each other with updates on progress made during AU Ordinary Sessions.

The AU gender policy adopted in 2009 also refers to UNSCR 1325 as a foundation for its gender policy and a key commitment and decided to declare 2010-2020 as the 'African Women's Decade. According to this policy, AU organs, sub-regional organizations (ROs) and AU member states should "integrate gender in policies, programmes and activities in the peace process, by using the frameworks of UN Resolutions 1325 and 1820." As part of its commitments to the African Women's Decade 2010-2020, the AU Peace and Security Department (PSD), the Peace and Security Council (PSC) and the Panel of the Wise (PoW) work on the promotion of UNSCR 1325, 1820, 1888 and 1889, with particular focus on Violence Against Women (VAW), peace building and reconstruction.

Launching the African Union's first Strategy for Gender Equality and Women's Empowerment in February 2019, the Chairperson described the Strategy as a guide to achieving AU's commitments to the critical agenda for peace, prosperity and security in Africa.

In addition to these policies and strategies, the African Peace and Security Architecture (APSA) aims to give the AU, the regional economic communities (RECs) and regional mechanisms (RMs) for conflict prevention, management and resolution the necessary instruments to fulfil the tasks of prevention, management and resolution of conflict in Africa, as set out in the AU constitutive act and the Protocol establishing the Peace and Security Council (PSC). Both the 'AU Master Roadmap Practical Steps to Silencing the Guns by 2020' and the APSA Roadmap 2016-2020 also documents contain commitments to mainstreaming gender, including enhancing the role of women in peace and security activities by the AU.

Recognizing the importance of a high-level, dedicated advocate to push the agenda, the AU has taken initiatives to accelerate action, measure progress and deliver better results on the ground. A Special Envoy on Women, Peace and Security Architecture was appointed by the AUC Chairperson in February 2014. Despite all the efforts at international, continental, regional and national levels to implement commitments on Women, Peace and Security Agenda, and some gains attained, the implementation of the WPS still faces a number of challenges.<sup>7</sup>

<sup>4</sup> Ingvild Magnæs Gjelsvik, "Women, Peace and Security in Somalia: A Study of AMISOM," NUPI Policy Brief 16 (Norwegian Institute of International Affairs, 2013), 2.

<sup>5</sup> The Maputo Protocol entered into force in 2005 and outlines a range of human rights to which women are entitled and the state's obligation to uphold, promote, and protect these. The most important articles are Articles 9, 10 and 11, which focus on the right to political participation in political and decision-making processes, protection of women in armed conflict and women's rights to peace, respectively. The Maputo Protocol also demands increased participation of women in conflict prevention, management and resolution, and in post-conflict reconstruction and rehabilitation processes.

<sup>6</sup> The two documents call for the presence of women in conflict prevention and peace building activities in order to reverse their marginalization and abuse of human rights.

<sup>7</sup> <https://wps.unwomen.org/pdf/en/CH10.pdf>

- *Development in key economic indicators: GDP, economic growth, employment, domestic resource mobilisation, etc.*

After tepid real GDP growth of only 2.1 percent in 2016, Africa's economy recovered with 3.6 percent growth in 2017 and 3.5 percent growth in 2018. Growth is projected to accelerate to 4 percent in 2019 and 4.1 percent in 2020, higher than in other emerging and developing economies. In 2019, 40 percent of African countries are projected to see growth of at least 5 percent. The challenge is to achieve a higher growth path that is inclusive and pro-employment.

Africa's working-age population is projected to increase from 705 million in 2018 to almost 1 billion by 2030. As millions of young people join the labor market, the pressure to provide decent jobs will intensify. At the current rate of labor force growth, Africa needs to create about 12 million new jobs every year to prevent unemployment from rising. Strong and sustained economic growth is necessary for generating employment, but that alone is not enough.

The continent has been integrating along various dimensions for the past 60 years. Economic unification was to be the solution to Africa's development dilemma, and many thought that this required a political union. However, most leaders of African states were reluctant to encourage the erosion of national sovereignty and the emergence of a supranational authority to coordinate and manage the affairs of the African Union.<sup>8</sup>

It is important to note that the political and economic situation of each member state and their relation with the AU affects to a certain extent their contribution to the organization's budget. Reports show arrears of payment of contributions. This is sometimes -but not always- due to periods of sustained violent conflict.

Currently, on average, 67% of assessed contribution is collected annually from member states. Annually about 30 member states either partially or completely on average. In 2005, Algeria, Egypt, Libya, Nigeria and South Africa decided to collectively contribute 75% to the Union's budget. This formula had to be changed in 2011 because of the popular uprisings in North Africa, which particularly affected Algeria, Libya and Egypt.

The reform is ongoing and the Union has embarked on a substantial financial and institutional reform process. The ambition is to fund 100 % of the administrative costs, 75 % of project related costs and 25 % of the peace support operations. However, concerning contributions there remains resistance, particularly by those countries that so far have shouldered the biggest part of funding the Union – i.e. Algeria, Egypt, Morocco, Nigeria and South Africa.<sup>9</sup>

- *Status and progress in relation to SDGs, in particular those that are special priorities for Denmark.*

The African Union (AU) focuses on development on a broad front, be it economic, social, political, scientific as well as cultural. The Agenda 2063 is a framework formulated for the purpose of guiding Africa's development in the next fifty years. Agenda 2063 is built on existing African frameworks, programmes and declarations, consultations with a broad spectrum of African stakeholders at the grassroots level, synthesis of 35 national and Regional Economic Communities (RECs) strategic and action plans, situational analysis and study of global mega trends.

The seventeen SDGs fit into the twenty goals of Agenda 2063 and are all encapsulated in the 20 goals of Agenda 2063. Hence by implementing Agenda 2063 Member States will ipso facto be meeting global obligations under the SDGs. The support under this programme will contribute to SDG 5 (gender equality) as well as SDG 16, peace, justice and strong institutions, where it directly addresses several of the 12 sub-goals and SDG 17, partnerships for the goals by creating partnerships with African organizations that mobilize and share knowledge, expertise, and financial resources, to support the achievement of the sustainable development goals.

<sup>8</sup> 2019 African Economic Outlook, the African Development Bank

<sup>9</sup> A Wind of Change? The Institutional Reform of the African Union and Africa's Security Provision, 2018

The support is thus fully aligned with - inter alia - two key policy priority areas for the Danish Government Danish priorities namely a strong international engagement and the promotion of gender equality are. Both have the aim of protecting the rights of the most vulnerable and contributing to the creation of peaceful, prosperous and just societies. The Government believes that there can be no sustainable peace without the full and equal participation of women.

- *Political economy, including drivers of change*

Peace and security problems have risen to top the agendas of most of Africa's regional organizations. The African organizations are inter-governmental bodies and are thus politically driven. Heads of State Summit meetings and regular meetings at permanent representative level (PSC, PRC, MSC etc.) provide important political direction but can also hinder the organizations in fulfilling their mandates where member states disagree or have difficulty to responding quickly. To varying degrees, these political factors are also represented within the organizations themselves – hence the intense competition over key posts within their structures. Also, while the AU is somewhat balanced by the presence of several major countries (South Africa, Algeria, Nigeria, Egypt, Ethiopia), the other RECs tend to include regional hegemony (Nigeria in ECOWAS and Ethiopia in IGAD) that has a significant effect in the distribution of posts, financing, and policy.

These factors, combined with national interests, are both a hindrance and a motivating force for the organizations. Regarding the AU, regional powers have pushed the peace and security agenda and its institutional arrangements, including through mobilizing finance, providing troops, imposing actions and providing leadership. The point has been made that this has also reflected a de facto distribution of roles with the international community (notably the UN and EU), where donors have met most of the programme costs involved. While it is frequently noted that this reduces ownership (especially at member state level), it has nonetheless led to progress against key institutional and operational objectives.

The African Union is embarking on its first state-led reform, which is actively being implemented by AU member states since the establishment of the continental body over a decade ago. A political declaration has also been made by AU member states that achieving this aspiration will require: streamlining the priorities of the AU, realignment of its institutions, an increased connection of the continental body to its citizens, improving the quality of AU bureaucrats, and attaining financial autonomy. Indeed, structural reforms of international organizations have historically proved to be a herculean task, quite rare, difficult but not impossible to achieve. The ongoing AU reform is no exception, and in fact, there have been some evidence that the reform is currently being implemented.

ECDPM's analysis points out that strict partner alignment with the organization own priorities is the best approach to secure results, as it takes into account the political economy within the organization and between the member states. In other words, the roles of partners would need to be better coordinated, limited and more aligned with AU's needs. This is exactly the Danish approach – both in the existing engagements with the AU under the Africa Programme for Peace and in the formulation of the current programme.

## 2. Fragility, conflict, migration and resilience

***Briefly summarise the key conclusions and implications for the programme of the analysis of the below points:***

- *Situation with regards to peace and stability based on conflict analysis and fragility*

For a general assessment of the situation in Africa, see 1, overall challenges. The programme is expected to accelerate progress towards a stable, peaceful, prosperous and integrated Africa within a good governance environment, while paying particular attention to the inclusion of women.



- *Identifying on-going stabilisation/ development and resilience efforts and the potential for establishing partnerships and alliances with national, regional and other international partners in order to maximise effects of the engagements*

The programme is aligned with (and complements) the wider Danish Africa Programme for Peace which has a continental scope and focuses on specific thematic areas where special Danish interest have been identified. These include: Preventative diplomacy, mediation, early warning, AU-UN cooperation (including in peace operations), election support, preventing/ countering violent extremism, and youth.

The Programme is also aligned with the AU's FEMWISE Africa programme which goal is to set up an effectively functioning network (of trained women mediators) influencing and shaping peace processes and contributing to conflict prevention, mediation and conflict resolution in Africa.

International partners like Canada, United States of America, Belgium, Sweden, Finland and the EU are interested in supporting AU's initiatives related to the WPS agenda. Further, Norway and Korea are currently supporting respectively the initiatives of the Office of the Special Envoy on Women Peace and Security and the Gender Peace and Security programme. The Embassy is currently leading the informal discussion group the cooperation between AU and the International partners on gender related supports and more specifically on WPS. The objective is to have a coordinated approach. During the implementation phase discussions with UNWOMEN on a regular basis will be necessary.

- *Issues and concerns of relevance to Danish interest in the area of security and migration*

Africans are on the move because of conflict, persecution, environmental degradation and change and a profound lack of human security and opportunity.<sup>10</sup>

Migrant numbers to Europe have dropped dramatically since 2015. Yet migration remains a key political issue. Europe has moved away from a crisis response to one focused on sending migrants who do not have legal rights to remain, to their countries of origin or transit. In recent years European governments and the EU have tried at both a bilateral and multilateral level to persuade African countries and the AU to cooperate on returns. However, Europe's success rate in returning migrants is small. The low rate can be attributed to lack of cooperation from African countries, practical problems in identifying people's nationalities, and limited administrative capacity in migrants' countries of origin. Moreover, a country's willingness to accept forced returns doesn't necessary result in a high number of migrants going home.<sup>11</sup> Denmark attaches importance to the obligation of all states to readmit and facilitate readmission of own nationals and wishes to strengthen focus on the root causes of refugee and migrant flows including via a focused effort to promote the 2030 Agenda for sustainable Development and the 17 Sustainable Development Goals, especially, Goal 16 concerning Peace, Justice and institutions, all of which are central to the long term management of migration.

Moreover, international migration challenges are most effectively and pragmatically handled through strengthened cooperation in existing international organisation and fora. In this regard, as stated by the Valetta summit action plan (point 1.3), reinforcement of the support to the different sub-regional and continental initiatives and mechanisms for conflict prevention and management will help address some of the root causes for irregular migration.

- *Identify where Denmark has comparative advantages that may lead to more effective and efficient programming and better results including where Denmark may contribute with deployment of specific expertise and capacities.*

A significant strength of Denmark in relation to the AU is the long-standing relationship and familiarity that has been established, particularly within the peace, security and governance areas. Anchoring the programme with RDE Addis Ababa provides a useful entry points for the AU, facilitating easy and direct interaction.

<sup>10</sup> World Migration Report 2018, International Organization for Migration,

<sup>11</sup> Aimee-Noel Mbiyozo, ' Pressure grows on African to take back its migrants', ISS 2019

Denmark has distinct comparative advantage by being a flexible partner, able to respond to emerging requests at short notice, until bigger donors step up. This can include reallocation of funds from planned activities. The strict Danish alignment with the organisations' own frameworks and strategies (where they align with Danish priorities) increases ownership and sustainability and increases the chances of achieving results.

*- Considerations regarding the humanitarian situation, migration, refugee and displacement issues, including the need to integrate humanitarian-development linkages and long-term strategies;*

Denmark prioritizes empowerment as a key instrument in reducing women's vulnerability. Women and girls across the world face violence every day, but in conflicts, emergencies and disaster, the threat of violence becomes even more acute. Denmark emphasises the need for better integration of longer term humanitarian assistance and long-term development with a focus on women's inclusion and gender equality.

By supporting this Programme Denmark indirectly supports humanitarian partners as well as relevant institutions of partner countries and regions in implementing responses that include protection of women and girls from the threat of sexual and gender-based violence and provide essential services to survivors of gender-based violence as part of the first stage of an emergency response.

*- Relevant issues and considerations related to radicalisation and violent extremism and the potential for Danish engagement to prevent and counter violent extremism (P/CVE)*

The role of the AU in relation to P/CVE should generally be in relation to norm setting and ensuring that member states live up to the standards (including human rights standards) to which they have subscribed. Beyond this, it is generally regarded that P/CVE interventions are best located at national and sub-national level.

On the correlation between women and P/CVE agenda specifically, it is important to note that the P/CVE agenda could learn much from the Women, Peace and Security (WPS) Agenda. Lessons from the WPS programming would be relevant to women and CVE. However, the WPS has largely developed in isolation from the P/CVE agenda. The diverse roles of women in relation to violent extremism, and the serious impacts of this on women and girls – including increasing sexual violence – necessitate engagement on CVE by the WPS Agenda and vice versa. Research suggest that women could assist security actors to make CVE programme design more effective, and can themselves serve in the security force to make implementation more effective. Moreover, gender equality and empowerment of women are in themselves bulwarks against extremism.

By creating platforms and strengthening women's networks, the Danish support to the present programme is expected to facilitate discussions on the promotion of the role of women in CVE and their inclusion in the development of CVE policies and programmes and the integration of WPS and CVE agendas. Further, Denmark has recently signed an agreement with the IGAD CVE Center. The latter could be used to integrate the WPS and CVE agenda.

### 3. Assessment of human rights situation (HRBA) and gender<sup>12</sup>

***Briefly summarise the key conclusions and implications for the programme of the analysis of the below points:***

**Human Right Standards (international, regional and national legislation)**

<sup>12</sup> The purpose of the analysis is to facilitate and strengthen the application of the Human Rights Based Approach, and integrate gender in Danish development cooperation. The analysis should identify the main human rights issues in respect of social and economic rights, cultural rights, and civil and political rights. Gender is an integral part of all three categories.

The AU is well advanced (and progressive) in the normative framework regarding human rights. The overall instrument is the African Charter on Human and Peoples' Rights (also known as the Banjul Charter). This an international human rights instrument that is intended to promote and protect human rights and basic freedoms in the African continent. Oversight and interpretation of the Charter is the task of the African Commission on Human and Peoples' Rights, which was set up in 1987 and is now headquartered in Banjul, Gambia. A protocol to the Charter was subsequently adopted in 1998 whereby an African Court on Human and Peoples' Rights was to be created. The protocol came into effect on 25 January 2005. It is signed and ratified by 53 of the 55 AU members.

Subsequently a number of protocols and conventions have been adopted to supplement the Charter. The main ones are:

- a) The African Charter on the Rights and Welfare of the Child in 1999 (46 MSs have ratified)
- b) Protocol on the African Human and Peoples' Rights Court, 2004 (26 MS have ratified), and;
- c) Protocol on the African Charter on Human and Peoples' Rights on the Rights of Women in Africa, (the Maputo Protocol of 2003) which promotes the protection of women's rights in armed conflict and their increased participation in programmes and processes for conflict prevention, management, resolution and post conflict rehabilitation and reconstruction at local, national, regional, continental and international levels.

Although most AU member states have ratified the ACHPR, implementation at national levels is wanting.

Low levels of representation in public decision-making, poor access to justice, access to land and inheritance rights, equality and economic empowerment of women, as well as harmful cultural practices including female genital mutilation and child marriage have been identified as the most binding constraints.

The programme's focus on the WPS Agenda is highly relevant from a human rights perspective. Women and girls across the world face challenges every day, but in conflict and post conflict context the threat of violence becomes even more acute as pre-existing patterns of discrimination based on gender are exacerbated putting therefore women and girls at heightened risk of sexual, physical and psychological violence.

Evidence shows that meaningful participation of women in in conflict prevention, resolution, mediation and peace processes relate to improved outcomes. Yet continual marginalisation of the role and participation of women remains one of the key challenge. This problem persists in spite of several commitments and instruments at the African continental level and United Nations resolutions intended to increase and improve women's roles in mediation and peace processes.

*- Identify key rights holders in the programme*

The key right holders are the citizens/populations in Africa, especially women and girls, as the programme aims at continental promotion of human rights, through the promotion of women's political representation, participation and protection in time of conflict and post-conflict situations.

*Identify key duty bearers in the programme*

The duty bearer is the African Union. The programme will work directly with the duty bearer. In addition, the key duty bearers are the organisations' member states. Improving member states' adherence to human rights standards is an important objective of the AU and will be supported indirectly through the programme.

*- Youth*

Aspiration 6 of the AU's Agenda 2063 states that Africa's youth by 2063 shall be socially, economically and politically empowered through the full implementation of the African Youth Charter. Furthermore, by 2063, all

forms of systemic inequalities, exploitation, marginalization and discrimination of young people should be eliminated. By 2063, issues related to youth should be mainstreamed in all agendas of development, and youth will be guaranteed full access to all necessary resources to allow them to realize their full potential. Throughout Agenda 2063, the AU Member States further affirm that Africa's youth shall be the driving force behind the continent's social, political, cultural and economic transformation.

The African Youth Charter adopted in July 2006, ratified and deposited by 39 out of 55 Member States, prescribes responsibilities to the AU Member States for the development of youth. The Charter provides a continental framework, underlining the rights and freedoms of youth, paving the way for the development of national action plans for youth empowerment. The Charter aims to ensure the involvement of youth in the African development agenda and their participation in decision-making processes. The AU Member States recognise youth as partners and a prerequisite for sustainable development as well as peace and prosperity in Africa, and acknowledge the increasing enthusiasm and calls of youth to participate actively at all levels to determine their own future and contribute to the advancement of African societies.

In November 2018, the Chairperson of the African Union Commission appointed the Special Envoy on Youth, holding the mandate to serve as the representative of and advocate for the interests of Africa's youth to the African Union decision-making bodies. Further, the Chairperson appointed the Youth Advisory Council to support the work of the Youth Envoy and advise the Chairperson on youth related issues.

In all AU strategies, youth (and gender) are included as cross cutting issues. As the programme is aligned with AU strategies, it is relevant from a youth perspective. The program thus supports the Danish priority to include youth in bilateral and multilateral development cooperation as well as the strategy to promote and strengthen development by and with youth – not just for youth.

## 5. Capacity of public sector, public financial management and corruption

*Briefly summarise the key conclusions and implications for the programme of the analysis of the below points:*

- **Capacity of the public sector for policy making, enforcement and service delivery.**

AU has financial and administrative management systems, which require close monitoring. The organization is progressing in relation to the EU's 'pillar' assessment and International Public Sector Accounting Standards compliance. The experience from the African Programme for Peace programme is that the organization's own management systems can to a large part be used to manage the Danish funding, but it requires close external financial monitoring at regular intervals.

- **Quality and capacity of PFM, including budget credibility, comprehensiveness and transparency as well as control and external scrutiny / audit in all phases of the budget process as well as participation of citizens / CSOs in monitoring public budgets and corruption;**

AU has a Results Based Management process in place and budgets, which are outcome and output based. RDE Addis Ababa and other development partners participate in the budget process in the organizations, which provides a platform for budget scrutiny. AU is audited externally every year on the overall level, and conduct a series of specific external audits of partner funds every year.

- **The corruption situation and relevant anti-corruption measures and reforms.**

The risk of corruption is assessed to be relatively low. Though external audits of the organisation point to areas in need of improvement, these are almost always aimed at limited knowledge, or lack of, internal rules and regulations, rather than intentional fraud or corruption, and very rarely points to loss of resources.

## 6. Matching with Danish strengths and interests, engaging Danish actors, seeking synergy

*Briefly summarise the key conclusions and implications for the programme of the analysis of the below points:*

<p><b>Identify:</b></p> <ul style="list-style-type: none"> <li>- where we have the most at stake – interests and values,</li> <li>- where we can (have) influence through strategic use of positions of strength, expertise and experience, and</li> <li>- where we see that Denmark can play a role through active partnerships for a common aim/agenda or see the need for Denmark to take lead in pushing an agenda forward.</li> </ul>	<ul style="list-style-type: none"> <li>- The programme addresses the aim in Denmark’s strategy for development cooperation and humanitarian action (The World 2030) of promoting peace, security and protection, and of promoting values – human rights, democracy and gender equality, and directly targets the strategy’s vision that the regional organisations must act increasingly decisively with a view to promoting peace, security and gender equality, especially the African Union. The programme is also fully aligned to the Danish National Action Plan 2014-2019<sup>13</sup> which states that the promotion of the women, peace and security agenda is a cornerstone in Denmark’s foreign, security and development policy. Inclusive and equal societies are essential to prevent continued violence and foster sustainable peace. Therefore, the full and equal participation of women at all levels of conflict resolution, peacebuilding and reconstruction is the only way to ensure that societies emerging from conflict are built on fundamental respect for the rights, needs and contributions of women and girls.</li> </ul>
<ul style="list-style-type: none"> <li>- <b>Brief mapping of areas where there is potential for increased commercial engagement, trade relations and investment as well as involvement of Danish local and central authorities, civil society organisations and academia.</b></li> </ul>	<ul style="list-style-type: none"> <li>- The programme does not offer itself to increased trade, but promoting peace and security facilitates the possibilities for increased commercial engagement.</li> <li>- The programme complements the ongoing fourth phase of the Africa Programme for Peace which envisages to engage Danish academia through a proposed “dialogue mechanism”. This mechanism will comprise representatives from the Danish security sector and can be used to cover the WPS Agenda.</li> </ul>
<ul style="list-style-type: none"> <li>- <b>Assessment of the donor landscape and coordination, and opportunities for Denmark to deliver results through partners including through multilaterals and EU;</b></li> </ul>	<ul style="list-style-type: none"> <li>- A well-functioning donor coordination mechanisms is not in place thus far for the support related to the AU WPS Agenda.</li> <li>- Denmark took the initiative to organize joint meetings for the partners already supporting or interested in supporting the Agenda. The aim of the coordination meetings is to get a more comprehensive overview of the activities taking place as well as the plans for the near future and</li> </ul>

<sup>13</sup> <https://gnwp.org/wp-content/uploads/Denmark-National-Action-Plan-2014-2019.pdf>

how international partners can best support AU's work within this important agenda.

- Germany, Norway, Korea and Spain are currently supporting the initiative of the Office of the Special Envoy and the PSD GPSP. Canada, US and Sweden are also interested in supporting AU WPS related activities.
- A well-developed Gender Joint Programme Arrangement (partner's coordination set-up) exists. The JFA currently focused only on the African Union Women, Gender and Development Directorate programmes. However, it would be interesting to explore how the recently launched AU Strategy on Gender and Women Employment will complement the Gender Peace and Security Programme and the initiatives of the OSE, given that one of the Strategy's four pillars relates to peace and security.

List of documents used for the context analysis:

- The World 2030 Denmark's strategy for development cooperation and humanitarian action:  
<http://um.dk/en/danida-en/strategies%20and%20priorities/>
- Guidelines for Programmes and Projects: <http://amg.um.dk/en/programmes-and-projects/january-2018-guidelines-for-programmes-and-projects>
- Danish National Action Plan for implementation of UN Security Council Resolution 1325 on Women, Peace and Security (2014-2019)  
<http://www.lse.ac.uk/women-peace-security/assets/documents/2019/NAP/Denmark-NAP-3-2014-2019.pdf>
- Danish National Action Plan for implementation of UN Security Council Resolution 1325 on Women, Peace and Security (2008-2013)
- Foreign and Security Policy Strategy 2019-2020  
<https://um.dk/en/news/newsdisplaypage/?newsid=01fc577b-6bf2-4fd7-8572-5af0534cf599>
- Financing proposal from Peace and Security Department- Gender Peace and Security Programme
- Financing proposal from the Office of the Special Envoy
- AU, Agenda 2063: The Africa We Want (Popular version)
- African Commission on Human and Peoples' Rights (ACHPR)
- African Charter on Human and Peoples' Rights <http://www.achpr.org/instruments/achpr>
- African Union Gender Policy
- Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa. [http://www.au.int/web/sites/default/files/pages/3657-file-agenda2063\\_popular\\_version\\_en.pdf](http://www.au.int/web/sites/default/files/pages/3657-file-agenda2063_popular_version_en.pdf)
- AU: Medium-Term Plan (2018-2023), Delivering AU Reforms and Accelerating Agenda 2063 Implementation
- African Union: African Peace and Security Architecture. APSA Roadmap 2016–2020, December <http://www.peaceau.org/uploads/2015-en-apsa-roadmap-final.pdf>
- African Union (AU). African Union Master Roadmap of Practical Steps to Silence the Guns in Africa by 2020, 2016.
- AU Strategy for Gender Equality and Women's Empowerment (2017– 2027)
- African Union: Solemn Declaration on Gender Equality in Africa July 2004
- Report Economic Development in Africa, Migration for Structural Transformation, 2018
- Institute for Peace and Security Studies (IPSS), A wind of change, 2018
- Institute for Peace and Security Studies (IPSS), State of Peace and Security in Africa (SPSA) Report 2019
- Institute for Peace and Security Studies (IPSS) APSA Impact report, 2017
- AU PSC communiques :
  1. PSC/PR/COMM.(DCCLXXII)
  2. PSC/PR/BR. (DCCCXXXIII)
  3. PSC/PR/BR.(CDXCI)
  4. PSC/PR/COMM.(DCLIX)
  5. PSC/PR/BR. (DCCCLXII)

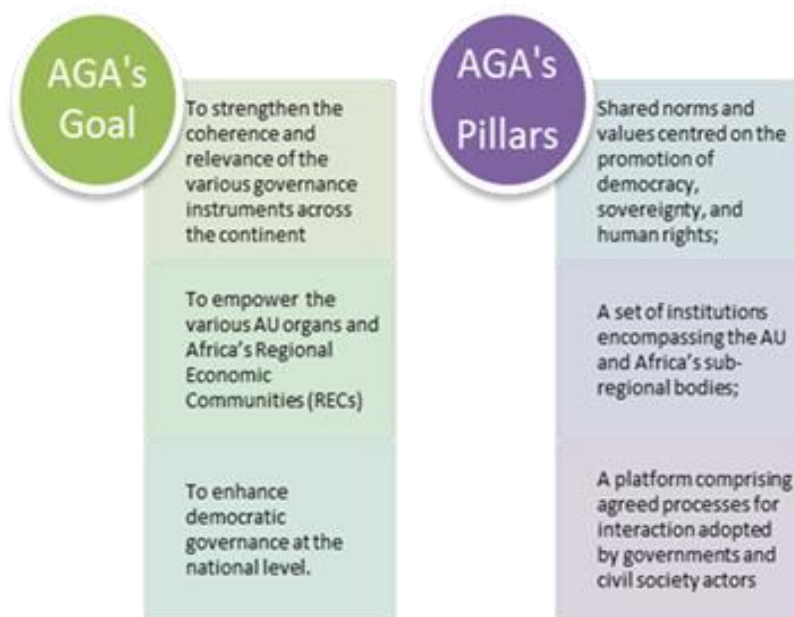
## Annex 2: Brief descriptions of the African Union

The African Union (AU) was established in 2002, replacing the then Organisation for African Unity (OAU). Its membership includes all countries on the continent – a total of 55 countries. The AU’s governance structure consists of an Assembly of Heads of State and Government as the supreme organ of the Union, supported by an Executive Council (composed of foreign ministers), a Permanent Representatives Committee, and a Peace and Security Council. Based in Addis Ababa, the AU Commission (with a permanent staff in 2015 of 1743) serves as the secretariat of the Union and is led by a Chairperson, a Deputy Chairperson and eight Commissioners.



The AU’s vision and mission are set out in the Constitutive Act (2000) and the new strategy document – Agenda 2063 - and its first 10 year Implementation Plan. The latter two documents are arranged around a number of strategic goals (aspirations): Aspiration 1: A Prosperous Africa based on inclusive Growth and Sustainable Development; Aspiration 2: An integrated continent, politically united, based on the ideals of Pan Africanism and the vision of Africa’s Renaissance; Aspiration 3: An Africa of good governance, respect for human rights, justice and the rule of law; Aspiration 4: A peaceful and secure Africa; Aspiration 5: An Africa with a strong cultural identity, common heritage, values and Ethics; Aspiration 6: An Africa whose development is people - driven, relying on the potential of African people, especially its women and youth, and caring for children; and Aspiration 7: Africa as a strong, united, resilient and influential global player and partner.

In the peace and security area, the AU is guided by the Peace and Security Council Protocol that, inter alia, provides the AU with responsibility for developing and implementing political and operational capabilities within the Africa Peace and Security Architecture (APSA). These include political decision-making, early warning, preventative diplomacy, and peace support operations. Two key documents in this respect are the Silencing the Guns initiative (Lusaka Road Map) and the African Peace and Security Architecture (APSA) Road





Map (2016-2020). The latter includes a number of strategic and specific objectives, to which this engagement responds.

A further policy and operational area that is relevant for Denmark as well as the AU is governance, which builds upon the African Governance Architecture (AGA) Framework and a range of normative frameworks, including the African Charter of Democracy, Elections and Governance and the African Charter of Human and People's Rights.

### **Institutional and financial reforms:**

**Johannesburg Summit:** Partly as a way of weaning the AU from financial de-pendency syndrome, the AU Assembly of Heads of State and Government decided in June 2015 that going forward, members would strive to finance 100% of the AU's operational budget, 75% of the programme budget and 25% of the peace support operations budget. In the 2019 budget, the AU expects the operational budget to be fully funded by member states, but this is in part due to technical maneuvering, whereby a number of staff positions have been transferred to the programme budget.

**Kigali Summit:** A year later, the AU Assembly of Heads of State and Government made a key decision on financing the Union as they agreed to institute a 0.2% levy on all eligible imported goods into the continent that will be used to finance the AU's operational programme and its peace support operations budgets. The proposal is slowly being implemented, albeit with resistance from some of the larger member states, just as parts of the international community (most noticeable USA) has deemed the levy in violation of WTO regulations.

**Addis Ababa Summit:** The AU Assembly of Heads of State and Government in January 2017 decided to embark on an institutional and financial reform and designated Rwandan President Paul Kagame to supervise the implementation of the reform.

- The reform aims to: (1) focus on key priorities with continental scope; (2) realign AU institutions to deliver on key priorities; (3) connect AU to its citizens including through the delivery of continent-wide public goods; (4) effectively and efficiently manage the business of the AU at political and operational levels; and (5) promoting a more sustainable and predictable financing of the Union mainly through AU member states. Taken together, these priorities, if implemented, will be the basis for achieving a more prosperous, peaceful Africa in line the ambitious Agenda 2063.

ANNEX 3. Results Framework

Project title		<b>Support to the Women Peace and Security Agenda in Africa</b>	
Thematic Programme Objective		Strengthen African Union's capacity to deliver on the Women, Peace and Security Agenda within its mandates	
Impact Indicator		Increased contribution of women to the effectiveness of conflict prevention and resolution efforts	
Baseline	Year	2019	10% women included in peace processes
Target	Year	2022	40% women included in peace processes

<b>Outcome 1</b>		<b>AU's capacity to enhance delivery by Member States on commitments on Women, peace and security strengthened</b>	
Outcome indicator		The gap between policy and implementation bridged	
Baseline	Year	2019	<i>Existence of well-articulated policies Lack of strong systems for capturing implementation</i>
Target	Year	2022	<i>Institutionalized, regular and systematic monitoring and reporting on the implementation of the WPS Agenda</i>

<b>Output 1</b>		<b>AU support to the development and adoption of National Action Plans (NAP's) by member states enhanced</b>	
Output indicator		Number AU Member States that had developed a National Action Plan on WPS	
Baseline	Year	2019	<i>25 African Member States have adopted a National Action Plan</i>
Target	Year 1	2020	<i>An additional 11 African Member States adopt a National Action Plan</i>
Target	Year 2	2021	<i>An additional 10 African Member States adopt a National Action Plan</i>
Target	Year 3	2022	<i>An additional 9 African Member States adopt a National Action Plan</i>
<b>Output 2</b>		<b>AU monitoring and reporting on the implementation of the WPS Agenda improved</b>	
Output indicator		Number of reports submitted to the PSC	
Baseline	Year	2019	<i>9 Member States have reported against the Continental Results Framework</i>
Target	Year 1	2020	<i>An additional 16 Member States have reported against the CRF</i>
Target	Year 2	2021	<i>An additional 23 Member States have reported against the CRF</i>
Target	Year 3	2022	<i>An additional 30 Member States have reported against the CRF</i>

<b>Outcome 2</b>		<b>AU's capacity to efficiently integrate the WPS Agenda in all APSA components strengthened</b>	
Outcome indicator		Existence of relevant instruments and mechanisms to mainstream gender Evidence-based advocacy, policy formulation and decisions	
Baseline	Year	2019	none
Target	Year	2022	<i>Existence of instruments to systematically integrate WPS into AU peace and security efforts</i> <i>Existence of mechanisms to promote synergies and data collection</i> <i>Existence of AUC instruments to integrate WPS into PCRDR</i>

<b>Output 1</b>		<b>Capacities of PSD staff to mainstream gender in all its divisions and Liaison offices reinforced</b>	
Output indicator		Development of concrete tools and mechanisms to improve PSD's staff capability and capacity to integrate WPS Agenda  % of PSD staff trained with an understanding of gender mainstreaming	
Baseline	Year	2019	<i>37% of PSD staff are familiar with gender mainstreaming and gender analysis</i> <i>Limited tools available to systematically integrate WPS Agenda into PSD's initiatives</i>
Target	Year 1	2020	<i>Formulate key operational Guidance Notes<sup>1</sup></i> <i>45% of PSD staff trained on gender mainstreaming and gender analysis</i>
Target	Year 2	2021	<i>New strategy for the PSD formulated</i> <i>Systematic use of all operational Guidance Notes</i> <i>60% of PSD staff trained on gender mainstreaming tools</i>
Target	Year 3	2022	<i>80% of PSD staff trained on gender mainstreaming tools</i>
<b>Output 2</b>		<b>Knowledge management, partnership, research and dialogue on gender, peace and security strengthened</b>	
Output indicator		Number of dialogue forums organised to increase synergy and dialogue on WPS Agenda between AU's relevant organs, RECs and CSOs	
Baseline	Year	2019	N/A
Target	Year 1	2020	<i>2 forums organised</i>
Target	Year 2	2021	<i>2 forums organised</i>
Target	Year 3	2022	<i>2 forums organised</i>

<sup>1</sup> 1) Development of an Operational Guidance Note (OGN) on Gender sensitive analysis on conflict prevention  
2) Development of an OGN for gender sensitive post conflict need assessment  
3) Gender sensitive monitoring and accountability tool ( introduction to Gender Equality Marker )

<b>Output 3</b>		<b>AU's capacity to ensure that women and girls relief needs are met in post conflict context strengthened</b>	
Output indicator		Number of QIPs focused on women empowerment implemented by African Union Liaison Offices (AULO's)	
Baseline	Year	2019	8 QIPs implemented by AULOs
Target	Year 1	2020	2 QIPs implemented by AULOs
Target	Year 2	2021	To be determined after the 2021 review

## ANNEX 4

## Budget

	2020	2021
<b>Outcome 1: AU's capacity to enhance delivery by Member States on commitments on Women, peace and security strengthened</b>	<b>2,5</b>	<b>3</b>
<b>Output 1.1</b>		
<i>AU support to the development and adoption of NAPs by member states enhanced</i>	1,5	4,0
<b>Output 1.2</b>		
<i>AU monitoring and reporting on the implementation of the WPS Agenda improved</i>	1,0	1,0
<b>Outcome 2: AU's capacity to efficiently integrate the WPS Agenda in all APSA components strengthened</b>	<b>3,3</b>	<b>2,8</b>
<b>Output 2.1</b>		
<i>Capacities of PSD staff to mainstream gender in all its divisions and Liaison offices reinforced</i>	1,0	0,5
<b>Output 2.2</b>		
<i>To strengthen knowledge management, partnership, research and dialogue on gender, peace and security</i>	1,0	1,0
<b>Output 2.3</b>		
<i>AU's capacity to ensure that women and girls relief needs are met in post conflict context strengthened</i>	1,3	1,3
<b>TA and Staff</b>	<b>4,7</b>	<b>4,2</b>
OSE	2,2	2,2
PSD /GPSP	2,5	2,0
<b>Grand total</b>	<b>10,5</b>	<b>10,0</b>

2022	Total
2	7,5
1,0	6,5
1,0	3,0
2,5	8,6
0,5	2,0
1,0	3,0
1,0	3,6
	8,9
0,0	4,4
0,0	4,5
4,5	25,0

## Annex 5: Risk Management Matrix

### Contextual risks

Risk Factor	Likelihood	Impact	Risk response	Background to assessment	Residual risk
Multifaceted nature of conflicts (political, extremist, community) requires targeted, multi-level responses that place unexpectedly high demands on AU. This might affect negatively AU's focus on WPS	Likely	Medium	Continued policy dialogue emphasis on gender mainstreaming in peace and security support to enhance the implementation of the Agenda (TA, Financial, human resource)	Africa has seen a deteriorating trend in conflicts over the past decade. This is likely to continue and put pressure on the AU' resources. Parallel complex conflicts will place further strain on the organisation's systems, leading to less effective implementation of the WPS Agenda.	Low
New security threats across the continent such as terrorism and violent extremism pose new challenges for how to address issues related to women, peace and security.	Likely	Medium	In response to these challenges, the AU and the AU's international partners are working jointly to rebalance their approach to systematically strengthen the development–security nexus. This requires implementing more comprehensive strategies to help reduce the multiplicity of conflict drivers and increase societal and political resilience against new security threats. Strengthening conflict prevention and peacebuilding requires that the AU member states and the AU Commission take the structural drivers of insecurity (such as low and unequal development) more systematically into account in the framework of the APSA. This entail greater responsibility coordination and joint programming between the actors.	Africa is seeing the emergence of new actors in violent conflicts and fragile contexts. Transnational organised crime groups and terror groups capitalise on poverty, weak governance and poor service delivery to recruit from marginalised populations. Violent extremism across the continent is also fuelled by links to global extremist groups. These hybrid threats emanate from militias, armed gangs and organised criminal groups whose activities are transnational and often span multiple jurisdictions. Cybercrime adds to the risks, and can weaken state authority and exploit vulnerable groups	Medium

### Programmatic risks

Risk Factor	Likelihood	Impact	Risk response	Background to assessment	
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Poor financial management increases risk of inaccurate budgeting process and possible misuse of funds. This exacerbates the AU precarious financial sustainability specially in the context of budget reduction	Unlikely	Major	Misuse of funds would require an immediate halt of Danish funding. The RDE will conduct biannual financial monitoring visits.	‘Golden Rules’ for the proper management of the AU’s finances were considered and adopted by the AU Assembly in January 2018. Six of the 8 Rules are currently fully operational and are being translated into AU policy and procedures and are being reflected in the AU’s updated Financial Rules and Procedures	Low
Lengthy recruitment processes of staff and delays in filling vacant positions.	Likely	Major	Denmark will continue its dialogue with the AU and the other International Partners to find solutions to this challenge.	The independent audit of the Joint Financing Arrangement between AUC and signatory partners on support to AUC personnel implementing peace and security programmes states that the delays in filling vacant positions and recruitment were mainly due to a moratorium imposed by African Union Member States on recruitment of staff. Once the moratorium is lifted all vacant positions will be filled. The restructuring of the AU is ongoing and recruitment process is expected to resume in February 2020	Medium
Limited absorption capacity risks undermining the performance of the organisations.	Likely	Major	In cases of low absorption, Denmark will work to assist with technical assistance to remove bottlenecks or reallocate the funding as per effectiveness and relevance.	The African Union has limited capacity to implement programmes due to turnover of staff, low retention, vacancies etc. This has resulted in experiences of limited absorption capacity in the previous engagements with the organisations. The AU has, however, still been able to deliver results despite not fully absorbing the available funding. Furthermore, a number of partners are working to enhance the capacity of the organisation, which the current programme will also benefit from.	Medium



## Institutional risks

Risk Factor	Likelihood	Impact	Risk response	Background to assessment	
Lack of alignment and harmonisation from the international partners. This might undermine ownership and increase transaction costs.	Unlikely	Medium	Denmark has vested substantially in ensuring alignment and harmonisation all its engagement with the AU. With regard to the WPS Agenda, the RDE has taken the lead by organising coordination meetings between International partner and with the AU PSD.	Recent experience shows an increasing tendency to earmark funds and engage with the African Union on bilateral basis. A group of major international partners (in particular Germany, Ireland, Netherlands, Norway, Sweden and Denmark) are currently developing a new Joint Financing Arrangement (JFA) framework which will cover all the major priority areas of the AU PSD and in which gender mainstreaming will be included. It is expected that the new JFA will enhance the focus on results, harmonisation, ownership and coordination and reverse the earmarking trend. The EU is furthermore expected to become part of the new JFA and have been an integral part of its lengthy development.	Low
The disconnect between where implementation takes place (mainly at the level of member states) and where regional and global WPS agenda commitments are designed, monitored and evaluated might throw a serious wrench into the implementation of the WPS agenda	Likely	Medium	The Embassy will closely follow the discussion around AU–REC coordination and include this aspect in its political dialogue as well as in the envisioned steering committee. The RDE will also use its engagement with RECs such as ECOWAS and IGAD to push this agenda forward. One key objective of the Office of the Special Envoy is exactly to undertake advocacy within member states on the importance of the agenda, and hence the envisioned support is in itself a potential mitigating measure.	The discussion around AU–REC coordination has highlighted member states’ key role as the central pillars of this nexus and identified six main technical areas for the division of labour between them: policy planning and formulation; policy adoption; implementation; monitoring and information; partnerships; and joint resource mobilisation.	Medium

## Appendix 8: Summary of recommendations of the desk appraisal

Title of Programme	Support to The implementation of the Women Peace and Security agenda in Africa (2019-2022)
File number/F2 reference	2019-37615
Appraisal report date	31 <sup>st</sup> of October 2019
Council for Development Policy meeting date	n/a
<p><b>Summary of possible recommendations not followed</b></p> <p>The Embassy has decided to not follow recommendation 10 from the appraisal report, to more clearly spell out in the programme document that FemWise-Africa should not be supported. FemWise is currently fully funded and as such, funding is not allocated to the initiative. However, upon development of a new strategy for women, peace and security within the African Union Commission (AUC), the division of responsibility between the Office of the Special Envoy (to which the programme provides support) and FemWise is likely to be further clarified. Thus, funding to FemWise could become relevant as part of a possible adjustment of programme activities following the planned review.</p>	
<p><b>Overall conclusion of the appraisal</b></p> <p>The appraisal found the proposed Danish support package to the AUC is relevant to the context and to AU and Danish policies relating to gender and to Women, Peace and Security (WPS). With a firm anchoring in UNSCR 1325 and the AU's mandate on WPS, the support aims to strengthen the AU's engagement with African regional organisations and member states as well as to strengthen the AUC's own capacities in institutionalizing approaches to WPS and in extending protection to women and girls in conflict. The appraisal added that the programme includes a good overview of Danish policies and strategies, including The World 2030 and the Danish National Action Plan, to which the proposed support is aligned.</p> <p>Further, the appraisal report notes that it is significant that the Danish Embassy in Addis Ababa has been able to negotiate the proposed package of Danish support to the WPS agenda at a time when other international partners are finding new engagement difficult to get in place due to AU budget ceiling and recruitment moratorium.</p> <p>The Embassy has followed 14 out of the 15 recommendations and has adjusted the programme document accordingly.</p> <p>The programme has been recommended for approval.</p>	
<b>Recommendations by the appraisal team</b>	<b>Follow up by the responsible unit</b>
<b>Relevance</b>	
<p>1. It is recommended to amalgamate the text in sections 3.1 and 3.3.1 concerning the AU and the WPS agenda so that the coverage is more cohesive. In doing so, the overview of the AU's programmes relating to Women, Peace and Security, in particular the activity of the Special Envoy, the Gender, Peace and Security Programme and the FEMWISE Programme, should be expanded to</p>	<p>Noted. The programme document has been adjusted accordingly.</p>

provide relevant details of these initiatives.	
2. It is recommended to add a short paragraph (perhaps in section 3.1) outlining the AU's current reform processes that are impacting on the ease of providing partner support, including the budget ceiling and the recruitment moratorium.	Noted. The programme document has been adjusted accordingly.
<b>Commitment of the partners and absorption capacity</b>	
3. It is recommended to enhance the coverage of lessons learned and how they will be applied to the WPS project.	Noted. The programme document has been adjusted accordingly.
<b>Project objectives</b>	
4. It is recommended to add a further assumption concerning the ability of the AUC to "internalise" or mainstream WPS across the APSA instruments in a meaningful manner	Noted. Assumptions concerning the ability of the AUC to "internalise" or mainstream women, peace and security across the African Peace and Security Architecture (APSA) instruments in a meaningful manner are included in the programme.
5. It is recommended to enhance the coverage of the AUC's absorption capacity in the light of the institutional constraints currently being faced.	Noted. The Embassy has covered this aspect in the risk and mitigation section as well as in section 2.6
6. It is recommended to modify the overall objective slightly to emphasise progress in the AU's ability to "deliver" on the WPS agenda.	Noted. The formulation of the overall objective has been adjusted accordingly.
7. It is necessary to further develop the overviews of the outcome areas so that provide a meaningful illustration of the change logic and methodology that will produce the expected result. This will require further dialogue with PSD and OSE drawing as far as possible from the existing frameworks, such as GPSP and the PSD LFA.	The Embassy has developed the outcome areas and the outputs in coordination with the African Union Peace and Security Department (PSD) and the Office of the Special Envoy (OSE). It has also included a meaningful illustration of the change logic and methodology that will produce the expected result.
8. It is also necessary to complete the results framework, including extending it to output level with baselines and measurable indicators so that it provides a basis for monitoring and reporting. This also requires discussion and agreement with PSD and OSE	Noted. The results framework has been completed in consultation with the AU.

<p>9. It is recommended that careful attention is paid to possible overlap between the Danish support package and the FEMWISE initiative. One way of achieving this would be to focus the support to OSE on the further development and extension of NAPS and the CRF among member states</p>	<p>Noted. Attention will be paid to the coordination between OSE and PSD. As well as the coordination between development partners and between the latter and the AU.</p> <p>The Embassy will continue to take the lead regarding the organization of coordination meeting.</p>
<p>10. It is recommended that the logic for NOT supporting FEMWISE is spelt out in the project document</p>	<p>While the FemWise is currently fully financed the Embassy would like to keep the possibility of providing support to FemWise after 2021. Upon development of a new strategy for women, peace and security within the African Union Commission, the division of responsibility between the Office of the Special Envoy and FemWise is likely to be further clarified. This might provide opportunities for Danish support to a high-visibility engagement with possible high impacts.</p>
<p>11. It is recommended to include further details regarding the expected scope and recruitment of technical assistance.</p>	<p>Noted. The details have been sent to the Embassy on the 17th of November 2019 along with the rational. The details are included in the programme document. Article 5 of the addendum also covers the principles related to technical assistance and staff support</p>
<p><b>Management set up</b></p>	
<p>12. It is recommended to an addendum be prepared for the AU DED to cover the WPS project. A more substantial revision of the DED may be required in the medium term depending upon the planned PSD JFA</p>	<p>Noted. An addendum has been prepared and shared with AU,</p>
<p><b>Budget</b></p>	
<p>13. The presentation of the project budget will require adjustment to reflect changes made within the results framework as well as funding for 2022.</p>	<p>This is duly noted. The programme document has been updated to reflect changes made within the results framework as well as funding for 2022.</p>
<p><b>Risks assessment</b></p>	
<p>14. The risk management plan at annex 5 requires the addition of a new column (residual risk) and a more nuanced assessment of member states' commitment to implementing WPS norms</p>	<p>This is duly noted. The proposal from the appraisal team has been adopted in the final version of the risk management.</p>

Sustainability and Exit	
15. The project document should include a section on sustainability and exit.	Noted. The Embassy has incorporated a new section in the programme document that further elaborates on sustainability aspects including the envisaged exit strategy.

I hereby confirm that the above-mentioned issues have been addressed properly as part of the appraisal and that the appraisal team has provided the recommendations stated above.

Signed in Copenhagen on the 6 Dec 2019 H. W. a. B. 27  
**Appraisal Team Leader**

I hereby confirm that the responsible unit has undertaken the follow-up activities stated above. In cases where recommendations have not been accepted, reasons for this are given either in the table or in the notes enclosed.

Signed in ADDIS ABABA on the 6/12-19  
**Head of Unit/Mission**



## **Annex 6: Communications Plan**

### **Introduction**

Danish Africa Programme for Peace IV (APP IV) has a built in communications facility. A service provider has been selected competitively and is tasked to provide newsworthy inputs drawn from thematic areas supported by the programme. As this support constitutes an integral part of the APP IV, results achieved via this support will be communicated via the APP IV communication facility.

### **Frequency and type of communication**

It is expected that 3-4 communications will be made each year using a mix of social media and traditional media. The communications will include, when possible, the achievements related to the Danish support to implementation of the WPS agenda in Africa.

1. Annual reports prepared by RDE Addis Ababa will be accompanied by a short article and infographic that can be made available through the RDE Addis Ababa homepage.
2. 3-4 thematic communications per year will be prepared by the selected service provider to spotlight particular areas where Danish support has been utilised by the partner organisations to good effect. The material will appear on the RDE Addis Ababa homepage. A copy could also appear on the MFA homepage.
3. Brief reports from dialogue mechanism meetings (DED 4) will be made available. These may include copies of discussion papers prepared for the meetings. The service provider selected to manage the dialogue mechanism will lead on this. The material will appear on the RDE Addis Ababa homepage. A copy will also appear on the MFA homepage when events are held in Copenhagen.

### **Target groups**

- The target groups for these communications will be as follows:
- General public, Danish Parliament
- Researchers/students
- African regional organisations

### **Resources for implementation**

The funds required to facilitate these communications are included within APP IV.

## Annex 8 - Quality Assurance checklist for appraisal of programmes and projects<sup>1</sup>

File number/F2 reference: 2019-15242

Programme/Project name: Implementation of the Women, Peace and Security agenda

Programme/Project period: 2020-2022

Budget: DKK 25 million

Presentation of quality assurance process:

The programme been subject to an external appraisal by an independent consultant. The recommendations from the external appraisal are part of the programme documentation (annex 6). The final version of the programme documentation has been quality assured by management.

The design of the programme/project has been appraised by someone independent who has not been involved in the development of the programme/project.

*Comments: The recommendations from the external appraisal report is presented as annex 6 to the programme.*

The recommendations of the appraisal has been reflected upon in the final design of the programme/project.

*Comments: Of the 15 recommendations from the appraisal, 14 has been followed and integrated in the relevant programme documents. The final recommendation was to make clear in the programme documentation that funding would not be directed to the FemWise-Africa initiative. This is considered a premature decision by the Embassy at this point, since work will be undertaken by the implementing partner in 2020 to develop a comprehensive strategy on the women, peace and security agenda. It remains to be seen which role the FemWise initiative will have in the new strategy vis-à-vis the Office of the Special Envoy, to which funding is directed in the current programme. A review of the programme will take the new strategy into consideration and – if necessary – redirect funding accordingly.*

The programme/project complies with Danida policies and Aid Management Guidelines.

*Comments:*

The programme/project addresses relevant challenges and provides adequate responses.

*Comments:*

Issues related to HRBA/Gender, Green Growth and Environment have been addressed sufficiently.

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<sup>1</sup> This Quality Assurance Checklist should be used by the responsible MFA unit to document the quality assurance process of appropriations where TQS is not involved. The checklist does not replace an appraisal, but aims to help the responsible MFA unit ensure that key questions regarding the quality of the programme/project are asked and that the answers to these questions are properly documented and communicated to the approving authority.

*Comments:*

- Comments from the Danida Programme Committee have been addressed (if applicable).

*Comments: The programme has not been presented to the Danida Programme Committee.*

- The programme/project outcome(s) are found to be sustainable and is in line with the partner's development policies and strategies. Implementation modalities are well described and justified.

*Comments:*

- The results framework, indicators and monitoring framework of the programme/project provide an adequate basis for monitoring results and outcome.

*Comments:*

- The programme/project is found sound budget-wise.

*Comments:*

- The programme/project is found realistic in its time-schedule.

*Comments:*

- Other donors involved in the same programme/project have been consulted, and possible harmonised common procedures for funding and monitoring have been explored.

*Comments: The Embassy has engaged with the other international partners engaged in the women, peace and security agenda and is working to establish a formal and regular coordination mechanism. This also includes a formal mechanism for inclusive coordination with the implementing partner.*

- Key programme/project stakeholders have been identified, the choice of partner has been justified and criteria for selection have been documented.

*Comments:*

- The executing partner(s) is/are found to have the capacity to properly manage, implement and report on the funds for the programme/project and lines of management responsibility are clear.

*Comments:*

- Risks involved have been considered and risk management integrated in the programme/project document.

*Comments:*

- In conclusion, the programme/project can be recommended for approval: yes

Date and signature of desk officer: 6/12/2019

Date and signature of management: 6/12 - 19

KARIN POULSEN

