



# The German Federal Government's Action Plan for the Women, Peace and Security Agenda

2021 to 2024



**Imprint**

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# Third Action Plan of the Federal Government on the Implementation of the United Nations Security Council's Agenda on Women, Peace and Security

2021 to 2024



Federal Foreign Minister Heiko Maas and Ilwad Elman at the German Africa Award ceremony in Berlin in October 2020 © Ute Grabowsky/photothek.net

October 2020 was the 20th anniversary of Resolution 1325 on Women, Peace and Security. That month, I met the impressive young Somali peace activist Ilwad Elman. Along with her mother, she has established the Elman Peace and Human Rights Center in Somalia, which supports child soldiers and victims of sexual violence with therapy, counselling and training through its Drop the Gun, Pick up the Pen programme. Her voice is a very significant one for the peace process in Somalia. As an acclaimed expert on conflict resolution and the youngest advisor of the UN Peace Building Fund, Ilwad Elman is a role model for an entire generation of young people in Somalia who are weary of war and yearning for peace and social progress.

Two memories of our meeting stand out particularly: the optimism and hope with which she views the future of her homeland Somalia. And the unshakeable, quiet conviction with which she drives forward this vision of the future. “Peace activists run towards a problem when everyone else is running away from it,” Sanam Anderlini, the founder of an international network of peace activists, observes. I can’t imagine a better way of describing Ilwad Elman. In 2010 she left Canada, where her family had emigrated after the death of her father, and returned to a country in the throes of civil war which was largely controlled by the terrorist organisation Al-Shabaab. Since then, she has been working to bring about a peace process in Somalia which takes account of everyone’s needs and allows women to have an equal say.

In this, she is similar to the many peace activists and human rights defenders I have met over the past years during my trips to Ethiopia, the Democratic Republic of the Congo, Iraq, Sierra Leone, Mali and the Sudan. All over the world, female peace activists are working to promote peace processes that include them. They all have a compelling message: effective peace policy requires the participation of women.

The United Nations Security Council acknowledged what local communities have long known when 20 years ago it adopted the ground-breaking Resolution 1325 on Women, Peace and Security. It states that women play an important role in the prevention and resolution of conflicts and in peacebuilding. The Security Council also emphasises the importance of enabling women to participate as equals and without restrictions in all endeavours to preserve and promote peace and security and stresses that their involvement in decision-making with regard to preventing and resolving conflicts must be expanded. In the past 20 years, 9 further resolutions have been adopted which together comprise the Women, Peace and Security Agenda. Together, they call for the equal participation of women in crisis prevention, peace processes and post-conflict peacebuilding and for the protection of all people against sexual and gender-based violence.

For Germany, the implementation of the Women, Peace and Security Agenda is a political priority. It strengthens civilian crisis prevention, drives forward the implementation of human rights and is both a product and an instrument of multilateralism. In short, the Women, Peace and Security Agenda addresses many of Germany's foreign policy principles. Since the adoption of Resolution 1325, the Federal Government has continually worked to promote the issue within the context of its bilateral and multilateral engagement in the United Nations, the European Union, the transatlantic alliance and the Organisation for Security and Co-operation in Europe. As a member of the United Nations Security Council for the 2019-2020 term, we anchored gender equality and protection against sexual violence in the mandates of peace missions and invited a record number of female civil society speakers to address the Security Council. In the face of strong resistance, we pushed through a Security Council resolution designed to strengthen and better protect survivors of conflict-related sexual violence. Together with the UN and civil society, we are striving for its implementation through projects in crisis regions. For instance, we are funding women's refuges in Afghanistan and supporting the development of reparation measures via the Mukwege Foundation and the International Organization for Migration. With the African Women Leaders and the German-Latin American Unidas networks, we are bolstering participation and responsible leadership by women. Moreover, we are helping to implement the Agenda in crisis regions by cooperating with peace activists and promoting projects as well as through the work of our embassies.

With its third Action Plan, the Federal Government presents its strategy for implementing the Women, Peace and Security Agenda over the next four years. In this context, we intend to drive forward implementation of the Agenda in all areas – crisis prevention, ownership, protection and support as well as humanitarian assistance, crisis management and reconstruction. In addition, the Agenda needs to be strengthened and given a greater profile, both in the international arena and in Germany. We will take this opportunity also to examine our own structures and capacities. In all our goals, we are guided by two principles: first, the causes of gender inequality need to be identified, addressed and overcome. Second, the subject of women, peace and security needs to be taken into account as a cross-cutting issue in German peace and security policy engagement, development cooperation and humanitarian assistance. In this context, German civil society will remain a strong partner of the Federal Government, as will the peace activists on the ground. We need to focus our attention on them.

In all this, we keep our eyes on the goal of the Women, Peace and Security Agenda: the participation of women as equals and without restrictions in peace and security processes and an end to sexual and gender-specific violence. This Action Plan is one step in this direction.



Heiko Maas,  
Federal Minister for Foreign Affairs



# Contents

<b>Introduction .....</b>	<b>7</b>
Development of the 3 <sup>rd</sup> Action Plan .....	11
The international programme for the Women, Peace and Security agenda .....	13
<b>Germany's strategy for women, peace and security .....</b>	<b>14</b>
Important policies that the Action Plan complies with .....	18
The Action Plan at a glance .....	19
<b>The six priority areas in the Action Plan .....</b>	<b>20</b>
1. Crisis prevention .....	21
2. Participation .....	24
3. Protection and support .....	27
4. Humanitarian assistance, crisis management and reconstruction .....	31
5. Strengthening the Women, Peace and Security agenda .....	34
6. Increasing institutional integration and capacities .....	38
<b>Monitoring and evaluation plan .....</b>	<b>41</b>
Indicators .....	56

# Introduction



***Human rights, peace and security and sustainable development are a key focus worldwide for German policies on foreign affairs, security, development and gender equality and in humanitarian assistance. One of the Federal Government's priorities is to implement and support the UN Security Council's agenda for Women, Peace and Security<sup>1</sup>. The agenda aims to promote and achieve human rights for women and to establish gender equality in order to play a role in building peaceful and stable societies.***

The Women, Peace and Security (WPS) agenda aims to create peaceful and stable societies, by supporting human rights for women and gender equality. In adopting Resolution 1325 on Women, Peace and Security on 31 October 2000, the Security Council acknowledged for the first time that participation by women is necessary to achieve and maintain peace. This meant that empowerment and mainstreaming were understood as women's rights in conflict prevention, peace processes and post-conflict rehabilitation. It lent support to international condemnation of conflict-related sexual and gender-based violence. The UN Security Council has adopted further new resolutions over the last 20 years, which define the Women, Peace and Security agenda in greater detail and expand on it.

The underlying reason for the WPS agenda, and for the German Action Plan for Women, Peace and Security, is the recognition that conflict has a different impact on people of different genders. The demand for gender equality in states that are fragile and affected by conflict is a human rights issue. During and after periods of conflict, girls and women are more frequently exposed to sexual and gender-based violence. They have less access to basic services such as those for sexual and reproductive health and to rights, education, security and justice. Boys and men are also affected by sexual and gender-based violence during and after conflict, as are lesbians, homosexuals, bisexual, trans and inter-sexual people (LGBTI persons). Girls and women who are in vulnerable situations, refugees for example, or women and girls with disabilities are at a particular risk. Furthermore, conflict also has an impact on gender roles and stereotypes. Conversely, ideas of masculinity and femininity often influence conflicts. This is why gender, i.e. the social gender, needs to be taken into consideration when

drawing up measures for peace and security policymaking, measures for humanitarian assistance, human rights and development policies.



Gender must be taken into account when designing measures. The organisation ADWLE during a training course on strengthening gender equality in the Laotian legal system. © ADWLE

The German Action Plan on Women, Peace and Security describes how the German Government intends to incorporate the gender perspective in its global work for peace and security, how it will protect women's and girls' human rights in fragile states that are suffering or recovering from conflict and promote their participation in crisis prevention, conflict resolution, peacebuilding and in recovery and reconstruction.

Advancing gender equality in crisis regions is also a question of effectiveness and the long-term viability of peace and security processes.

Violence breaks out less frequently in countries that have greater gender equality. Countries with greater gender inequality are at a higher risk of internal or international

<sup>1</sup> Women, Peace and Security (WPS). This is why mention is also made of the WPS agenda in the following.

conflict<sup>2</sup>. Security for women is one of the most reliable indicators of a nation's peacefulness<sup>3</sup>. More inclusive peace processes have proven to be more effective and longer lasting. Participation by women increases the probability of a peace treaty lasting at least two years by 20 percent, and the probability of it still being in force after 15 years by 35 percent<sup>4</sup>. Whenever women are able to exert an influence on negotiations, the chance of actually reaching an agreement is increased. Investigations of cases where women did exert a marked influence on negotiations have shown that an agreement was almost always reached<sup>5</sup>. The crucial factors here however are not just the involvement of women but their abilities and willingness to exert effective and substantial influence and represent people's interests, in addition to participation by civil society during the peace process.<sup>6</sup> If civil society is involved in the negotiations, the risk of a peace treaty failing drops by 64 percent<sup>7</sup>.

The initial responses to the COVID-19 pandemic also demonstrated that women from civil society, including women peacebuilders, were frequently among the first people to have put hygiene measures in place and initiated information campaigns. Especially in crisis regions, they were also able to reach local communities where

international organisations did not have access (on account of the pandemic too) and where governmental organisations were not trusted<sup>8</sup>.



*The proportion of women in formal peace processes is increasing only slowly. Social inclusivity was one of the parameters of the intra-Afghan dialogue organized by Germany and Qatar in July 2019. © Berghof Foundation*

20 years after Resolution 1325 was adopted in the UN Security Council, progress can be observed, even if women continue to be underrepresented in peace processes and even if the needs of women and girls are still not taken sufficiently into account in peace treaties.

- › Between 1992 and 2019, on average 13 percent of the people negotiating on behalf of parties involved in conflicts and 6 percent of those mediating in peace processes were women.
- › The share of women involved in peace treaties that addressed aspects of gender equity rose from 14 to 22 percent between 1995 and 2019.
- › In May 2020, 5.4 percent of United Nations military personnel and 15.1 percent of police were women, compared with 3 and 10 percent in 2015.

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2 Hudson, Valerie et al (2012), *Sex and World Peace*, New York: Columbia University Press.

3 Hudson, Valerie (2015), Summary of Research Findings: Establishing the Relationship between Women's Insecurity and State Insecurity. In: UN Women (2015), A Global Study on the Implementation of United Nations Security Council Resolution 1325, <https://wps.unwomen.org/pdf/CH08.pdf>

4 Laurel Stone, Quantitative Analysis of Women's Participation in Peace Processes, zit. in UN Women (2015), A Global Study on the Implementation of United Nations Security Council Resolution 1325, <https://wps.unwomen.org/>

5 Krause et al. (2018), Women's Participation in Peace Negotiations and the Durability of Peace, *International Interactions*, 44:6, <https://www.tandfonline.com/doi/full/10.1080/03050629.2018.1492386>

6 Thania Paffenholz et al (2015), Making Women Count: Assessing Women's Inclusion and Influence on the Quality and Sustainability of Peace Negotiations and Implementation, [https://www.unwomen.org/-/media/headquarters/attachments/sections/library/publications/2017/making\\_women\\_count-en.pdf?la=en&vs=5712](https://www.unwomen.org/-/media/headquarters/attachments/sections/library/publications/2017/making_women_count-en.pdf?la=en&vs=5712)

7 Desirée Nilsson (2012), Anchoring the Peace: Civil Society Actors in Peace Accords and Durable Peace, *International Interactions* 38, no. 2: 258. Also see Thania Paffenholz, Darren Kew and Anthony Wanis-St. John (2006), Civil Society and Peace Negotiations: Why, Whether and How They Could Be Involved, *International Studies Association Conference*, March 2006.

8 United Nations Security Council (2020), Report of the Secretary-General on women peace and security [S/2020/946], <https://undocs.org/en/S/2020/946>

- › The average proportion of women in national parliaments rose from 13.1 to 24.9 percent between 2000 and 2020, but only to 18.9 percent in nations suffering from conflict. When quotas existed in countries with ongoing conflict or in post-conflict countries, the proportion of women members of parliament was more than twice that in countries without quotas (23 percent compared with 10.8 percent).
- › Between 2017 and 2019, around 70 percent of all new resolutions adopted by the UN Security Council included express references to women, peace and security, compared with merely 15 percent in the first five years after the adoption of Resolution 1325.<sup>9</sup>

At the same time, the COVID-19 pandemic has also illustrated how much this progress is at risk. Women and girls are especially affected by the economic repercussions of the pandemic<sup>10</sup>, by the steep rise in domestic abuse, early marriage and pregnancies and also by financial cutbacks and restrictions in the provision of services for sexual and reproductive health and rights as a result of changed priorities in the healthcare sector. The situation is particularly critical in crisis and conflict zones, where economic resilience and social cohesion are poor and healthcare systems are more prone to becoming overburdened<sup>11</sup>. Despite women being visibly and successfully involved in combating the pandemic, only a quarter of members in national COVID-19 task forces were women on average – just 18 percent in regions hit by crises<sup>12</sup>.

Setbacks in women's rights, which have been precipitated by COVID-19, aggravate an international pushback against women's rights that has been observed for years. This also has an effect on implementation of the agenda for Women, Peace and Security. The negotiations on progressive standards, which are being held in multilateral and regional forums, such as the UN Security Council, the UN General Assembly, the UN Human Rights Council, the UN Economic and Social Council or the institutions of the European Union, are becoming ever more difficult. The scope for action in crisis regions is shrinking for human rights defenders and peacebuilders. Their work is becoming increasingly dangerous: the United Nations documented 102 murders of

women human rights defenders between 2015 and 2019 – the number of unreported cases may well be many times higher than that<sup>13</sup>.

Despite all the adversities women face, every day they stand up for gender equality, the right for their voices to be heard and for peaceful societies. It is our duty to support them in this and to safeguard their rights.



*Women peacebuilders and women's organisations in crisis regions advocate participation and peaceful societies, such as the Borno Women's Development Initiative in Nigeria. © BOWDI*

<sup>9</sup> United Nations Security Council (2020), Report of the Secretary-General on women peace and security [S/2020/946], <https://undocs.org/en/S/2020/946>

<sup>10</sup> Elisabeth Klatzer and Azzura Rinaldi (2020) "#nextGenerationEU" Leaves Women Behind. Gender Impact Assessment of the European Commission Proposals for the EU Recovery Plan, [https://alexandrageese.eu/wp-content/uploads/2020/07/Gender-Impact-Assessment-NextGenerationEU\\_Klatzer\\_Rinaldi\\_2020.pdf](https://alexandrageese.eu/wp-content/uploads/2020/07/Gender-Impact-Assessment-NextGenerationEU_Klatzer_Rinaldi_2020.pdf)

<sup>11</sup> UN Women (2020), Women, peace and security and the COVID-19 pandemic, [https://www.unwomen.org/en/what-we-do/peace-and-security/facts-and-figures#\\_Toc54253578](https://www.unwomen.org/en/what-we-do/peace-and-security/facts-and-figures#_Toc54253578)

<sup>12</sup> United Nations Security Council (2020), Report of the Secretary-General on women peace and security [S/2020/946], <https://undocs.org/en/S/2020/946>

<sup>13</sup> Data from the OHCHR, in cooperation with UNESCO and ILO. United Nations Security Council (2020), Report of the Secretary-General on women peace and security [S/2020/946], <https://undocs.org/en/S/2020/946>



*Consultations by the Federal Government's Inter-Ministerial Working Group on Women, Peace and Security with civil society from Germany and fragile states in November 2019. © Gender Associations*

## Development of the 3<sup>rd</sup> Action Plan

The German Government's Third Action Plan for Women, Peace and Security is a document issued by the Interministerial Working Group for Women, Peace and Security (IMAG). It is the result of close consultations between the six ministries in the Interministerial Working Group<sup>14</sup>. It is based on the conclusions from implementation reports<sup>15</sup> for previous action plans and on an inclusive and transparent consultation process with German civil society and civil societies in fragile states, conflict zones and post-conflict nations, and on dialogue with various countries.

- › Five meetings were held between October 2019 and April 2020, with an additional one in January 2021. These consultations involved experts from the community, including women peacebuilders and women's rights organisations from Germany, crisis regions and post-conflict nations and discussed contributions by civil society and its needs.
- › Government agencies, multilateral organisations and civil society expressed their views and assessed Germany's commitment to WPS in four country case studies and in multilateral forums as part of an external report<sup>16</sup> commissioned by the German Government.
- › Dialogue between experts took place with the United Kingdom and the Netherlands. An advisory centre provided comparative reports for other action plans.
- › Twenty-eight written contributions from German and international experts on a wide range of subjects were submitted on the initiative of the German Government's Advisory Council for Civilian Crisis Prevention and Peacebuilding by way of the PeaceLab-Blog at the Global Public Policy Institute (GSSI)<sup>17</sup>. Seventeen civil society organisations in Network 1325 jointly presented a policy briefing<sup>18</sup>.

<sup>14</sup> Federal Federal Foreign Office (FFO), Federal Ministry for Family Affairs, Senior Citizens, Women and Youth (BMFSFJ), Federal Ministry of the Interior, Building and Community (BMI), Federal Ministry of Justice and Consumer Protection (BMJV), Federal Ministry of Defence (BMVg), Federal Ministry for Economic Co-operation and Development (BMZ)

<sup>15</sup> Both documents are available on the WPS page on the Federal Foreign Office website: <https://www.auswaertiges-amt.de/en/aussenpolitik/themen/menschenrechte/05-frauen/frauen-konfliktpraevention-node>

<sup>16</sup> Gender Associations (2020), The Other Side of the Mirror, Reflections and Perceptions of Germany's commitment to Women, Peace and Security, [http://www.genderassociations.com/wp-content/uploads/2020/10/The\\_other\\_side\\_of\\_the\\_mirror.pdf](http://www.genderassociations.com/wp-content/uploads/2020/10/The_other_side_of_the_mirror.pdf)

<sup>17</sup> PeaceLab (2020), Frauen, Frieden & Sicherheit Impulse für den dritten Nationalen Aktionsplan der Bundesregierung [Women, Peace & Security Insights into the German Government's third National Action Plan], (in German) <https://peacelab.blog/debatte/frauen-frieden-sicherheit>

<sup>18</sup> Centre for Feminist Foreign Policy, medica mondiale, CARE et al (2020), The Women, Peace and Security agenda Was zählt, ist die Implementierung [What counts is implementation], a policy briefing on the implementation of UN Resolution 1325 (2020) (in German), [https://www.unwomen.de/fileadmin/user\\_upload/schwerpunktthemen/beteiligung\\_von\\_frauen\\_an\\_allen\\_aspekten\\_von\\_friedens-\\_und\\_sicherheitspolitik/1325\\_Policy\\_Briefing\\_DE.pdf](https://www.unwomen.de/fileadmin/user_upload/schwerpunktthemen/beteiligung_von_frauen_an_allen_aspekten_von_friedens-_und_sicherheitspolitik/1325_Policy_Briefing_DE.pdf)

The Action Plan establishes a strategy for German Government policies in the area of women, peace and security. It provides a framework based on principles from six priority areas. The Action Plan sets out ambitious goals, both in terms of strategy and methods.

- › The Action Plan continues to cover all the cornerstones of the WPS agenda whilst aiming to strengthen and promote it. It incorporates a new aspect looking at how capabilities are to be developed and structures are to be strengthened within the German Government.
- › It is the first time that the Action Plan has included both a plan for monitoring and assessment and indicators for assessing the contribution made towards meeting goals.
- › The Action Plan continues to be aligned with German foreign policy, and includes elements from domestic policy. The German Government is responsible for implementing it.
- › It refrains from setting regional priorities in order to enable a flexible response to new challenges and crises.
- › The strategy is aligned with other relevant German Government guidelines in order to strengthen complementarity and policy coherence.

*Germany chairing the open debate in the UN Security Council on sexual violence in conflict in April 2019. © Thomas Koehler/photothek.net*



# The international programme for the Women, Peace and Security agenda

**The Women, Peace and Security agenda is the UN Security Council's international guideline to enable full, equal and effective participation by people of all genders in peace and security.**

In adopting **Resolution 1325** on 31 October 2000, the Security Council acknowledged for the first time that participation by women is necessary to achieve and maintain peace and that sexual and gender-based violence is not an inevitable corollary of wars but a crime that needs to be systematically punished and eradicated. Over the past 20 years, the UN Security Council has adopted **nine subsequent resolutions** that amplify the Women, Peace and Security agenda and expand on it<sup>19</sup>.

Gender equality in all areas, i.e. also in the areas of peace and security, is the goal of the **Beijing Platform for Action**, the outcome document of the fourth UN World Conference on Women in 1995, and the **Convention on the Elimination of All Forms of Discrimination against Women** (CEDAW). In its **General Recommendation No. 30** (2013), the CEDAW committee re-emphasised the close link between the goals and implementation of the convention on women's rights (CEDAW) and of the Women, Peace and Security agenda.

Conflicts, crises and fragility, in addition to gender inequality, also hamper implementation of **Agenda 2030** and its Sustainable Development Goals (SDGs), which the United Nations adopted in 2015. The WPS agenda addresses the issue of correlations between gender inequality and conflict, and the resulting synergy. It therefore contributes directly towards implementation of Agenda 2030.

The four cornerstones of the Women, Peace and Security agenda are:

1. **Participation:** Women should be represented with equal rights at all levels of decision-making in national, regional and international institutions and mechanisms that aim to prevent and resolve conflicts.
2. **Prevention:** The Women, Peace and Security agenda is essentially an agenda for prevention, which requires crisis prevention to be planned in a gender-sensitive manner so that it provides gender equality.
3. **Protection:** UN member states should adopt measures to prevent and safeguard against gender-based violence, take decisive action to counter impunity and provide support for survivors.
4. **Emergency assistance and reconstruction:** The response to international crises should provide gender equality. All parties in armed conflicts should observe the civilian and humanitarian nature of refugee shelters and refugee camps. When constructing the latter, those working in humanitarian assistance should take gender-based needs and abilities into account.

<sup>19</sup> 1820 (2008), 1888 (2009), 1889 (2009), 1960 (2010), 2106 (2013), 2122 (2013), 2242 (2015), 2467 (2019) and 1493 (2019)

# Germany's strategy for women, peace and security



There are different aspects to every conflict. Peace processes need to address these as it is the only way to offer any prospect of success. Hence there are no blueprints for crisis response. However, action needs to be well-considered and sustainable and it must protect and respect human rights. It needs to be inclusive and consistent, take the context into account and pursue a long-term strategy. These guiding principles constitute the German Government's guidelines "*Krisen verhindern, Konflikte bewältigen, Frieden fördern*" [*Preventing Crises, Resolving Conflicts, Building Peace*]<sup>20</sup>.

The Action Plan defines **six target outcomes and six priority areas**, which together determine the direction of the German Government's work regarding women, peace and

security. Each area includes several strategic goals and measures. Four of the priority areas, *Crisis Prevention, Participation, Protection and Support* and *Humanitarian Assistance and Reconstruction*, are aligned with the cornerstones of the WPS agenda. The *Strengthening WPS* priority aims to foster effective, coordinated and systematic efforts to enshrine WPS on the international, regional and bilateral level. The priority for *Increasing Institutional Integration and Capacities* serves mainly to enshrine WPS in the structure, training and work of the German Government.

Implementation of the Action Plan is informed by the following principles, which should be applied in working towards all goals:

## 1 Exploring the causes of gender inequality:

- › **A gender-transformative approach:** Unfair social standards shore up unequal power structures, which discriminate against women, girls and persons who identify as non-binary and are of diverse sexual orientation. Sexual and gender-based violence, both in conflict settings and in peace time, has its roots in violent gender standards. A gender-transformative approach fosters changes in attitudes and social transformation. This may for instance be the case in preventive measures, or by incorporating gender-responsive measures in peace treaties. Men and boys must be actively involved in these types of measures. Young people can be active drivers for social transformation.
- › **An approach that considers compound discrimination and an intersectional perspective (Leave No One Behind, LNOB<sup>21</sup>):** people of one gender do not form a homogeneous group. They may be subject to compound discrimination, in which gender discrimination is mixed with and exacerbated by other types of discrimination based on social categories or other identifying characteristics, such as age, place of origin, disabilities, social status, ethnicity or religious affiliation, or attributes, refugee or migration status, or membership of urban or rural populations. People who identify as non-binary and are of diverse sexual orientation may be especially subjected to discrimination. This compound discrimination may contribute towards particular vulnerability and it needs to be analysed to determine how it interacts (intersectional perspective).

<sup>20</sup> Federal Foreign Office (2017), Preventing Crises, Resolving Conflicts, Building Peace: Guidelines from the German Government, <https://www.auswaertiges-amt.de/blob/1214246/057f794cd3593763ea556897972574fd/preventing-crises-data.pdf>

<sup>21</sup> The "Leave No One Behind" principle (LNOB) is a key element in Agenda 2030, which was adopted in 2015. This principle aims to examine the needs of those who suffer most from poverty and are most disadvantaged, to allow social, economic and political participation for all people and to foster equal opportunities.

- › **An approach based on human rights that makes the principle of human security a reality:** The WPS agenda refers to the correlation between gender inequality and conflict. The German Government's measures are intended to foster implementation of human rights and to make the principle of human security a reality. This principle focuses on protecting the individual and the human dignity of the individual and underlines the relationship between peace, development and human rights<sup>22</sup>.

## 2 WPS as a horizontal policy in work for the German peace and security strategy, development cooperation and humanitarian assistance:

- › **An approach that takes context into account:** Divisions responsible for cooperation with specific countries or thematic areas, and all agencies in crisis regions and in fragile contexts, including German missions abroad, should base their activities on analyses of gender-sensitive contexts and ensure that these activities are aligned with the particular phase in the conflict and the needs in the local area. They should pursue a consistent Do-No-Harm approach.
- › **A joined-up, comprehensive and flexible approach:** Activities can and should be interconnected and combine several strategic goals. The goals are defined so broadly as to allow a flexible response to future developments. The Action Plan is not limited in terms of region.
- › **WPS as a horizontal policy:** WPS should be enshrined even further as a horizontal policy within German Government work. At the same time, other horizontal issues, including climate change, are being incorporated into the Action Plan.

**German civil society and civil society in fragile contexts** continue to constitute important partners too, both in implementation and in strategic consultations and exchanges of ideas. The strategic, technical and operational exchange with civil society should be developed further, together with the civil society consultation group<sup>23</sup>. Four meetings will still be held each year.

The Action Plan features a **Monitoring and Evaluation Plan**. It is based on a logical system of reference, which correlates priorities, targets and measures and specifies the implementation time and where responsibilities lie. Indicators

are intended to make it possible to follow the progress of measures and planned or unplanned effects clearly. Data for targeted monitoring is collected on an ongoing basis; data collection is the responsibility of the divisions that manage the given ministry's projects and programmes. Halfway through the Action Plan, an **interactive exchange with civil society** is planned to provide information and advice about progress on the Action Plan. Once the Action Plan has come to an end, an implementation report on the extent that goals have been met, using the indicators, will be submitted to the German Bundestag to give account.

<sup>22</sup> Federal Foreign Office (2017), Preventing Crises, Resolving Conflicts, Building Peace: Guidelines from the German Government, <https://www.auswaertiges-amt.de/blob/1214246/057f794cd3593763ea556897972574fd/preventing-crises-data.pdf>

<sup>23</sup> This includes organisations and campaigners who are active in the area of women, peace and security, peacebuilding and research into topics; these include the German Netzwerk 1325.



*German civil society and civil society in fragile contexts continue to be important partners. © Auswärtiges Amt*



*Multiple discrimination must be analysed and addressed. Red de Mujeres Chaparralunas por la Paz promotes diversity in the Colombian peace process.  
© UN Women / Juan Camilo Arias*

The Action Plan is in line with the **German Government's guidelines** for Preventing Crises, Resolving Conflicts, Building Peace, for example, and also with the interministerial strategies to support security sector reform (SSR), to promote the rule of law and to support transitional justice, the **Interministerial Gender-equality Strategy** and the **German Government's Human Rights Action Plan**, which was published as part of the Government's 14th human rights report. On the European level, the

Action Plan is complemented by the **EU's Action Plan for Women, Peace and Security**, which puts into practice both the European Union's strategic approach on the issue of women, peace and security and also the **European Gender Equality Strategy**.

Germany's approach on each of the six priority areas is described in the following.

## Important policies that the Action Plan complies with

Federal Foreign Office (2017), **Preventing Crises, Resolving Conflicts, Building Peace: Guidelines from the German Government** <https://www.auswaertiges-amt.de/blob/1214246/057f794cd3593763ea556897972574fd/preventing-crises-data.pdf>

Federal Foreign Office (2019), **Operations Manual, Interministerial Approach to Preventing Crises, Resolving Conflicts and Building Peace** <https://www.auswaertiges-amt.de/blob/2285524/13485f1e951b3948958acaa68b-0dc887/191206-praxisleitfaden-data.pdf>

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# The Action Plan at a glance

These are the priority areas ...	where with these goals ...	we achieve these results.
Crisis prevention	<ul style="list-style-type: none"> <li>› Mainstreaming the WPS agenda in crisis prevention</li> <li>› Eradicating gender-based stereotypical roles, promoting non-violence</li> <li>› Gender-sensitive approach in relation to climate and security</li> <li>› Gender-sensitive disarmament</li> <li>› Protection and support for women's organisations, human rights defenders and peacebuilders</li> </ul>	A preventive approach, which takes the gender perspective into account, strengthens women's rights and eliminates existing social inequality, serves to guard against violence in society and armed conflict.
Participation	<ul style="list-style-type: none"> <li>› Strengthening inclusive peace processes</li> <li>› Inclusive structures based on the rule of law and political decision-making processes</li> <li>› Designing reconciliation processes to be gender-responsive</li> <li>› Support women peacebuilders in preventing and combating extremism</li> <li>› Gender-sensitive peacekeeping missions</li> </ul>	Women enjoy effective, meaningful and equal participation in peace and security processes. Peace processes are designed in such a way that they are inclusive and gender-responsive.
Protection and support	<ul style="list-style-type: none"> <li>› Preventing sexual and gender-based violence</li> <li>› Protection and support for survivors of sexual and gender-based violence</li> <li>› Criminal prosecution of perpetrators</li> <li>› Protection and support through peacekeeping missions, preventing and overcoming sexual exploitation and abuse</li> </ul>	Germany contributes towards long-term, comprehensive support, especially with regard to trauma, for survivors of sexual and gender-based violence. Its approach is survivor-centered and human rights based. Those responsible are called to account.
Humanitarian assistance, crisis management and reconstruction	<ul style="list-style-type: none"> <li>› Increasing participation in the context of flight and displacement</li> <li>› Gender-responsive provision of basic healthcare in the context of crises and flight</li> <li>› Strengthening civil society during reconstruction</li> <li>› COVID-19 measures are gender-responsive and take the goals of the WPS agenda into account</li> </ul>	Measures for humanitarian assistance, crisis management and reconstruction take better consideration of women's and girls' needs and interests. Gender-responsive needs-based approaches, which boost meaningful participation and leadership by women in the contexts of flight and crises, are a prerequisite for this.
Strengthening the Women, Peace and Security agenda	<ul style="list-style-type: none"> <li>› Mainstreaming WPS in international and regional organisations, Generation Equality</li> <li>› Counteracting pushback and efforts to promote sexual and reproductive health and rights</li> <li>› Strengthening WPS in third countries</li> <li>› Raising awareness of WPS in Germany</li> </ul>	The Women, Peace and Security agenda has been effectively and systematically enshrined and coordinated at international, regional and bilateral levels. Connections between countries and with civil society are strengthened.
Increasing institutional integration and capacities	<ul style="list-style-type: none"> <li>› Enshrining WPS in the German Government's working structures</li> <li>› Mainstreaming WPS in continuing professional development</li> <li>› Increasing diversity within the German Government</li> <li>› Increasing transparency and monitoring, expanding the portfolio</li> </ul>	The Women, Peace and Security agenda is enshrined in the German Government's structures, continuing professional development programmes and work to increase diversity in the staffing structure of the German government.

# The six priority areas in the Action Plan

# 1. Crisis prevention



**A preventive approach, which takes the gender perspective into account, strengthens women's rights and eliminates existing social inequality, serves to guard against violence in society and armed conflict.**

## The approach taken by the German Government

The Women, Peace and Security agenda is essentially an agenda for prevention. The aim is to prevent violent conflict and crises. This not only needs an approach that strengthens women's participation in crisis prevention and early warning; it also requires long-term structural transformation to achieve equal political and economic participation and explore and overcome the causes of violent conflict, including inequality. Wherever social and political tensions exist, militarisation of societies may contribute towards the outbreak of armed conflict and, along with discriminatory, gender-based stereotypical roles that foster violence and conflict, this prevents equal participation by women in decision-making processes in society.

The German Government pursues a comprehensive, joined-up approach in crisis prevention, which incorporates instruments of foreign, security and development policy. With its extensive engagement, the German Government wants to make the most effective contribution it can towards preventing crises, resolving conflict peacefully and establishing lasting structures for peace.

Armed conflict and crises have different impacts on all genders, on their scope for action and access to vital resources, and on their roles, work and responsibilities prior to, during

and after conflicts. Gender also makes a difference to the risk of suffering from violence and its manifestations. This is why an inclusive approach in crisis prevention involving all social groups is more effective and provides longer-lasting results. Projects for preventing violence need to be gender-responsive for this reason and must cater to the needs of various genders. Implementing the Women, Peace and Security agenda in crisis prevention programmes is therefore both a priority area and a horizontal issue.

Social inequality and gender roles that encourage violence foster social tension, which in turn increases the potential for violence within a society and may be reflected in manifest outbreaks of violence. Conversely, the risk of armed confrontation is lower in states that have greater gender equality<sup>24</sup>. This is why support for gender equality, women's rights and the protection of human rights, including sexual and reproductive health and rights, is considered by the German Government as an important contribution in preventing crises. A significant measure in crisis prevention is establishing social equality. To achieve this, it is necessary to establish legal, social, political and economic gender equality.



*The militarization of societies can contribute to the outbreak of armed violence. The Gender Equality Network for Small Arms Control (GENSAC) advocates gender responsive small arms control. © Janine Schmitz/photothek.net*

<sup>24</sup> UN Women (2015), A Global Study On The Implementation of United Nations Security Council resolution 1325, *Preventing Conflict: The Origins Of The Women's, Peace And Security Agenda*, p. 206, <https://wps.unwomen.org/preventing/>



Promotion of gender equality and women's rights, along with the protection of human rights, contribute significantly to crisis prevention. Federal Foreign Minister Heiko Maas at the 43rd Human Rights Council in February 2020. © Felix Zahn/photothek.net

## The German Government has set the following targets

- › The measures and instruments for preventing conflict and violence take the perspectives and needs of all genders into account.
- › Discriminatory, binary and gender-based stereotypical roles that encourage violence and conflict are being eradicated in Germany, in crisis regions, fragile settings and in the context of flight, displacement and migration. The outcome is a fostering of a non-violent approach in dealing with conflict.
- › Measures regarding climate and security are gender-responsive. Participation by women is also strengthened in climate-protection measures that help to prevent conflict and build peace.
- › Gender-based analyses are taken into account in controls of small arms and light firearms, in disarmament, and in arms controls and export controls. Participation by women in decision-making processes is also strengthened at all levels.
- › Local women's rights organisations, human rights defenders and peacebuilders, as well as women's rights and LGBTI campaigners, are given protection and support so they can accomplish their work more effectively, efficiently and to more lasting effect.

## 2. Participation



***Women enjoy effective, meaningful and equal participation in peace and security processes. Peace processes are designed in such a way that they are inclusive and gender-responsive.***

## The approach taken by the German Government

There is still insufficient participation by women, especially by those from conflict regions, in internationally supported peace processes. Women and other social groups are frequently not included until after a ceasefire has, as a first step, been negotiated with the (usually male) negotiators from the conflict parties. According to studies, this is how structures for subsequent peace negotiations that exclude women and other social groups are established. The outcomes of negotiations may perpetuate social inequality. Many peace processes fail because of insufficient support in society, i.e. timely, inclusive processes thus ensure social acceptance and diversification of the process in terms of content<sup>25</sup>.

Improving inclusiveness, through participation by women on all levels and at all stages of peace processes, is an important strategy in strengthening these processes and one of the German Government's six main priorities in implementing the Women, Peace and Security agenda. To achieve this, Germany is committed to a strategy that combines quantitative and qualitative elements in participation.

First, participation by women at every stage of peace processes must be increased. Participation by women in all social and political processes contributes towards countering crises; their involvement in peace processes strengthens post-conflict governance. Inclusiveness achieved through fair, social, political and economic participation by women and all other social groups in societies also helps to prevent resurgence of conflict.

Second, to make this increase in participation possible, Germany promotes inclusive process formats, such as national dialogues, dialogue conventions, multi-stakeholder processes, programmes for building trust, and simultaneous national, local and regional consultations with civil society, where this seems to be sound policy in resolving conflict.

Third, the German Government strives to involve women peacebuilders in processes that it supports. Civil society is frequently better informed about the demands and needs of local communities than the armed parties<sup>26</sup> to the conflict especially when post-conflict governance is being negotiated.



*Inclusivity improves peace processes. That is why Germany supports women and young people in peace processes, such as at this workshop in Beirut, September 2019. © UN Women*

Fourth, in addition to women being actively and equally involved in peace processes, the content of these processes must be more gender-responsive. The outcome of peace processes often establishes the foundations for a post-conflict society in the shape of a new constitution or other fundamental laws. This is where, by supporting gender-responsive mediation in these processes, Germany sees an opportunity to contribute to post-conflict governance, which will provide greater gender equality.

<sup>25</sup> UN Women (2015), A Global Study On The Implementation of United Nations Security Council resolution 1325, Preventing Conflict: The Origins Of The Women, Peace And Security Agenda, p. 204, <https://wps.unwomen.org/preventing/>; Krause et al. 2018, Women's Participation in Peace Negotiations and the Durability of Peace, International Interactions, 44:6, <https://www.tandfonline.com/doi/full/10.1080/03050629.2018.1492386>.

<sup>26</sup> Krause et al. (2018), Women's Participation in Peace Negotiations and the Durability of Peace, International Interactions, 44:6, <https://www.tandfonline.com/doi/full/10.1080/03050629.2018.1492386>

Equal participation by all genders in processes regarding foreign, development and security policies is not only important on the international level but also on the national and local level. Gender-responsive staffing policies and

further training on topics of gender equality are needed here as much as a substantial increase in the proportion of women in international organisations and peace-keeping missions.

## The German Government has set the following targets

- › Negotiations and mediation processes supported by Germany involve women actively on all levels and at all stages. Peace processes are more inclusive and allow different social groups to participate.
- › Structures based on the rule of law and political decision-making processes supported by Germany in fragile and (post-)conflict societies are designed to be inclusive and gender-responsive.
- › Women are also actively and equally involved in transitional justice, reconciliation and re-integration processes that are supported by Germany. These measures are inclusive and gender-responsive.
- › Women peacebuilders are given support in their role as active participants in preventing and combating extremism. Programmes for preventing violent extremism take the roles, needs and rights of all genders into consideration.
- › Women constitute a significant part of Germany's military, police and civilian personnel in European and international peacekeeping missions. German staff are given further training about topics regarding gender equality. *Peacekeeping operations are gender-responsive.*

*The German-Latin American women's network Unidas, founded in 2019, brings together civil society partners from Latin America, the Caribbean and Germany who are committed to just and equal societies. © Xander Heinl/photothek.net*



# 3. Protection and support



***Germany contributes towards long-term, comprehensive support, especially with regard to trauma, for survivors of sexual and gender-based violence. Its approach is survivor-centered and human rights based. Those responsible are called to account.***

## The approach taken by the German Government

Sexual and gender-based violence does not occur in a vacuum: it is an expression and the consequence of gender-based inequality, which is made manifest in detrimental social standards, structures and behaviours. These may include gender stereotypes, discriminatory legislation and social acceptance of gender-based violence, not only against women and girls but also against men and boys and against people who identify as non-binary. Sexual and gender-based violence is also associated with a growing social propensity to violence, militarisation, the proliferation

of small arms and light firearms, flight and displacement, the collapse of the rule of law and the proximity of armed people to the civilian population<sup>27</sup>. In the context of armed conflict, acts of sexual and gender-based violence are committed before, during and after the conflict.

The German Government is guided by the definition on which the UN Secretary-General bases their annual report on sexual violence in relation to conflict<sup>28</sup>. It provides an insight into the many aspects of sexual violence:

- › The term “conflict-related sexual violence” refers to rape, sexual slavery, forced prostitution, forced pregnancy, forced abortion, enforced sterilization, forced marriage, and any other form of sexual violence of comparable gravity perpetrated against women, men, girls or boys [Note by German Government: and persons of any sexual orientation or gender identity] that is directly or indirectly linked to a conflict. This link may be evident in the profile of the perpetrator, who is often affiliated with a state or non-state armed group, which includes terrorist entities or networks; the profile of the victim, who is frequently an actual or perceived member of a persecuted political, ethnic or religious minority, or targeted on the basis of actual or perceived sexual orientation or gender identity; the climate of impunity, which is generally associated with state collapse; cross-border consequences, such as displacement or trafficking; and/or violations of the provisions of a ceasefire agreement. The term also encompasses trafficking in persons for the purpose of sexual violence and/or exploitation, when committed in situations of conflict.

Sexual and gender-based violence has drastic consequences for individuals, families, communities and societies. Survivors usually have too little medical, legal and psychosocial support. They are often exposed to social stigma, are driven out of their communities and have no source of income. As a result of inadequate support, the trauma caused by the violence they have suffered may result in long-term negative consequences for individuals, families and entire societies. Children born as a result of rape and their mothers suffer

particularly on account of stigmatisation and secondary trauma. The social stigma may also lead to the collapse of families and communities. A lasting peace process must therefore address sexual and gender-based crimes on the individual, family, institutional, political and social level. It must contribute towards justice, overcome stigma and provide survivors with the support they need.

<sup>27</sup> UN Secretary General (2020), 11th Report Of The Secretary General On Conflict-Related Sexual Violence, Factsheet, <https://www.un.org/sexualviolenceinconflict/factsheet-11th-annual-report-of-sg-on-conflict-related-sexual-violence-crv/>

<sup>28</sup> UN Secretary General (2020), Conflict-Related Sexual Violence, Report of the United Nations Secretary General, <https://www.un.org/sexualviolenceinconflict/wp-content/uploads/2020/07/report/conflict-related-sexual-violence-report-of-the-united-nations-secretary-general/2019-SG-Report.pdf>



An effective prevention approach to sexual and gender-based violence must overcome social inequality, strengthen the rule of law and improve victims' access to legal remedies. The Cameroonian organisation HOFNA fights gender-based violence, among other things by strengthening women's political participation. © HOFNA

A comprehensive approach must therefore consider all aspects of the Women, Peace and Security agenda here too. An effective strategy in preventing sexual and gender-based violence must overcome social inequality, reinforce the rule of law and improve victims' access to legal redress. It also needs to act to oppose impunity. Criminal prosecution of such perpetrators must be strengthened in all contexts, on a national level, and on an international level in the case of crimes against international law. This also serves as recognition of the injustice that victims have suffered

and their needs must be considered at all times. Measures for reparations are one part. All measures should follow an approach that focuses on survivors and concentrates on survivors' needs. Victims and survivors, whatever the context, must have access to needs-based legal, medical and psychosocial services and economic security, irrespective of their gender identity, sexual orientation and legal status. This includes full access to sexual and reproductive health and rights, including safe abortion and emergency contraception if necessary.

## The German Government is working towards the following goals

- › Measures are taken to prevent sexual and gender-based violence in conflict situations. In particular, high-risk contexts (such as flight) are taken into special consideration.
- › Victims of sexual and gender-based violence, irrespective of their legal status, are given comprehensive long-term support, especially for trauma and including effective access to justice. At family, institutional, political and social levels, Germany supports measures to help survivors of sexual and gender-based violence achieve acceptance and transitional justice.
- › Those responsible for sexual and gender-based violence are held accountable – in Germany, states in conflict and at the international level.
- › Germany contributes towards preventing and eliminating sexual and gender-based violence and sexual exploitation and abuse in its peacekeeping missions.

*With a resolution introduced by Germany to the UN Security Council in 2019, the protection and support of survivors of sexual violence could be anchored in the WPS agenda. Nobel Peace Prize winners Nadia Murad and Dr. Denis Mukwege supported the initiative.*  
© Thomas Koehler/photothek.net



## 4. Humanitarian assistance, crisis management and reconstruction



***Measures for humanitarian assistance, crisis management and reconstruction take better consideration of women's and girls' needs and interests. Gender-responsive, needs-based approaches, which boost meaningful participation and leadership by women in the contexts of flight and crises, are a prerequisite for this.***

## The approach taken by the German Government

Women, men, LGBTI people, girls, boys, older people, people with disabilities, refugees and displaced persons have specific needs and abilities in crisis situations.

Existing sexual discrimination is exacerbated in the context of crises; gender stereotypes (e.g. the role of women as victims in conflict) have an adverse effect on the opportunity to make use of everyone's potential in overcoming crises. Improved understanding of existing gender dynamics and power structures will reveal more effective strategies and scope for action. It will also make needs-oriented and more inclusive measures possible.

People caught up in humanitarian emergencies do not form a homogeneous group. Depending on the context, certain groups find themselves in especially vulnerable situations and require special protection. Taking needs into special consideration in humanitarian assistance and support programmes in conflict, crisis and flight situations therefore means paying special attention to those whose needs have been neglected or not considered at all due to their gender, age, disability or other overlapping factors. Gender-sensitive needs analyses are necessary to establish this need in project development.

LGBTI people experience discrimination in many places and this is exacerbated by crises. Furthermore, LGBTI people do not form a homogeneous group and therefore needs and opportunities are very varied, depending on context and culture. LGBTI people should be given special consideration in aspects of gender using progressive language. The concerns of LGBTI people are also addressed as part of gender equality issues.



*In the context of humanitarian aid, Germany is promoting systematic data collection on existing protection and referral structures as well as the establishment of protection committees and women's forums at community level in the DR Congo.*  
© Oxfam

A comprehensive strategy for peace building and reconstruction<sup>29</sup> must broach the issue of institutions and social relationships in addition to issues of physical infrastructure. It must ensure that women are closely involved from the outset and can participate in decision-making processes about design, planning and monitoring in addition to the decisions on subsidies for reconstruction. The FFO (Federal Foreign Office) developed and introduced a Gender-Age-Disability (GAD) marker in 2018 to enshrine an inclusive approach in humanitarian assistance. This instrument can be used to systematically assess equality and inclusion in projects supported by the FFO. A gender analysis must be conducted for all projects commissioned by the Federal Ministry for Economic Cooperation and Development (BMZ); intersectionality is also examined. There is a requirement that each project has gender equality at least

<sup>29</sup> The World Bank (2020), Building for Peace – Reconstruction for Security, Equity, and Sustainable Peace in MENA, <https://openknowledge.worldbank.org/bitstream/handle/10986/34106/Building-for-Peace-Reconstruction-for-Security-Equity-and-Sustainable-Peace-in-MENA.pdf?sequence=4&isAllowed=true>

as a secondary objective for projects in the context of flight, conflict and fragility, such as transitional development assistance and the BMZ's special initiative on displacement.

## The German Government is working towards the following goals

- › Social, political and economic participation by women and girls is strengthened in the context of flight, displacement and migration (also in Germany and in the context of internal displacement), fragility, (post-)conflict and reconstruction.
- › Measures in the area of gender-based violence as well as sexual and reproductive health and rights are part of basic provision in the contexts of flight, displacement and migration, repatriation, reconstruction, humanitarian assistance and transitional development assistance. Those concerned are given new prospects. Gender-based needs and interests are specifically taken into consideration.
- › German development cooperation, humanitarian and transitional development assistance specifically support local women's rights organisations and networks in civil society so that these can provide quick, effective and sustained help in crises. This strengthens them as representatives of women's interests in reconstruction processes.
- › German COVID-19 measures and recovery strategies are designed to be gender-responsive. They are implemented transparently, efficiently and effectively and take account of the goals in the Women, Peace and Security agenda.

*Women must be closely involved in the decision-making processes for the conception, planning, monitoring and funding of reconstruction efforts right from the start.*  
© UN Women/Lauren Rooney



## 5. Strengthening the Women, Peace and Security agenda



***The Women, Peace and Security agenda has been effectively and systematically enshrined and coordinated at international, regional and bilateral levels. Connections between countries and with civil society are strengthened.***

## The approach taken by the German Government

The Women, Peace and Security agenda is an achievement of the multilateral system: Resolution 1325 was unanimously adopted by members of the UN Security Council; states have primary responsibility for implementation; international umbrella organisations in civil society made concerted efforts to promote the adoption of Resolution 1325. They address issues that are especially relevant and play a part in ensuring that the voice of civil society is also heard in the UN Security Council. UN organisations play a part in implementation and evaluate developments. Just as the multilateral system gave rise to the Women, Peace and Security agenda, it is also necessary to strengthen it further in this context.

These efforts are taking place against a backdrop of adverse developments worldwide. First, right-wing populist, right-wing extremist and nationalist groups worldwide have grown in strength and are tending to cause a weakening in the multilateral system both politically and financially. Second, a partial decline, a pushback, in the multilateral development of human rights is occurring at the same time, with parallels to be found on the national level (which are, for example, expressed in the repression of human rights defenders). This development is particularly apparent in the area of rights for women, girls and LGBTI people, where gender equality is suddenly being actively eroded. Nowhere is this more apparent than in the area of sexual and reproductive health and rights, which are becoming increasingly politicised.

*Germany actively promotes the development of the Women, Peace and Security agenda, as here at the Munich Security Conference in February 2020. This picture shows two women peacebuilders, Hamsatu Alamin and Sanam Anderlini.  
© Twitter/@MunSecConf*





With German support, the organisation Hum Ahang in Pakistan was able to include COVID-19 prevention measures in its crisis prevention programmes. © Hum Ahang

## In detail: COVID-19 and women's rights

The social, economic and political repercussions of COVID-19 in many cases lead to an increase in pushback against equal rights. Unfortunately, all over the world it can be observed that authoritarian states are exploiting the crisis to consolidate their power and to undermine democracy and the rule of law. Elections are postponed, parliamentary control is reduced, access to the law is restricted, oversight mechanisms for public finances are limited. There is an increase in the presence of military and security forces in enforcing emergency regulations. Severe restrictions in the area of civil society are legitimised under the pretext of combating the pandemic. This illustrates that the crisis has been politicised and there is an increase in authoritarian tendencies. In addition, cases of discrimination have increased. Women in particular are affected by the economic and social repercussions, the lack of welfare systems, the steep rise in domestic abuse and cutbacks in the provision of services for sexual and reproductive health and rights as a result of changed priorities and a deterioration in the healthcare sector. This applies especially to women and LGBTI people in marginalised and vulnerable situations. The potential drastic repercussions were demonstrated by similar developments during the Ebola crisis (2014 – 2016), when mortality rates for mothers and children under the age of five increased significantly. The situation is especially dire in the context of fragility and (post-)conflict. In many conflict regions and in the contexts of flight and displacement, activists and women's organisations are engaged in COVID-19 prevention measures and aid programmes.

As an advocate for human rights and a standards-based multilateral world order, Germany has a responsibility to firmly oppose this pushback and the aggressive attacks on women's rights. In 2019, Germany and France established the Alliance for Multilateralism to reinforce the multilateral system. At the same time, Germany advocated strengthening women's rights against setbacks in this area. Active involvement in the Generation Equality Process, which UN Women developed to continue the work of the Beijing Action Platform, is also part of this, as is implementation of Agenda 2030 in promoting sustainable development. Furthermore, Germany is committed to enshrining equality

and women's rights as a horizontal issue within the United Nations, for instance, in the area of health, education, nutrition and agriculture .

In this connection, Germany is also determined to actively press ahead with developing the Women, Peace and Security agenda multilaterally, bilaterally and in Germany. The WPS agenda is firmly enshrined in programmes established by the UN Security Council, UN Human Rights Council and the OSCE, NATO and the EU. This also serves to reinforce peace and security processes directed by these institutions and also to strengthen the institutions and multilateral systems.

## The German Government has set the following targets

- › Germany plays a part in ensuring the Women, Peace and Security agenda is enshrined in the work of relevant international and regional organisations and networks, and as part of presidencies and memberships, including in the *Generation Equality Process*.
- › Germany has firmly opposed any lapses in equal rights for women and LGBTI people and is prominent in advocating sexual and reproductive health and rights on a bilateral and international level.
- › The goals of Resolution 1325 are being strengthened on the bilateral and regional level, including via Germany's missions in partner countries; fragile states, states undergoing conflict and post-conflict states are developing and implementing national action plans.
- › Awareness of the work by the German Government on the issue of women, peace and security and of the topics and targets of the agenda is growing in Germany. Synergies to implement the sustainability targets are being actively harnessed.

*Resolute action against the “pushback” against women's rights was one of the main topics of the international human rights conference in December 2019, which Germany hosted as part of the Alliance for Multilateralism. © Thomas Trutschel/photothek.net*



**30** For example, Germany is one of the chief supporters of drawing up guidelines on gender equality and strengthening the role of women in the United Nations Committee on World Food Security.

# 6. Increasing institutional integration and capacities



***The Women, Peace and Security agenda is enshrined in the German Government's structures, continuing professional development programmes and work to increase diversity in the staffing structure of the German Government.***

## The approach taken by the German Government

Taking the goals of the Women, Peace and Security agenda into account and increasing participation by women and girls in political and social processes are a horizontal issue, which needs to be implemented in all relevant areas of the German Government's work and enshrined in all the Government's relevant strategies. The topic should be enshrined in development, peace and humanitarian programmes, in security policymaking and in the contexts of flight and migration; similarly it should be tackled in multilateral and regional forums, and in bilateral exchange and in programmes in crisis regions.

The German missions abroad in fragile contexts and (post-)conflict nations that can drive implementation of the WPS agenda especially effectively are faced with a special responsibility, as are the missions in multilateral locations. In order to achieve successful enshrinement of the issue horizontally, knowledge acquisition is therefore necessary from the very start of a career onwards and at all levels; in addition, sufficient structural appropriation is required. This includes, for example, contact persons for the issue of women, peace and security in the German missions in

fragile contexts, at other selected locations and in selected divisions of the Federal Foreign Office. This contributes towards implementing the agenda, in particular in fragile contexts and in multilateral locations, and also fosters practical acquisition and transfer of knowledge.

At the same time, creating equal opportunities within the German Government is also an important target. Social diversity and gender equality should also be reflected in the staffing structure.

A monitoring and evaluation plan is being used in connection with indicators for the first time to improve measurement of progress made in implementing the Action Plan. In launching the electronic project management system during 2021, standard markers for project monitoring are being introduced in the Federal Foreign Office, including those for the issue of women, peace and security and for sexual and gender-based violence. The established strategic and substantive exchange with civil society on progress in implementing the Action Plan will be continued in parallel with the German WPS strategy and other issues.

*Structural anchoring of the WPS agenda, capacity building and the creation of equal opportunities within the federal government are important goals. International Women's Day 2020 at the Federal Foreign Office offered space for exchange and mutual learning.*

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## The German Government has set the following targets

- › The Women, Peace and Security agenda is enshrined in the German Government's structures and its work.
- › The Women, Peace and Security agenda is a component in training and continuing professional development programmes.
- › Social diversity is reflected in the German Government's staff development. Equal opportunities for genders are improved.
- › Transparency and monitoring in the area of women, peace and security are increased.



Specific qualification, for example for deployment preparation, of German military, police and civilian personnel: The University of Police Baden-Württemberg conducts seminars on "Women, Peace and Security" and "Prosecution and prevention of sexual violence against women and girls in conflict areas" on behalf of the federal-state working group for international police missions and in cooperation with the training partner platform. © University of Police Baden-Württemberg, Department of Police Deployments Abroad

# Monitoring and evaluation plan

A National Action Plan is an essential tool for achieving co-ordinated action and setting out a comprehensive and institutional strategy as to how the topic is to be integrated into all relevant areas of peace, security and development policy, of humanitarian assistance and in the contexts of flight and migration. To make its goals effective and transparent, progress achieved by the Action Plan must be measurable. This is why it includes a monitoring and evaluation plan,

which sets out the logical frame of reference for the Action Plan. It is broken down into the six priority areas and their desired outcomes. It defines targets whose implementation will result in the outcomes specified. The targets will be achieved using specific, defined measures. Related measures are recognisable thanks to a colour coding system. All the measures include clearly defined responsibilities and implementation periods.

Responsible ministries	Implementation periods
<b>AA</b> Federal Foreign Office (FFO)	<b>Short-term measure (STM)</b> implementation by end of 2021
<b>BMFSFJ</b> Federal Ministry for Family Affairs, Senior Citizens, Women and Youth	<b>Medium-term measure (MTM)</b> combines short and long-term measures and should be implemented within two years by the end of 2022
<b>BMI</b> Federal Ministry of the Interior	
<b>BMJV</b> Federal Ministry of Justice and Consumer Protection	<b>Long-term measure (LTM)</b> continuous, long-term measures; prioritising WPS work
<b>BMVg</b> Federal Ministry of Defence	
<b>BMZ</b> Federal Ministry for Economic Cooperation and Development	

In addition, **indicators** illustrate how the intended targets were achieved. They substantiate the Action Plan and thereby make it easier to manage for people working with it. One or more indicators were therefore assigned to each Action Plan target, which aim to measure their achievement. The figures next to the targets referred to in the monitoring and evaluation plan relate to the indicators listed separately at the end of this plan. Some of the indicators are quantitative (e.g. percentage change in the proportion of women, number of training units, subsidy amounts), others are qualitative (e.g. feedback on events from participants). Some of the indicators were derived from existing sets of indicators, on which reports are already based, to harness synergies and achieve consistency<sup>31</sup>. Where this is the case, reference is specifically made to it.

The entire German Government is tasked with preparing and implementing the Action Plan. The Government provides the necessary staff and financing. Once the Action Plan has come to an end, it will report on how the targets have been met. It will use the indicators in drawing up an implementation report for the German Bundestag. Implementation of the Action Plan is supported by monitoring. This takes place using regular meetings of the interministerial Working Group on Women, Peace and Security and civil society meetings. At the half-way stage of the Action Plan, an analysis of the indicators should be conducted in the form of an **interactive exchange with civil society, for example as part of a practical workshop**.

<sup>31</sup> Indicators from the EU Action Plan: <https://data.consilium.europa.eu/doc/document/ST-11031-2019-INIT/en/pdf>; indicators from the 3rd EU Gender Action Plan: <https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52020SC0284&from=EN>; indicators from the implementation plan for NATO's WPS Action Plan; UN indicators, such as required in UNSR Res. 1889 (2009): <https://www.securitycouncilreport.org/atf/cf/%7B65BFCF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/WPS%20S%202010%20498.pdf>

## CRISIS PREVENTION

A preventive approach, which takes the gender perspective into account, strengthens women's rights and eliminates existing social inequality, serves to guard against violence in society and armed conflict.

Targets	Target indicators <sup>32</sup>
<b>For all targets:</b>	<b>30</b>
<i>The measures and instruments for preventing conflict and violence take the perspectives and needs of all genders into account.</i>	<b>1, 2, 3, 37</b>
<i>Discriminatory, binary and gender-based stereotypical roles that encourage violence and conflict are being eradicated in Germany, in crisis regions and fragile contexts and also in the context of flight, displacement and migration. The outcome is a fostering of a non-violent approach in dealing with conflict.</i>	<b>5, 36</b>
<i>Measures regarding climate and security are gender-responsive. Participation by women is also strengthened in climate-protection measures that help to prevent conflict and build peace.</i>	<b>7</b>
<i>Gender-based analyses are taken into account in controls of small arms and light firearms, in disarmament, and in arms controls and export controls. Participation by women in decision-making processes is also strengthened at all levels.</i>	<b>1, 2, 3, 10</b>
<i>Local women's rights organisations, human rights defenders and peacebuilders, as well as women's rights and LGBTI activists, are given protection and support so they can accomplish their work more effectively, efficiently and to more lasting effect.</i>	<b>1, 2, 16, 42</b>

Measures	Who	Target date
Consideration of gender-based determinants and risks in instruments and formats for anticipating crises, in strategic foresight and conflict analysis. Gender-based indicators used where possible.	AA <sup>33</sup> , BMZ	STM
Support for partner countries and organisations in incorporating gender-based determinants and risk factors in instruments for anticipating and analysing conflict.	AA, BMZ	LTM
Promoting an understanding of gender that is based on gender equality, encouraging positive images of masculinity and eliminating asymmetric power relationships between the genders, to include people of diverse sexual orientation and non-binary gender identities. Special consideration of intersectionality and compound discrimination.	AA, BMFSFJ, BMZ	LTM
Support for non-violent, gender-responsive handling of social and political conflicts, especially with adolescents, in Germany, fragile states, crisis regions, post-conflict states.	AA, BMFSFJ, BMZ	LTM

<sup>32</sup> All target indicators are listed in the table following the descriptions of the six priority areas. The identification numbers here refer to the respective indicators used to measure whether the target has been met.

<sup>33</sup> The ministries are named in alphabetical order.

<b>Measures</b>	<b>Who</b>	<b>Target date</b>
Systematic survey of a gender-based analysis in project proposals for climate crisis, climate protection and promoting gender-responsive projects to reduce and adapt to climate change in the context of conflicts caused by climate change.	AA, BMZ, BMU	STM
Gender-responsive approaches in climate protection and ensuring the equal participation of women in national and international processes regarding climate protection.	AA, BMZ, BMU	LTM
Strengthening participation by women in climate-protection measures that help to prevent conflict and build peace.	AA, BMZ, BMU	LTM
Reducing the illegal distribution and trade in small arms and light firearms on the basis of gender-based analyses and data collection.	AA	MTM
Increasing participation by women in national, regional and international processes for disarmament, arms control and arms export control; developing capacity through training and continuing professional development projects, in addition to establishing networks, in particular by promoting the global Gender Equality Network for Small Arms Control (GENSAC).	AA	LTM
Including the goals of the Women, Peace and Security agenda as a permanent part of the concluding documents for arms controls and arms export controls in international forums; collecting gender-based data on the use of certain weapons in specific countries and regions.	AA	MTM
As part of the risk analysis of potential human rights violations for arms export controls, an assessment is also made of the risk as to whether grievous acts of sexual and gender-based violence or serious violence against women and girls could be perpetrated using the requested military equipment (Arms Trade Treaty, Article 7(4)).	AA, BMVg, BMWi	MTM
Political and material support for the work of women's rights organisations, human rights defenders, peacebuilders and LGBTI activists.	AA, BMZ	LTM
Support for establishing networks of governmental and non-governmental participants who advocate gender equality in the context of crises, including the German/Latin American women's network <i>Unidas</i> and the <i>African Women Leaders Network</i> (AWLN).	AA	STM
Promoting improvements in the inclusion and participation of women in peace processes and in the prevention of gender-based, sexual violence in conflicts as part of the <i>Unidas</i> network.	AA	MTM
Protection of women's rights organisations, human rights defenders, as well as peacebuilders, locally, nationally, regionally and in Germany. Implementation of the EU guidelines on Human Rights Defenders.	AA, BMZ	LTM
Protection from reprisals for human rights defenders and peacebuilders who cooperate with multilateral organisations.	AA	LTM

## PARTICIPATION

**Women enjoy effective, meaningful and equal participation in peace and security processes. Peace processes are designed in such a way that they are inclusive and gender-responsive.**

Targets	Target indicators	
<i>For all targets:</i>	<b>30</b>	
<i>Negotiations and mediation processes supported by Germany involve women actively on all levels and at all stages. Peace processes are more inclusive and enable participation by different social groups.</i>	<b>1, 2, 8, 9</b>	
<i>Structures based on the rule of law and political decision-making processes supported by Germany in fragile and (post-)conflict societies are designed to be inclusive and gender-responsive.</i>	<b>38, 39</b>	
<i>Women are actively included and equally involved in processes for transitional justice and reintegration that are supported by Germany. These measures are inclusive and gender-sensitive.</i>	<b>40</b>	
<i>Women peacebuilders are given support in their role as active participants in preventing and combatting extremism. Programmes for preventing violent extremism take the roles, needs and rights of all genders into consideration.</i>	<b>6, 41</b>	
<i>Women constitute a significant part of Germany's military, police and civilian personnel in European and international peacekeeping missions. German personnel in these areas are given further training on the topics of gender equality. Peacekeeping operations are gender-sensitive.</i>	<b>11, 12, 13, 14, 15</b>	
Measures	Who	Target date
Support for participation by women as mediators, negotiators, members of delegations and in other roles in negotiation and mediation processes, as well as for participation by women peacebuilders in formal and informal negotiations. Promotion of networks of women mediators and women peacebuilders.	AA, BMZ	LTM
Drafting and implementing strategies for involving women, including women peacebuilders, in peace processes supported by the German Government.	AA	MTM
Education, training programmes and support for peacebuilders, women's rights organisations and others that promote inclusive peace processes on the local, regional and national level.	AA, BMZ	MTM
Training of negotiation and mediation teams in the area of women, peace and security.	AA, BMZ	STM
Targeted support for inclusive formats in peace processes, e.g. national dialogues, discussions on themes common to all conflicts, multi-stakeholder negotiations, track 1.5 diplomacy, civil society consultations.	AA, BMZ	MTM
Strengthening political involvement by women and people who identify as non-binary on all levels in fragile settings and (post-)conflict societies.	AA, BMZ	LTM
Strengthening the representation and role of women in the judiciary and administrative sectors in fragile and crisis settings.	AA, BMJV, BMZ	LTM

<b>Measures</b>	<b>Who</b>	<b>Target date</b>
Strengthening national institutions to promote gender equality and gender-responsive legislation, access to the law and the implementation and enforcement of women's and LGBTI rights in fragile and (post-)conflict settings. Disadvantaged groups are systematically given special consideration.	AA, BMZ	LTM
The negative impacts of corruption on women's rights and the possible amplification of existing imbalances of power between genders are taken into account when designing measures to eliminate corruption in fragile settings and (post-)conflict situations.	AA, BMZ	STM
Eradicating discrimination against women and girls regarding access to public services, such as by strengthening inclusive, gender-sensitive, public financial management in fragile and (post-)conflict settings.	BMZ	LTM
Promoting the active and equal inclusion of women and girls in procedures for dealing with the past and resolving conflicts (judicial and non-judicial), reconciliation and access to reparations. Work for reconciliation and transitional justice is planned in an inclusive and gender-sensitive manner.	AA, BMZ	LTM
Gender-sensitive support for reintegration of former combatants. Discussing and transforming gender standards that encourage violence.	AA, BMZ	LTM
Women and girls are addressed as part of gender-responsive projects in preventing extremism and are made aware about radicalisation attempts by political and politico-religious extremists.	AA, BMFSFJ	MTM
Projects and measures in the areas of preventing and combating extremism consider the different roles and needs of all genders. They eliminate exclusionary and degrading gender stereotypes that encourage violence and sexism through gender-sensitive communication and training programmes. There is special support for women and adolescents.	AA, BMZ	LTM
Analysis of structural hurdles to increasing the proportion of women in general, and steps to increase the proportion of women in Germany's military, police and civilian contingents in European and international peacekeeping missions.	AA, BMI, BMVg	MTM
Expansion of continuing professional development and awareness-raising measures as part of the preliminary UN deployment training for all soldiers, police and civilian personnel, in particular senior staff, on designated UN missions, in order to increase competence regarding WPS and gender sensitivity on peacekeeping missions.	AA, BMI, BMVg	STM
The Centre for International Peace Operations (ZIF) is continuing to expand its support for women experts in leadership positions.	AA	STM
Gender-responsive personnel policy for the EU, OSCE, NATO and the UN and other multilateral organisations, in order to specifically place German women candidates in strategically important positions.	AA	MTM

## PROTECTION AND SUPPORT

**Germany contributes towards long-term, comprehensive support, especially with regard to trauma, for survivors of sexual and gender-based violence. Its approach is survivor-centered and human rights based. Those responsible are called to account.**

Targets	Target indicators	
<b>For all targets:</b>	<b>30</b>	
<i>Measures are taken to prevent sexual and gender-based violence in conflict situations. Especially high-risk contexts (such as flight) are taken into special consideration.</i>	<b>4, 17, 18</b>	
<i>Victims of sexual and gender-based violence, irrespective of their legal status, are given comprehensive and appropriate long-term support, especially for trauma, and including effective access to justice. At family, institutional, political and social levels, Germany supports measures to help survivors of sexual and gender-based violence to achieve acceptance and transitional justice.</i>	<b>4, 17, 18, 44</b>	
<i>Those responsible for sexual and gender-based violence are held accountable – in Germany, states in conflict and at the international level.</i>	<b>19, 20, 46</b>	
<i>Germany contributes towards preventing and eliminating sexual and gender-based violence and sexual exploitation and abuse in its peacekeeping missions.</i>	<b>13, 15, 21</b>	
Measures	Who	Target date
Promoting measures to prevent sexual and gender-based violence	AA, BMZ	LTM
Improving protection for women refugees and children, LGBTI, people with disabilities, victims of human trafficking and other particularly vulnerable groups in Germany	BMFSFJ	MTM
Supporting measures to prevent and offer protection from human trafficking	AA, BMAS, BMFSFJ, BMI, BMZ	LTM
Supporting multilateral institutions and initiatives dedicated to preventing sexual and gender-based violence, including the Special Representative of the UN Secretary-General on Sexual Violence in Conflict and the relevant members of the special mechanisms of the UN Human Rights Council, in addition to supporting the “Preventing Sexual Violence Initiative”	AA	LTM
Providing financial and political support in particular for local civil society organisations and networks which strive to prevent sexual and gender-based violence and are committed to defending the rights of victims	AA, BMZ	LTM
Developing special socio-economic support programmes for victims of sexual and gender-based violence that are easily accessible and take context and especially trauma into account; support programmes encompass the social environment and gender-related concerns and counteract stigmatisation suffered by survivors. This also includes family-oriented measures, building support and protective structures at the community level and developing institutional capacities.	AA, BMZ	MTM

Measures	Who	Target date
Providing support, in particular for survivors of sexual and gender-based violence, including mothers and their children born as a result of rape, male survivors, LGBTI and people with disabilities, with the provision of comprehensive medical advice, mental health and psychosocial support (Mental Health and Psychosocial Support, MHPSS) that takes context and especially trauma into account	AA, BMZ	MTM
Providing measures to support victims of sexual and gender-based violence to access the judicial system, through legal advice, witness protection, legal counsel and psychosocial assistance during legal proceedings	AA, BMJV, BMZ	MTM
Providing support for states in defining laws and measures to support victims and survivors of sexual and gender-based violence	AA, BMJV	MTM
Supporting measures with regard to sexual and reproductive health and rights, also – but not exclusively – for victims and survivors of sexual violence	AA, BMZ	LTM
Facilitating exchanges of information between experts, counselling programmes, training courses and political support for legal reforms, which result in the recognition as a criminal offence of rape and other forms of gender-based violence against all genders, irrespective of their sexual identity	BMFSFJ, BMJV	LTM
Providing further training for law enforcement agencies, security services, police forces, judicial and asylum authorities, as well as for administrative bodies and courts, about sexual and gender-based violence, specific aspects relating to gender and how to treat victims of trauma. Training also covers integrating SGBV prevention measures in initiatives that contribute to reforms in the security sector (SSR)	AA, BMFSFJ, BMJV, BMZ	MTM
Providing political support for an effective, functioning and independent International Criminal Court and offering support to German judges standing as candidates for the International Criminal Court	AA, BMJV	LTM
Providing support for international independent investigative mechanisms such as the <i>International, Impartial and Independent Mechanism</i> (IIIM) for Syria, the <i>Independent Investigative Mechanism for Myanmar</i> (IIMM) and the <i>Investigative Team to Promote Accountability for Crimes Committed by Da'esh/ISIL</i> (UNITAD) for the investigation of IS atrocities	AA, BMJV	MTM
Training sessions on sexual and gender-based violence and sexual exploitation and abuse, including the UN Zero Tolerance Policy, are included in basic training for military, police and civilian personnel in peacekeeping missions and are a compulsory part of basic training and preparing for deployment.	AA, BMI, BMVg	STM
Integrating the UN Zero Tolerance Policy on sexual exploitation and abuse as a permanent part of basic training for German military, police and civilian personnel on peacekeeping missions in preparation for participation in UN operations	AA, BMI, BMVg	STM

## HUMANITARIAN ASSISTANCE, CRISIS MANAGEMENT AND RECONSTRUCTION

**Measures for humanitarian assistance, crisis management and reconstruction take better consideration of women's and girls' needs and interests. Gender-responsive needs-based approaches, which boost meaningful participation and leadership by women in the contexts of flight and crises, are a prerequisite for this.**

Targets	Target indicators
<i>For all targets:</i>	<b>30</b>
<i>Social, political and economic participation by women and girls is strengthened in the context of flight, displacement and migration (also in Germany and in the context of internal displacement), transitional development assistance, fragility, (post-)conflict and reconstruction.</i>	<b>31, 34, 43</b>
<i>Measures in the area of gender-based violence as well as sexual and reproductive health and rights are part of basic provision in the contexts of flight, displacement and migration, repatriation, reconstruction, humanitarian assistance and transitional development assistance. Those concerned are given new prospects. Gender-based needs and interests are specifically taken into consideration.</i>	<b>3, 23, 37, 44</b>
<i>German development cooperation, humanitarian and transitional development assistance specifically support local women's organisations and networks so that these can provide quick, effective and sustained help in emergencies. This strengthens them as representatives of women's interests in reconstruction processes.</i>	<b>24, 42</b>
<i>German COVID-19 measures and recovery strategies are designed to be gender-responsive. They are implemented transparently, efficiently and effectively and take account of the goals in the Women, Peace and Security agenda.</i>	<b>25</b>

Measures	Who	Target date
Boosting active social, economic and political participation by women and girls in the contexts of flight and migration, in host countries and communities (including Germany), as well as in the context of repatriation	BMFSFJ, IntB, BMZ	LTM
Supporting the Global Action Network established in 2020 to increase political and economic participation by women in the contexts of flight and displacement, as well as support for a related fund to subsidise projects	BMZ	MTM
Strengthening measures designed to be inclusive and gender-responsive that promote social cohesion in the contexts of flight, displacement and migration, repatriation, (post-)conflict and fragility	BMZ	MTM
Promoting inclusive, gender-responsive and sustained income-generating measures (including cash-for-work) for women in the contexts of fragility, (post-)conflict, flight, displacement and migration in compliance with labour and social standards	BMZ	MTM
Promoting inclusive and, if possible, long-term skills development programmes (including advanced training courses and internships) for women in the contexts of fragility, (post-)conflict, flight, displacement, migration and repatriation, in compliance with labour and social standards	BMZ	MTM
Taking special consideration of the needs and abilities of women and girls in particularly vulnerable contexts in humanitarian assistance measures	AA	LTM

<b>Measures</b>	<b>Who</b>	<b>Target date</b>
Ensuring that infrastructure is adapted to meet women's and girls' requirements, such as needs relating to water, sanitation and hygiene (WASH), to sexual and reproductive health and rights and to provision of shelters and protection, as well as in urban reconstruction overall, with particular consideration given to the needs of people with disabilities	BMZ	MTM
Providing support, taking context into account, for needs-based access by girls and women to healthcare facilities in the contexts of fragility, flight, migration, repatriation, reconstruction, humanitarian and transitional development assistance	AA, BMZ	MTM
Providing support, taking context into account, for needs-based, inclusive access by girls and women to education provision in the contexts of flight, migration, repatriation, humanitarian assistance and reconstruction	AA, BMZ	MTM
Providing support for local women's rights organisations and networks to lend assistance in humanitarian crises and during reconstruction, also via funds	AA, BMZ	MTM
Strengthening capacity for women to participate in political processes for reconstruction (e.g. donor conferences, funding mechanisms), including designing, planning, monitoring and evaluations	BMZ	MTM
Providing targeted support for measures that help to overcome the severe gender-based impact of the COVID-19 pandemic on women, their rights and gender equality	AA, BMZ	MTM
Measures for humanitarian and transitional development assistance to combat the negative impact of COVID-19 are based on data and gender analyses that are disaggregated according to gender and are implemented in a gender-responsive manner	AA, BMZ	MTM

## STRENGTHENING THE WOMEN, PEACE AND SECURITY AGENDA

The Women, Peace and Security agenda is effectively and systematically enshrined and coordinated at the international, regional and bilateral levels. Connections between countries and with civil society are strengthened.

Targets	Target indicators	
<i>For all targets:</i>	<b>30</b>	
<i>Germany plays a part in ensuring the Women, Peace and Security agenda is enshrined in the work of relevant international and regional organisations and networks, and as part of presidencies and memberships, including in the Generation Equality Process.</i>	<b>26</b>	
<i>Germany has firmly opposed any lapses in equal rights for women and LGBTI people and is prominent in advocating sexual and reproductive health and rights on a bilateral and international level.</i>	<b>16, 22, 26, 42</b>	
<i>The goals of Resolution 1325 are being strengthened on the bilateral and regional level, including via Germany's missions in partner countries; fragile states, states undergoing conflict and post-conflict states are developing and implementing national action plans.</i>	<b>27, 28</b>	
<i>Awareness of the work by the German Government on the issue of women, peace and security and the topics and goals of the agenda is growing in Germany. Synergies to implement the sustainability targets will be actively harnessed.</i>	<b>26, 29</b>	
Measures	Who	Target date
Involvement in the principal and subsidiary bodies and the specialised agencies of the United Nations for the Women, Peace and Security agenda, including as part of the groups of friends on the issue of women, peace and security and groups of friends on related issues	AA, BMZ	LTM
Strengthening the Women, Peace and Security agenda in the European Union, for example through support for the EU's strategic approach and the EU Action Plan, through cooperation with the Principal Advisor of the European External Action Service on Gender and WPS and by participating in the EU Task Force on Women, Peace and Security	AA, BMZ	LTM
Strengthening the Women, Peace and Security agenda in the work of the African Union (AU), for instance by supporting the African Women Leaders Network and the Network of African Women in Conflict Prevention and Mediation (FemWise-Africa), conducting regular dialogue with the Special Representative of the AU for the issue of women, peace and security and maintaining commitment to mainstreaming in the African Peace and Security Architecture (APSA)	AA, BMZ	LTM
Measures for enhanced implementation of the Women, Peace and Security agenda within the framework of the Organisation for Security and Co-operation in Europe (OSCE)	AA	LTM
Strengthening the Women, Peace and Security agenda within the work of the North Atlantic Treaty Organisation (NATO) by cooperating with the Special Representative of the Secretary-General of NATO and by playing a role in implementing the Action Plan	AA, BMVg	LTM

<b>Measures</b>	<b>Who</b>	<b>Target date</b>
Actively participating in governmental and non-governmental networks for promoting the WPS Agenda, including the Women, Peace and Security Focal Points Network and the Women, Peace and Security Chiefs of Defence Network	AA, BMVg	LTM
Strengthening and contributing topics from the Women, Peace and Security agenda within the scope of the Generation Equality Process, for instance as part of Germany's co-leadership of the Generation Equality Action Coalition entitled Economic Justice and Rights	BMZ, AA	STM
Collaborating with the international treaty bodies of the UN Human Rights Convention, including with the Committee on the Women's Rights Convention (CEDAW). Ensuring the retraction of reservations to the Convention, e.g. in bilateral consultations	AA, BMFSJ	LTM
Working towards the universal ratification of the Council of Europe Convention on preventing and combating violence against women and domestic violence (the Istanbul Convention)	AA, BMZ, BMFSJ	MTM
Working for human rights for women, girls and LGBTI people, including sexual and reproductive health and rights, at the multilateral, regional, bilateral and national level	AA, BMFSJ, BMZ	LTM
Providing political support and funding for measures and initiatives to strengthen sexual and reproductive health and rights at the multilateral, regional, bilateral and national level	AA, BMFSJ, BMZ	MTM
Providing political support and funding for instruments for international protection of human rights, for example for the Office of the UN High Commissioner for Human Rights, UN Women, the Population Fund of the United Nations, the Council of Europe and the European Court of Human Rights	AA, BMFSJ, BMJV, BMZ	MTM
Boosting the capabilities of Germany's missions abroad to provide better coordination of measures on the issue of women, peace and security within the donor community	AA, BMZ	STM
Organising events to link up women's rights organisations, human rights defenders, peacebuilders and other representatives of civil society with third countries and representatives of host countries	AA	MTM
Actively promoting topics from the Women, Peace and Security agenda and its goals and making them a permanent fixture by means of events in partner countries and bilateral dialogue	AA, BMZ	LTM
Including and discussing gender perspectives when implementing guidelines and interministerial strategies	AA, BMZ	STM
Supporting regional organisations, states and national institutions when developing, strengthening and monitoring national action plans on the issue of women, peace and security, and involving local civil society organisations	AA, BMZ	MTM
Including the topics and goals of the Women, Peace and Security agenda in specialist events and exchanges with civil society	AA, BMVg, BMZ	STM
Strengthening the Women, Peace and Security agenda as part of implementing the OECD DAC recommendations on the Humanitarian-Development-Peace-Nexus (HDP)	BMZ	MTM

<b>Measures</b>	<b>Who</b>	<b>Target date</b>
Drafting guidance for civilian crisis prevention and peacebuilding to implement the WPS agenda	AA, BMZ, BMI, BMVg	STM
German missions abroad are in regular contact with women's rights organisations, women human rights defenders and women peacebuilders and act as contact points for civil society organisations in third countries as regards potential support for measures.	AA	LTM
Organising and participating in events that are aimed at both a professional audience from civil society and at a wider public	AA, BMFSFJ, BMI, BMJV, BMVg, BMZ	LTM
Using digital and social media to increase visibility for the Women, Peace and Security agenda and the work of the German Government in this area	AA, BMFSFJ, BMI, BMJV, BMVg, BMZ	STM

## INCREASING INSTITUTIONAL INTEGRATION AND CAPACITIES

The Women, Peace and Security agenda is enshrined in the German Government's work, structures and programmes for continuing education. Diversity in the staffing structure within the German Government is increasing.

Targets	Target indicators	
<i>For all targets:</i>	<b>30</b>	
<i>The Women, Peace and Security agenda is enshrined in the German Government's structures and its work.</i>	<b>32, 33</b>	
<i>The Women, Peace and Security agenda is part of training and continuing professional development programmes.</i>	<b>12, 45</b>	
<i>Social diversity is reflected in the German Government's staff development. Equal opportunities for genders are improved.</i>	<b>35</b>	
<i>Transparency and monitoring in the area of women, peace and security are increased.</i>	<b>1, 2, 31</b>	
Measures	Who	Target date
Appointing specific contact persons for the Women, Peace and Security agenda in the German missions abroad in fragile contexts, at other selected locations (e.g. Permanent Missions of the Federal Republic of Germany to the United Nations in New York and Geneva, the German Permanent Representation to the European Union in Brussels, the Permanent Mission to the Organisation for Security and Co-operation in Europe, Vienna (OSCE) and in selected divisions at headquarters	AA	STM
Expanding existing Federal Foreign Office working groups on the issue of women, peace and security by involving the contact persons for WPS at the missions	AA	STM
In future, targets relating to the local situation as regards the issue of women, peace and security should be included in the agreed targets with the heads of mission in fragile settings, where this is reasonable as an operational priority.	AA	MTM
Establishing interministerial collaboration that is regularly coordinated in order to implement the contribution by the BMZ to the Action Plan	BMZ	STM
Systematically enshrining the Women, Peace and Security agenda in the BMZ 2030 process	BMZ	STM
Increased reporting from missions abroad on the issue of women, peace and security, sexual and gender-based violence	AA	STM
Strengthening participation by women experts at German Government events on foreign affairs and security policy; equal gender representation on panels	AA	STM
Workshop for Federal Foreign Office staff. Preparing staff to serve as contact persons for the Women, Peace and Security agenda at German missions ahead of new assignments	AA	MTM

<b>Measures</b>	<b>Who</b>	<b>Target date</b>
The issue of women, peace and security is already included in induction for the senior civil service, with a separate module on women, peace and security envisaged for the future.	AA	MTM
In the medium to long term, the issue of women, peace and security will be included in all relevant training programmes, for example as part of the new gender module in the seminars for managers, as a subject on the syllabus for trainees, unless already implemented, and in regular professional development courses on the subject.	AA	MTM
Ad hoc skills development, for instance in preparing for deployment, for German military, police and civilian personnel, for example in the areas of women, peace and security, sexual and gender-based violence and women's rights. Some courses are also open to international applicants.	BMI, BMVg, BMZ	STM
Implementing the BMZ guideline for preventing sexual harassment and the continuing professional development initiative for BMZ staff on preventing and dealing with sexual exploitation, abuse and harassment	BMZ	STM
Implementing the internal procedural directives for preventing and dealing with sexual harassment; raising awareness among staff at the Federal Foreign Office, in particular in leadership seminars	AA	MTM
Provision of an additional module on women, peace and security as part of coaching for economic cooperation officers	BMZ	STM
Continuing support for women in leadership positions in order to achieve gender parity up to the level of director-general at the BMZ	BMZ	MTM
Programmes to increase the proportion of women, in particular in leadership positions, and to achieve equal opportunities faster in the BMVg and its associated agencies	BMVg	MTM
Drafting a diversity strategy for the Federal Foreign Office	AA	MTM
Programmes to achieve gender parity for new entrants, especially in the senior civil service and in leadership positions at the Federal Foreign Office	AA	MTM
Programmes for better work-life balance and employment at the Federal Foreign Office, for example with pilot projects for job sharing, part-time work and remote working abroad, part-time work and remote working in leadership positions, and mentoring programmes	AA	MTM
Programmes for better work-life balance and employment at the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth, for example job sharing, part-time work and participation in mobile and flexible working at the BMFSFJ in leadership positions, drawing up a strategy to promote diversity at the BMFSFJ	BMFSFJ	STM
Programmes for better work-life balance and employment at the Federal Ministry of Justice and Consumer Protection, for example taking part in mobile working and promoting part-time work in leadership positions; gender-responsive staff development, e.g. with an equal opportunity appraisal system; achieving gender parity in leadership positions	BMJV	MTM

<b>Measures</b>	<b>Who</b>	<b>Target date</b>
Regular strategic and substantive discussions with civil society (consisting of non-governmental organisations and experts from academic and related areas) on progress in implementing the Action Plan, the German WPS strategy and further relevant planned topics	AA, BMFSFJ, BMI, BMJV, BMVg, BMZ	LTM
The contribution towards the Women, Peace and Security agenda is identified in standardised form using existing instruments when assessing project proposals for human rights, for preventing crises and violence, for stabilisation and post-conflict rehabilitation, for preventing the cause of displacement and humanitarian assistance.	AA	STM
A uniform marker system at the Federal Foreign Office, which records WPS, will be introduced with the electronic project management system (ePMS).	AA	STM
Targeted expansion of BMZ projects that have gender equality as their primary objective in addition to having peace and security as their primary or secondary objective (GG2-/FS2 marker or GG2-/FS1 marker)	BMZ	MTM
Consistently requesting implementation of the Women, Peace and Security agenda in calls for submission of project proposals in the area of flight. Systematic reference to the Women, Peace and Security agenda in documents relating to strategies and projects and practical guidelines and discussions with implementation partners for putting the agenda into practice in transitional development assistance	BMZ	STM
After two years' execution of the Action Plan, a halfway workshop will be held with the consultation group and the interministerial working group, at which progress concerning implementation of the Action Plan will be discussed. Findings from this workshop will be taken into account when implementing the Action Plan further.	AA, BMFSFJ, BMI, BMJV, BMVg, BMZ	MTM

# Indicators

No.	Description	Collected by	Comparable data in a different set of indicators <sup>34</sup>
1	Number, proportion and description of projects that have WPS as the primary objective	AA, BMZ	EUAP 10, 11 GAP 1.1. <sup>35</sup>
2	Percentage of all supported projects that treat WPS as a subsidiary objective or as a horizontal issue (WPS marker or intersection from GG2/FS1 or GG2/FS2)	AA, BMZ	EUAP 10, 11 GAP 1.1.
3	Number and proportion of measures for conflict prevention, including control of small arms and light firearms and disarmament, and mediation (support), peacebuilding, peace negotiations, stabilisation, reconstruction and humanitarian assistance, which used gender-sensitive conflict analysis or requirements analysis, or other gender-responsive instruments for analysis	AA	EUAP 17
4	Number and description of measures for prevention, and protection and support in the case of sexual and gender-based violence relating to conflict, including projects on sexual and reproductive health and rights	AA, BMFSFJ, BMZ	EUAP 14, 25, 26 CAP 7.4, 18.1 UN 23 (a)
5	Reporting by implementation partners about ex-ante/ex-post-facto analyses to eliminate gender-based stereotypical roles in order to overcome depicted and expected gender-specific behaviours that are harmful or encourage violence, and to create positive non-violent images of masculinity	Implementing partner for the AA	
6	Assessments by female project participants of the effectiveness of measures to raise awareness about extremism (measurement by implementing partners)	Implementing partner for the AA, BMFSFJ	
7	Number and description of programmes, projects and initiatives which explore WPS-related ramifications of climate change, and of desertification, droughts and other results of climate change	AA, BMZ	EUAP 15
8	Number and proportion <sup>36</sup> of women mediators, negotiators and technical experts and process observers, in formal and informal peace processes in which the German Government is involved; separate mention of women in leadership positions in these processes	AA	EUAP 1 CAP 10.1. UN 11(a), (b)
9	Depiction of selected examples of inclusive process formats supported by Germany (multi-track strategies, inclusive negotiation formats and national dialogues, dialogue conventions, multi-stakeholder negotiations; support for comprehensive consultations with civil society)	AA, BMZ	
10	Assessment of knowledge gain by female participants in basic and further training programmes about disarmament and arms control (measurement by implementing partners)	Implementing partner for the AA	
11	Number and proportion of women in ministries, in the Bundeswehr, in German military, police and civilian personnel in peacekeeping missions; separate mention of women in leadership positions	AA, BMI, BMVg	EUAP 2 UN 7, 9, 16

<sup>34</sup> The following sets of indicators have been taken into account: Indicators from the EU Action Plan on Women, Peace and Security: <https://data.consilium.europa.eu/doc/document/ST-11031-2019-INIT/en/pdf>; Indicators from the EU Gender Action Plan III: <https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52020SC0284&from=EN>; Indicators from the implementation plan for the NATO WPS agenda; UN indicators, such as required in UNSR Res. 1889 (2009): <https://www.securitycouncilreport.org/atf/cf/%7B65BFCF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/WPS%20S%202010%20498.pdf>

<sup>35</sup> Where the indicators for the 3rd EU Gender Action Plan are concerned, the specific reference number refers to the measure to which the indicator is allocated, since the indicators themselves are not provided with reference numbers.

<sup>36</sup> "Proportion" refers to the specific periods of time, circumstances and conditions, under which the figures were collected

No.	Description	Collected by	Comparable data in a different set of indicators <sup>34</sup>
12	Number and description of training courses for staff in ministries and implementation organisations, which include sections or modules on WPS	AA, BMFSFJ, BMI, BMVg, BMZ	NATO 1.1.7.1, 1.1.7.2, 1.4.1.1, 1.4.1.3
13	Number and description of measures for increasing and boosting expertise on gender and WPS over the long term in civilian, police and military training institutes	AA, BMI, BMVg	
14	Number and description of measures implemented to overcome the identified structural hurdles for secondment/deployment of women in peacekeeping missions	AA, BMI, BMVg	
15	Number of civilian, police and military leadership staff given training on gender-sensitive leadership on peacekeeping missions	AA, BMI, BMVg, BMZ	
16	Number of women human rights defenders and women peacebuilders who have been supported by the Elisabeth Selbert Initiative	AA	
17	Number and description of projects for preventing human trafficking and for supporting people who have suffered from exploitation and human trafficking. Details of main target groups	AA, BMFSFJ, BMAS, BMZ	
18	Number of people who it was possible to reach with projects on preventing human trafficking and on supporting people who have suffered from exploitation and human trafficking	Implementing partner for the BMFSFJ	
19	Number and description of continuing professional development courses in the area of the judiciary on sexual and gender-based violence	AA, BMJV	
20	Prosecutions by the Public Prosecutor General for crimes committed under the Code of Crimes against International Law	AA, BMJV	
21	Description of information provided on the subjects of sexual exploitation and abuse and sexual harassment and the proportion of German civilian, police and military staff on peacekeeping missions, who have received this information	AA, BMI, BMVg	EUAP 5 NATO 3.1.1.1
22	Examples of public statements, initiatives and events on sexual and reproductive health and rights	AA, BMZ	
23	Number and proportion of projects for humanitarian assistance, reconstruction and crisis instruments (e.g. special initiative on displacement, transitional development assistance), which, in addition to gender, expressly consider further social aspects which can lead to compound discrimination (e.g. age, disabilities, ethnicity, social background, religious affiliation, sexual identity, etc.)	AA, BMZ	
24	Number and description of projects that support women's rights organisations in the area of reconstruction	AA, BMZ	
25	Number and description of measures that explore the severe repercussions of the COVID-19 pandemic on women and women's rights	AA, BMZ	
26	Number and description of events held by Germany in or with multilateral organisations on the subject of WPS (e.g. UN, EU, AU, NATO, CoE, OSCE, G7, G20, ASEAN)	AA, BMVg, BMZ	EUAP 19 GAP 9.1.
27	Number of donor coordination meetings for WPS that Germany has initiated or coordinated	AA	
28	Description and scope of Germany's contribution to the development of national action plans on WPS issues in other countries	AA, BMZ	

No.	Description	Collected by	Comparable data in a different set of indicators <sup>34</sup>
29	Number and description of events and of institutional and ad hoc consultations with civil society activists and organisations on the implementation of the national German Action Plan on WPS, and of WPS strategies in third countries	AA, BMZ	EUAP 20 NATO 1.3.1.1, 1.3.2.1
30	Outstanding examples of WPS measures in each of the priority areas in the Action Plan	AA, BMFSFJ, BMI, BMJV, BMVg, BMZ	EUAP 29, 30
31	List of projects/outlines that concentrate on strengthening participation by women in the context of flight and displacement and by young people and people with disabilities as the target group from annual Calls for Proposals for the special initiative on displacement	BMZ	
32	Description of activities to enshrine WPS issues in the implementation of interministerial strategies on transitional justice, security sector reform (SSR) and promotion of the rule of law	AA, BMZ	
33	Description of enshrining WPS issues in strategy papers as part of the BMZ 2030 reform process	BMZ	
34	Number of projects approved between 2021 and 2023 as part of the Global Action Network for “women as agents of change in forced displacement” using a fund to increase political and economic participation by women in the context of flight and displacement	BMZ	
35	Gender ratio of male to female staff at the level of director-general, director and head of division	BMZ	
36	Number and description of projects that contribute towards overcoming discriminatory gender stereotypes	AA, BMZ, BMFSFJ	
37	Proportion of BMZ projects in which a conflict-specific analysis produced an explicit connection to gender	BMZ,	
38	Number and description of projects that strengthen participation by women in the ministry of finance, court of auditors, anti-corruption authority, judicial authorities, parliament, selected ministries (health, education, economy, defence) in countries partnered with Germany for development cooperation	BMZ	
39	Number and description of measures for promoting the rule of law that take the gender perspective into account and/or aim to achieve a gender-sensitive framework in constitutional structures	BMZ, AA	
40	Number and description of projects for promoting participation by women and girls in processes for transitional justice and resolving conflicts (judicial and non-judicial), reconciliation and reparation	BMZ, AA	
41	Number and description of measures for preventing violent extremism that have defined the different roles and needs of all genders and explicitly address women and young people as target groups	BMZ, AA, BMFSFJ	
42	Number of women's rights organisations, human rights defenders and peace, climate and environment activists and LGBTI people who are supported by the Civil Peace Service	BMZ	
43	Number of jobs and the percentage of the total number of jobs created for women and men in projects for the Middle East Employment Drive	BMZ	
44	Number of projects in the special initiative on displacement which offer psychosocial support (MHPSS) for survivors of sexual and gender-based violence (SGBV)	BMZ	

No.	Description	Collected by	Comparable data in a different set of indicators <sup>34</sup>
<b>45</b>	Number of BMZ staff who have received awareness training on the subject of sexual harassment between 2021 and 2024	BMZ	
<b>46</b>	Description of newly adopted, gender-based awareness-raising measures for basic and advanced training of military personnel	BMZ	

