



Costing and Financing 1325

Mavic Cabrera-Balleza and Nicola Popovic

## Costing and Financing 1325

Examining the Resources Needed to Implement UN Security Council Resolution 1325 at the National Level as well as the Gains, Gaps and Glitches on Financing the Women, Peace and Security Agenda



Global Network of Women Peacebuilders



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The Global Network of Women Peacebuilders (GNWP), a program partner of the International Civil Society Action Network (ICAN) is a coalition of 52 women's groups and other civil society organizations from Africa, Asia and the Pacific, West Asia, Europe and Latin America that are directly involved in advocacy and action for the full implementation of UNSCR 1325 and 1820 on Women, Peace and Security, including the supporting resolutions 1888, 1889 and 1960 at the local, national, regional and international levels. It consolidates and strengthens efforts in bridging the gap between policy discussions at the international level and policy implementation and action on the ground. It is a platform that enables members to share information, experiences and strategies in ways that enhance both their individual and collective outreach and impact.

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Some of the recommendations of this study are now being implemented through a pilot project jointly carried out by Cordaid and the Global Network of Women Peacebuilders (GNWP) in Burundi. The project will include the establishment of a multi-stakeholder financing mechanism for the implementation of SCR 1325.

In 2010, GNWP together with its members and partners from Afghanistan, Burundi, Canada, DRC, Fiji, Nepal, Netherlands, Philippines, Rwanda, Sierra Leone and Uganda carried out an independent in-country and global civil society monitoring project of SCR 1325 from a unique civil society perspective. The members collected and analyzed data to assess progress in the implementation of SCR 1325 at the country level. The country reports were compiled and collectively analyzed to create a global snapshot of the progress and gaps in implementation, and published in the report "Women Count - Security Council 1325: Civil Society Monitoring Report."

In 2011 GNWP will conduct a second phase of the civil society in-country and global monitoring of SCR 1325, intended to assess progress from the initial phase, refine indicators where necessary and uncover the effects of recent political developments at the national, regional and global levels.

The civil society in-country and global monitoring of UNSCR 1325 project built on the work of the UN Technical Working Group on Indicators, as well as other initiatives on policy monitoring, such as the study "What the Women Say: SCR 1325 and Participation," published by Massachusetts Institute of Technology (MIT) and ICAN.

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**Dewi Suralaga and Mavic Cabrera-Balleza, Editors**

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## Preface

More than ten years ago the landmark UN Security Council Resolution 1325 on Women, Peace and Security (2000) was adopted. In those ten years, only 25 out of 192 member states have developed national action plans. Women make up less than eight percent of participants in official peace negotiations. Sexual violence in conflict continues. A report released by the American Journal of Public Health in May 2011 states that, "More than 1,100 women are raped every day in the Democratic Republic of Congo (DRC), making sexual violence against women 26 times more common than previously thought."

This dismal record demands a stronger and more coordinated response to the issue of women and peace and security, which in turn requires efficient and coordinated mobilization of resources. The importance of adequate funding for the implementation of SCR 1325 were highlighted both in the indicators developed by the UN Technical Working Group on Indicators and in the civil society indicators developed by the Global Network of Women Peacebuilders (GNWP) in 2010. The UN Secretary-General's report to the Security Council during the 10th anniversary of 1325 further stressed: "The ultimate success of national action plans depends on their funding and the commitment to ensure their full implementation. The availability of adequate resources remains a great challenge." These were some of the main reasons why Cordaid and the Global Network of Women Peacebuilders (GNWP) jointly commissioned a study on costing and financing 1325 implementation that was published in time for the 10th anniversary of the resolution in October 2010. For Cordaid and GNWP

however, the issue of 1325 implementation has never been just about finding more resources. Both organizations are convinced that sufficient resources to ensure 1325 implementation can be located provided all stakeholders are committed to ensuring proper budgeting; efficient use of resources and accountability; and synergy and collaboration.

The study on costing and financing 1325, which was revised in early 2011, analyzes the normative framework on women and peace and security and strategies for financing SCR 1325 implementation, including the role of the private sector. It also examines the patterns in resource allocation for 1325 implementation; the role of women's groups and civil society in implementation as well as in resource generation; and donor priorities and how these affect the work of civil society on the ground. It seeks to put under the spotlight initiatives of women's NGOs and civil society that need to be prioritized. In other words, one of the long-term goals of the project is to harmonize donor priorities and the funding needs of civil society organizations engaged in advancing the women, peace and security agenda.

Some of the recommendations of the study are now being implemented through a pilot project jointly implemented by Cordaid and GNWP in Burundi. The project will include the establishment of a multi-stakeholder financing mechanism for the implementation of SCR 1325.

Cordaid and GNWP strongly encourage both civil society and governments to identify innovative ways of resource generation including fund sourcing through inter-ministerial collaboration, gender responsive budgeting and exploring partnership with

the private sector and other stakeholders. Governments from the Global North as well as the Global South need to ensure that there is adequate and predictable funding for 1325 implementation, and guarantee the most efficient and transparent use of the resources.

Cordaid and GNWP urge UN entities to ensure synergy and efficiency in the allocation and usage of financial resources for work on women and peace and security. Additionally, Cordaid and GNWP would like to pose a challenge to the private sector to do their part and provide financial, in-kind support and expertise to promote women's rights and ensure their full and equal participation in all levels of decision-making. Not only would such support promote a sound and more stable business environment in the countries where companies operate but it would also be in line with the businesses' corporate social responsibility.

We hope to continue the discussions on this issue. If you have specific suggestions on what areas of costing and financing women, peace and security should be investigated, or any comments and questions regarding this study, we encourage you to contact us. We sincerely thank everyone who contributed to making this project possible.

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## Foreword

My country, Sierra Leone is a post conflict country emerging from an eleven year devastating civil war that left our country in tatters. One major casualty was the personal security and health of our women and children who bore the brunt of unspeakable brutality meted out to them. This coupled with decimated national infrastructure of course translated into unfortunate consequences such as high maternal and child mortality and low level of literacy among the worst in the world.

Since the end of the war, Government has made laws and Constitutional reforms aimed at addressing these urgent matters. Chief among these are the three 'Gender Laws': Domestic Violence Act; Registration of Customary Marriage and Divorce Act; Devolution of Estates Act and the Child Rights Act. Soon to be followed by two other 'Gender Bills': Matrimonial Causes Bill and Sexual Offences Bill. Further, Sierra Leone has ratified CEDAW and is implementing UN Security Council Resolutions as is evident in the development and adoption of the Sierra Leone National Action Plan on UN Security Council Resolutions 1325 and 1820. This action plan has been the result of efforts from government, development partners and civil society, with support from international actors. New actors, such as the private sector, are playing an active role in implementing these resolutions in the whole of West African Sub-Region.

Now we face the challenge of implementing the plan successfully. To achieve that, a high level of commitment, political leadership, local action and independent monitoring and evaluation is required. Local infrastructure, capacities; and existing resources are often weak and need to be supported to put policies into practice. Assessing what already exists and mobilizing international and national funding and resourcing to

support implementation of Resolution 1325, helps optimize the resources more efficiently. To make our action plan work, we need to learn more about local needs and capacities. The engagement of local communities is thus imperative in implementing the resolution. To this end, communications need to be strengthened, capacities increased and resources invested.

In the case of Sierra Leone, much of the resources emanated from external sources, such as international donors. We are grateful and aware that a close working relationship between the donor and the local population is needed to evaluate the success of the investment made. This can only happen when there is a balanced and mutually respectful relationship between donor and recipient. Furthermore, the effective and efficient coordination between the different incoming resources, projects and activities are key to successful implementation. In Sierra Leone for example, we receive support from different governments, international and civil society organizations. The harmonization of these efforts will contribute to more comprehensive and effective resourcing.

We need studies such as the one initiated by Cordaid and the Global Network for Women Peacebuilders (GNWP) to ensure that resources allocated for resolution 1325 to reach the local population in a way that is useful to them. We need open dialogue between donor and recipient countries to empower those shattered by armed conflict, and to prevent conflict and gender-based violence in the first place while protecting the most vulnerable among us.



Dr. Soccoh Alex Kabia

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*Written in October 2010 for first edition, during Dr. Soccoh Alex Kabia's term as Minister of Social Welfare, Gender and Children's Affairs of Sierra Leone*

## Foreword

The adoption of Security Council resolution 1325 in 2000 was celebrated as an important milestone. For many years the specific situations, roles, needs and rights of women during and after armed conflict had remained unaddressed. Resolution 1325 (2000) finally recognized women's rights to protection from violence and to participation in all peace and security processes to prevent, manage, and resolve conflict. It has opened doors for women all over the world – it has shone limelight on the capabilities of women, their resilience and creativity in the face of disruption, chaos and tragedy.

In the past decade, there has been a stronger acknowledgement of the differentiated impact of armed conflict on women and their contribution to peace processes. Within the Security Council itself, resolution 1325 (2000) has led to the adoption of other key resolutions on women, peace and security, including resolutions 1820 (2008) and 1888 (2009) on sexual violence during conflict and 1889 (2009) which urges UN Member States and other relevant actors to take further measures to improve women's participation in all stages of peace processes. At the international level initiatives on women and peace and security have increased, addressing in a more targeted way different aspects of the resolution such as violence against women and the need to end impunity for perpetrators, enhancing women's participation in decision-making, especially in efforts related to peace and security and further clarifying and responding to the gender dimensions of conflict.

At the national level, 22 countries have adopted national action plans on Security Council resolution 1325 (2000) to guide

implementation through the prioritization and coordination of strategies and activities. Progress is also seen in the increases in the numbers of women in national parliaments around the world, including some countries emerging from armed conflict, which has led to an increased number of opportunities for women and women's organizations to contribute to the prevention of conflict and to participate in conflict resolution, peacebuilding and peace negotiations.

Through advocacy and targeting of police and military, the number of women peacekeepers in those units has increased. Currently women constitute 9 per cent of the UN police and 4.2 per cent of military experts and 2.3 per cent of troops. The United Nations Mine Action service has been relentless in ensuring that mine action programmes have an equal impact on women, men, boys and girls.

Nevertheless, ten years after the adoption of resolution 1325 (2000), women and girls continue to be victims of untold gender-based violence, sexual violence and discrimination in the context of armed conflict and its aftermath. Impunity persists for the perpetrators of horrible crimes. Women continue to be under represented in the process of decision-making for sustainable development, humanitarian assistance and maintenance and consolidation of peace. The United Nations system still lacks a strategic and focused plan for the implementation of resolution 1325 (2000). The UN System-wide Action Plan has yet to enhance collaboration both in terms of resource mobilization and planned activities.

A lesson which emerges clearly is that women must be heard and their inputs harnessed during and in the aftermath of situations of armed conflict. They must be present



when peace is brokered and participate in maintaining the peace. They must be empowered through participation to resist the physical and mental assaults in order to secure their rights and welfare. Adequate resources, protection and support mechanisms must be provided to make this participation possible.

The tenth anniversary of Security Council resolution 1325 (2000) is an important opportunity to renew commitments and galvanize global, regional and national action to support the full implementation of resolution 1325 (2000) and related Security Council resolutions. It is critical to address the totality of challenges in implementing resolution 1325 (2000), including the financial constraints that have hitherto hampered implementation. Effective planning and implementation requires predictable funding. This assumes greater importance in the context of the current global financial crisis. Peace and stability are inextricably linked to economic conditions. Where poverty levels are high and strife is the norm, violence and armed conflict are more likely and girls and women usually fall victims to the resulting lawlessness.

The purpose of this document is to highlight the different approaches to identify the funding for and the resources spent on the implementation of Security Council resolution 1325 (2000) at the national level. It provides an analysis of the current situation of mobilizing domestic and international financial resources for the development of the agenda on women and peace and security. It also analyzes approaches to calculating the cost of a 1325 (2000) National Action Plan, and how resources of different initiatives have been used to support the implementation of resolution 1325 (2000). It highlights good practices and lessons learned over the last ten

years. It is expected that the information and examples contained in the study will support the proper accounting for the funds dedicated for the Security Council resolution 1325(2000), to be implemented in a more effective, transparent and coherent way.



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*Written in October 2010 for first  
edition, during Ms. Mayanja's term as  
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# Acronyms

ADA	Austrian Development Agency
AECID	(Spanish) Agency for the International Development
AU	African Union
AWRO	African Women's Rights Observatory
AWID	Association for Women's Rights in Development
AusAID	Australian Agency for International Development
CAFOB	Collective of Women's Associations and Non-governmental organizations of Burundi
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CEIPAZ	Center of Education and Investigation for Peace
CEO	Chief Executive Officer
COOPAC	Cooperative Pour la Promotion des Activites Cafe
CORDAID	Catholic Organization for Relief and Development – The Netherlands
CPE	Center for Peace Education
CRS	Creditor Reporting System
CSO	Civil Society Organization
CSR	Cooperate Social Responsibility
CSPEC	Civil Society Peacebuilding Engagement Committee
CSR	Corporate Social Responsibility
DDR	Disarmament Demobilization and Reintegration
DFAIT	Department of Foreign Affairs and International Trade Canada
DFID	Department for International Development, UK
DMFA	Dutch Ministry of Foreign Affairs
DRC	Democratic Republic of Congo
DSWD	Department of Social Welfare and Development
ECOWAS	Economic Community of West African States
EU	European Union
FAS	Femmes Africa Solidarité
FCO	Foreign Common Wealth Office
FOKUS	Forum for Women and Development, Norway
GAD	Gender and Development
GNI	Gross National Income
GNWP	Global Network of Women Peacebuilders
ICT	Industry Communication Technology
ICTR	International Criminal Tribunal for Rwanda
ICTY	International Criminal Tribunal for former Yugoslavia
IDP	Internationally Displaced Persons

IOM	International Organisation of Migration
IRF	Immediate Response Facility
UN-INSTRAW	United Nations International Research and Training Institute for the Advancement of Women
LGU	Local Government Unit
MARWOPNET	Mano River Women Peace Network
MARWOPNET-SL	Mano River Women Peace Network- Sierra Leone
MDG	Millennium Development Goal
M&E	Monitoring and Evaluation
MNC	Multinational Cooperation
MOD	Ministry of Defense
MoFA	Ministry of Foreign Affairs
MONUC	United Nations Organization Mission in Democratic Republic of the Congo
MSWGCA	Ministry of Social Welfare, Gender and Children's Affairs
NAP	National Action Plan
NCRFW	National Commission on the Role of Filipino Women
NGLS	United Nations Non-Governmental Liaison Service
NGO	Non-governmental organization
NSCWPS	National Steering Committee on Women Peace and Security
ODA	Official Development Assistance
OECD-DAC	Organisation for Economic Co-operation and Development – Development Assistance Committee
OPAPP	Office of the Presidential Adviser on the Peace Process, Philippines
OSAGI	Office of the Special Advisor to the Secretary-General on Gender Issues and the Advancement of Women
OSCE	Organisation for Security and Cooperation in Europe
OXFAM-GB	Oxford Committee for Famine Relief- Great Britain
PAPP	Presidential Adviser on the Peace Process
PBF	Peacebuilding Fund
PCW	Philippine Commission on Women
PDPW	Philippine Development Plan for Women
PRBS	Poverty Reduction Budget Support
PRS	Poverty Reduction Strategy
PSWG	Peace Support Working Group
RSLAF	Republic of Sierra Leone Armed Forces
RWL	Regional Women's Lobby
SCBV	Sexual Gender Based Violence
SDC	Swiss Development Cooperation
SDGEA	Solemn Declaration on Gender Equality in Africa
SiLNAP	Sierra Leone National Action Plan
SLMWA	Sierra Leone Market Women's Association
SSR	Security Sector Reform
THC	Tommy Hilfiger Corporation
UNDP	United Nations Development Fund



UNFPA	United Nations Population Fund
UNGC	United Nations Global Compact
UNGD	United Nations Global Compact
UNHCR	United Nations High Commissioner for Refugees
UNIFEM	United Nations Development Fund for Women
UNIPSIL	United Nations Integrated Peacebuilding Office in Sierra Leone
UNMIL	United Nations Mission to Liberia
UN-NGLS	United Nations Non-governmental Liaison Service
UNOWA	United Nations Office for West Africa
UNPBSO	UN Peacebuilding Support Office
UNSCR	United Nations Security Council Resolution
UN TWGI	United Nations Technical Working Group on Indicators
VAW	Violence Against Women
WANEP	West African Networks for Peacebuilding
WANEP-SL	West African Networks for Peacebuilding- Sierra Leone
WILPF	Women's International League for Peace and Freedom
WIPNET	Women in Peacebuilding Network
WO=MEN	Dutch Gender Platform
WONGOSOL	Women's NGO Secretariat of Liberia
WOPPA	Women as Partners for Peace in Africa
WPS	Women, Peace and Security

# 01

## Introduction

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*Public budgets are not mere financial and economic tools, but are the basic framework within which the model of socio-economic development is shaped, criteria of income re-distribution are set and political aims are prioritized. (European Parliament, 2003)*

Over the last decade the policy environment on women and peace and security (WPS) has gained significant momentum. Following the adoption of the landmark United Nations Security Council Resolution (SCR) 1325 on Women and Peace and Security in October 2000, SCR 1820, which responds to the issue of sexual violence in conflict, was passed in June 2008. In September 2009, the Security Council adopted SCR 1888, a resolution that identified specific actions against sexual violence in conflict, including the appointment of a Special Representative of the Secretary General to lead efforts to end conflict-related sexual violence. In October 2009 SCR 1889 was approved. SCR 1889 seeks to strengthen the UN's commitment to engage women in peace negotiations; in governance and financing of post conflict recovery; and in peacebuilding initiatives. The other key feature of SCR 1889 is the development of a set of global indicators to track the implementation of SCR 1325. On December 16, 2010, the UN Security Council adopted SCR 1960, a resolution on sexual violence in conflict that would further strengthen commitment and political will to prevent sexual violence, combat impunity and enforce accountability. It requests the UN Secretary General to establish monitoring, analysis and reporting arrangements on conflict-related sexual violence including a yearly publication of a list of armed groups that target women for sexual abuse.

The four resolutions that followed the adoption of SCR 1325 have reinforced the normative standards for protection of women's rights, during and after conflict and for addressing their specific needs in the recovery and peacebuilding period. These four resolutions inspire as well as encourage careful planning and reflection to ensure effective implementation. Such

a reflective process should include an assessment of what has been invested and achieved, what more needs to be done, and how the availability or lack of financial resources contribute to the full and effective implementation of SCR 1325 and the supporting resolutions on WPS.

SCR 1325 addresses a broad range of issues including but not limited to women's participation in decision-making at all levels; protection of women and girls' rights; prevention, management, and resolution of conflict; needs of male and female ex-combatants; and training for military and civilian police personnel in peacekeeping operations. The wide range of issues that SCR 1325 covers involves an equally wide range of actors and requires a significant investment of resources. This in turn necessitates strategic fund sourcing and prudent resource management. The growing scarcity of resources, and competing global priorities make fund sourcing and resource management for 1325 implementation a very challenging task. Financing 1325 implementation entails a thorough review of how much is needed; what funds are available; what the spending trends are; to whom and how funds are allocated.

**In light of these challenges, this study aims to:**

1. Examine the current resources available and identify the different actors involved in costing and financing the implementation of SCR 1325 and WPS programming at the national level; and
2. Draw initial analysis of what financial resources have been invested.

This paper is divided into five parts: the introduction; the normative framework on women and peace and security; implementing resolution 1325; financing women and peace and security; and implications of funding nation action plans. The section on financing women and peace and security includes case studies on gender budgeting; an illustration of funding flows and channels; and the resourcing of local NGOs.

The paper looks at the various sources of funding for the implementation of SCR 1325 and the supporting resolutions 1820, 1888, 1889 and 1960. The sources can be divided into internal and external sources and further divided based on where they originate. Bilateral agencies, private foundations and NGOs have financially supported or facilitated funding for SCR 1325 and other WPS initiatives. Various UN agencies have likewise been active in facilitating funding, initiating and supporting projects and programs that implement the resolution. There are also indications that the private sector could potentially contribute to generating resources towards the implementation of SCR 1325.

As for actual implementation of SCR 1325, particularly at the national level, the main responsibility lies in the hands of national governments. Per Article 25 of the UN Charter, UN members "agree to accept and carry out the decisions of the Security Council" (United Nations 1945). In the case of WPS, such decisions are reflected in SCR 1325 and subsequent presidential statements (PRSTs) that have called upon member states to prepare national action plans and other national level strategies for its implementation. At the time of writing this report, 25 countries have developed

and adopted NAPs focusing on SCR 1325: Austria, Belgium, Bosnia and Herzegovina, Canada, Chile, Côte d'Ivoire, Denmark, the Democratic Republic of Congo, Estonia, Finland, France, Iceland, Liberia, Nepal, the Netherlands, Norway, the Philippines, Portugal, Rwanda, Sierra Leone, Spain, Sweden, Switzerland, Uganda, and the United Kingdom. The NAPs have diverse thematic and geographical targets and involve different actors and resources. Each country context determines priorities, the sources and usage of funds, the staffing requirements and other resources required to implement SCR 1325 and address women and peace and security issues broadly. Regional organisations such as the African Union (AU) and the European Union (EU) also play an important role in promoting implementation among their member countries. The AU adopted the Solemn Declaration on Gender Equality in Africa (SDGEA) in July 2004 (African Union 2004). The SDGEA strengthens African ownership of the gender equality agenda and raises the profile of gender equality and women's empowerment issues at the highest political level in Africa. Through the SDGEA, AU Member States commit to ensure women's full and effective participation in all peace processes as stipulated in SCR 1325; as well as to appoint women as AU Special Envoys and Special Representatives. The EU Political and Security Committee approved the joint document of the Council Secretariat and the Commission: "Comprehensive approach to the EU implementation of the United Nations Security Council Resolutions 1325 and 1820 on women, peace and security" (Council of the European Union 2008) on 3 December 2008.

This paper also discusses the role of civil society organisations as key actors in facilitating financing for the implementation

on SCR 1325. It is a well-known fact that CSOs have been at the forefront of SCR 1325 implementation around the world. They have continuously raised awareness of the resolution; and built the capacity of various stakeholders to understand and implement it as an instrument to ensure women's full and equal participation at all levels of decision-making on peace and security issues. Moreover, CSOs have initiated and worked with governments in the development of national action plans. They have demanded greater political will and accountability from governments; the UN; fellow CSOs; and other stakeholders, such as the private sector. As part of their demand for greater accountability, CSOs have carried out independent monitoring initiatives. In addition to all of these important contributions, CSOs have also provided funding or facilitated financing for 1325 implementation.

Additionally, the paper examines the role of the private sector in advancing the

WPS agenda broadly and in financing the implementation of SCR 1325 specifically. The private sector has supported women's issues and concerns such as health, access to education, and prevention of violence against women. However, the private sector has not been known to be involved in supporting WPS issues.

The study behind the paper explored various avenues to access data on funding for 1325 implementation. However, due to the varied approaches to gender equality and peace and security programming among governments and organizations involved in 1325 implementation, accessing comparable numerical figures on 1325 spending was very difficult. This was compounded by varying internal financial policies and the sensitive nature of resource usage and government spending, especially on security issues. Moreover, there is neither a standardized tracking system nor a specific 1325 earmarking mechanism within peace and security programs of government agencies and donor organizations.

**The study made use of the following research methodologies:**

- Desk and literature review;
- Document analysis;
- Review of publicly accessible national action plans (NAPs) and international reports;
- Consultations with the Global Network of Women Peacebuilders (GNWP) on existing and needed resources for the implementation of WPS initiatives at the local level;
- Interviews with individual stakeholders including but not limited to focal persons in government, CSOs, the UN and the private sector working on WPS action planning; and
- Questionnaires and surveys sent to stakeholders of the private sector and governments of countries that have already adopted a NAP. (Please see Annex 2 for the sample questionnaires.)



The study features case studies on resource generation and financing 1325 implementation in Colombia, Liberia and Sierra Leone, the Philippines, and the Netherlands. The country case studies were carried out to provide concrete examples of implementation of SCR 1325 in different socio-cultural and political contexts. Colombia, Liberia and Sierra Leone, the Philippines and the Netherlands were selected to illustrate the diversity of strategies to finance 1325 implementation and related women and peace and security programs; and to draw lessons from each experience. For example, this paper presents information about Liberia and Sierra Leone, two post-conflict countries that have developed 1325 national action plans with a local and national focus. In the case of the Netherlands, the national action plan concentrates on activities outside its own state borders with outstanding coordination with civil society organisations. Colombia has been chosen to demonstrate the engagement of different actors in WPS issues in the absence of a NAP on 1325. The Philippines was selected as a case study because of its innovative approach to funding 1325 implementation.

Additional data and feedback were gathered during the initial presentation of the study at the 2010 session of the Commission on the Status of Women. The paper was also reviewed by experts in financing for development and researchers on financing for women and development.

# 02

## Outlining the Normative Framework

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The following section presents the normative framework that guides women and peace and security programming.

In the context of this paper it is important to understand what is meant by “security.” Security has been largely debated and interpreted in different ways. There has been a shift from a state-centred understanding of security, where outside aggressors are considered the major threat to the nation state, to a focus on human security which stresses the importance of the individual and her or his ability and freedom to decide and act (UN-OCHA 2003). The Human Security Unit of the UN Office for the Coordination of Humanitarian Affairs points out that security does not only mean the protection of the state and its institutions, but includes the protection of individuals and groups from fears and threats they face in their daily lives (UN-OCHA 2003).

Former Prime Minister of Japan Keizo Obuchi reinforces the notion of human security. In his presentation at The Asian Crisis: Meeting the Challenges to Human Security in Tokyo in December 1998, he stated:

It is my deepest belief that human beings should be able to lead lives of creativity, without having their survival threatened or their dignity impaired. While the phrase “human security” is a relatively new one, I understand that it is the key which comprehensively covers all the menaces that threaten the survival, daily life, and dignity of human beings and strengthens the efforts to confront those threats (Obuchi 1998).

The notion of human security necessitates a response that is not only military or economic in nature. It requires social inclusion and a participatory, transparent and inclusive process of policy making. This in turn can result in overlapping of certain areas of intervention in peace and

security work that all peace and security stakeholders need to be aware of.

The scenarios and definitions of what security means in the 21st Century require collaboration between different sectors to avoid overlap and to build a complementary response. In this new context, coordination is essential in all areas of work as well as in the disbursement of foreign aid for this purpose. In its publication “Making the Linkages: Gender Equality, Women’s Empowerment and the Paris Declaration of Aid Effectiveness” (OECD 2011), the OECD-Development Assistance Committee emphasizes that development aid and international cooperation rely on the ownership of all actors involved and therefore requires participation by all stakeholders, including civil society, the media, communities, service providers, parliament, line ministries and local level governance structures.

There is no doubt that women’s participation in policy discussions and decision-making is critical. However, this has to be put in the proper perspective. The 2010 policy brief “Gender Responsive Peace and Statebuilding,” produced by Cordaid and WO=MEN, explains:

Yet a single focus on increasing the number of women participating or even leading in decision-making processes is not enough. It leaves untouched the social-cultural ideals that inform those decision-making processes: cultures of violence and patriarchal political systems that reproduce or even strengthen existing gender power inequalities. These social-cultural gender ideals are not solely supported by men and undemocratic leaders. They are reproduced by the society as a whole:

by men and women, by power-holders and subordinates (Cordaid and WO=MEN 2010).

Furthermore, the “Gender Responsive Peace and Statebuilding” policy brief suggests that gender is often considered a luxury aspect of development projects that is added at the last moment, when it is time for implementation. This blocks an effective response to the different needs and opportunities of different groups, especially in the context of armed violence. SCR 1325 was the first resolution



### a) Women and Peace and Security (WPS)

of the Security Council to address WPS issues. Like most policies that promote gender equality and women’s empowerment, it was a product of sustained advocacy by different actors, especially civil society organisations. The resolution’s pillars are commonly described as the “three Ps:”

**Participation** of women in decision-making at all levels in conflict resolution and peace processes;

**Representation** of women in national, regional and international institutions and mechanisms for the prevention, management, and resolution of conflict; and

**Protection** of, and respect for human rights of women and girls

International conferences and dialogues as well as national action plans (NAPs) have developed additional dimensions, such as “prosecution of sexual and gender-based

violence” and the “promotion of women’s rights,” aiming to broaden the scope of the resolution.

#### i. Sexual violence in conflict

Sexual and gender-based violence (SGBV) committed during and post conflict is addressed in SCR 1325. The resolution urges all parties to armed conflict to take special measures to protect women and girls from gender-based violence, rape and other forms of sexual abuse. It stresses the responsibility of Member States to end impunity and prosecute those responsible for genocide, crimes against humanity, and war crimes including those relating to sexual and other violence against women and girls, and exclude these crimes from amnesty provisions. Prior to this, sexual violence in conflict had been addressed by international human rights, humanitarian and international criminal law and prosecuted through the tribunals for the former Yugoslavia (ICTY) and Rwanda (ICTR) and the International Criminal Court (ICC).



The issue of sexual violence in conflict situations was given more emphasis in SCR 1820 and the supporting resolutions. Adopted on 19 June 2008, SCR 1820 focuses on the protection from and response to sexual violence committed against not only women but civilians in general. Its wording is more explicit and demanding than the recommending tone of SCR 1325. 1820 urges and requests responses by the UN system, especially the Secretary-General and Member States.

SCR 1888 (on 30 September) and SCR 1889 (on 5 October) were adopted just days apart in 2009. SCR 1888 reinforces the provisions of SCRs 1325 and 1820, emphasizing the different roles and responsibilities of the UN; regional organizations such as the African Union and European Union; and national governments. One of its key features is the demand for high-level leadership in the form of a Special Representative of the Secretary-General on sexual violence in conflict. UN Secretary-General Ban Ki Moon responded by establishing this post and appointing Margot Wallström from Sweden. SCR 1960 further reinforces commitment and political will to prevent

sexual violence and end impunity. It calls on the UN Secretary General to put in place monitoring, analysis and reporting arrangements on conflict-related sexual violence including annual publication of a list of armed groups that target women for sexual abuse.

Recognizing their crucial role in peacebuilding initiatives SCR 1889 stresses the importance of acknowledging women not just as victims of armed conflict but also as agents of peace. The language is bolder and more concrete than in the preceding resolutions, containing a component that calls for comprehensive assessment and monitoring and evaluation (M&E) mechanisms when it comes to the implementation of women and peace and security provisions. In addition, it:

Requests the Secretary-General to ensure that relevant United Nations bodies, in cooperation with Member States and civil society, collect data on, analyze and systematically assess particular needs of women and girls in post-conflict situations, including, inter alia, information on their needs for physical security and participation in decision-making and post-conflict planning, in order to improve system-wide response to those needs (UNSC 2009).

## ii. Indicators on Financing Women and Peace and Security

While the United Nations Interagency Taskforce on Women, Peace and Security under the leadership of the then Office of the Special Advisor to the Secretary-General on Gender Issues and the Advancement of Women (OSAGI) monitored the

implementation of SCR 1325 within the UN system, resolution 1889 goes further and “Requests the Secretary-General to submit to the Security Council a set of indicators for use at the global level to track implementation of SCR 1325 (2000), which could serve as a common basis for reporting by relevant United Nations entities, other international and regional organizations, and Member States” (UNSC 2009).

Following this request, the UN Technical Working Group on Indicators (UN TWGI) was formed to develop a common set of indicators for tracking 1325 implementation globally. The Technical Working Group as well as other concerned entities also held discussions on the data collection requirements.

The following indicators developed by the UN TWGI presented by the Secretary General at the meeting of the Security Council in April 2010 draw attention to the budgeting and financial allocation for the implementation of the resolution:

**Indicator 22: Extent to which strategic planning frameworks in conflict-affected countries incorporate gender analysis, targets, indicators and budgets (UNSC 2010)**

**Paragraph 38 in SG report:** This indicator would track the level of inclusion of gender issues at four levels: analysis, target-setting, indicators and budgets. Particular attention will be paid to national planning frameworks with significant participation of the United Nations system, such as post-conflict needs assessments, consolidated appeal processes, common country assessments, the United Nations Development Assistance Framework, integrated strategic frameworks,

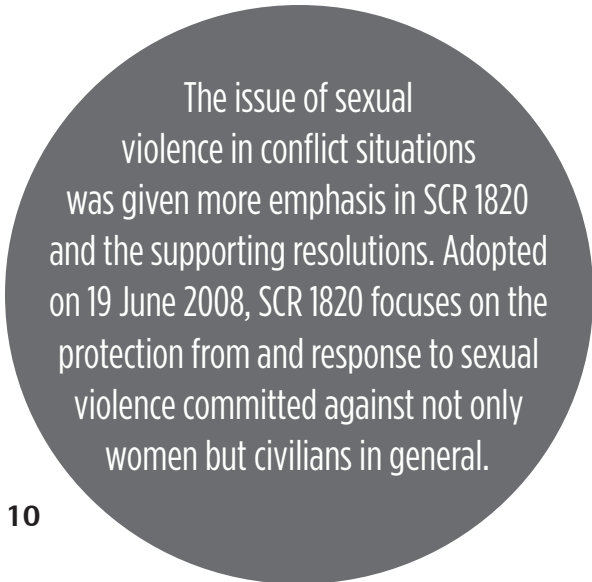
and integrated mission planning processes. Other important national-level planning frameworks to consider are poverty reduction strategy papers, national recovery plans, and national action plans. This indicator is responsive to paragraphs 7, 17 and 18 of resolution 1325 (2000) (UNSC 2010).

**Indicator 23: Proportion of the allocated and disbursed funding to civil society organizations, including women’s groups, that is spent on gender issues in conflict-affected countries (UNSC 2010)**

**Indicator 24: Actual allocated and disbursed funding in support of programmes that address gender sensitive relief, recovery, peace and security programmes in conflict-affected countries (UNSC 2010)**

**Paragraph 39 in SG report:** Indicators 23 and 24 track the availability of funding to support gender programming in conflict-affected countries. For indicator 23, the proportion of allocated and disbursed funding that civil society organizations and women’s groups devote to gender issues in conflict-affected countries would be disaggregated by sector of intervention and recipient. This indicator is responsive to paragraph 8 of resolution 1325 (2000) and paragraph 13 of resolution 1820 (2008) (UNSC 2010).

**Paragraph 40 in SG report:** There is an urgent need to track how much is being spent on addressing gender issues in conflict-affected countries. This indicator seeks to determine and track this – in terms of both allocations and disbursements. The data would be disaggregated to reflect, among others, funding through United Nations entities, other international



organizations, bilateral donors and national Governments. The data would also be disaggregated by the sector of intervention, the recipient (national Governments, civil society organizations, etc.) and level of inclusion of gender issues. This indicator is responsive to paragraph 8 of resolution 1325 (2000) and paragraph 13 of resolution 1820 (2008) (UNSC 2010).

Moreover, the following indicators bring attention to the resource allocation for benefits that go to individual women and girls in conflict-affected situations:

**Indicator 25b: Number and percentage of women and girls receiving benefits through reparation programmes, and types of benefits received (UNSC 2010)**

**Indicator 26: Number and percentage of female ex-combatants, women and girls associated with armed forces or groups that receive benefits from Disarmament, Demobilisation and Reintegration (DDR) programmes (UNSC 2010)**

There are some principles that need to be observed to ensure the effective usage of indicators. For any group working on the ground, the development and use of the indicators should be guided by applicability and acceptability at the local level. The indicators should also be specific, measurable, achievable, relevant and time-bound.

It is hoped that the use of the indicators will facilitate systematic collection of baseline data and track the implementation of SCR 1325 globally. The actual use of the indicators will improve decision-making for ongoing programme and project management; promote coordination and accountability of all stakeholders; ensure

consistency between activities, outputs, outcomes and impacts; and identify remedial actions that need to be taken in women and peace and security policy and decision-making and programming.

### **iii. Civil society indicators and monitoring initiative**

The Global Network of Women Peacebuilders (GNWP) contributed to this effort by identifying and developing a set of indicators to track the implementation of SCR 1325 at the country level. GNWP built on the efforts of the UN TWGI through coordination with agencies involved in the indicators development process such as UNIFEM. While some of the indicators selected by the Technical Working Group and GNWP are similar, GNWP members and partners are populating the indicators and analyzing the outcomes from a purely civil society perspective. GNWP included two indicators that assess funds earmarked for WPS programs, and projects of civil society organizations as well as of governments. The outcomes of the GNWP monitoring in Afghanistan, Burundi, Canada, DRC, Fiji, Nepal, Netherlands, Philippines, Rwanda, Sierra Leone and Uganda were published in the book "Women Count – Security Council Resolution 1325: Civil Society Monitoring Report" and presented during for the 10<sup>th</sup> anniversary of 1325 in New York in October 2010. It is envisioned that the outcomes will serve as baseline data for future 1325 and WPS interventions at country level. GNWP members and other WPS advocates also hope that the initiative will encourage Member States to do their own systematic and regular monitoring of 1325 implementation.

The Global Monitoring Checklist on Women Peace and Security, a five-country (Afghanistan, the Democratic Republic of Congo, Nepal, Northern Ireland and Sri Lanka) monitoring study by Gender Action for Peace and Security UK, conducted in 2009, also included "National government financial resources" as one of the indicators. The study's key finding was: "Dedicated budget allocations for UNSCR 1325 across national government departments are very limited and funding for civil society organizations working on gender, peace and security and women's issues is inadequate" (GAPS-UK 2009).

### **iv. Other international norms**

The WPS resolutions do not stand alone but are rather embedded in a web of international provisions that promote and protect women and girls' rights. The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), adopted in 1979, is a strong legal instrument for the promotion of women's rights when ratified by a Member State. There are several links between the Convention and the WPS resolutions. The CEDAW Committee in reference to Article 6 of the Convention defined in its 19<sup>th</sup> general recommendation on violence against women, calling it "a form of discrimination that seriously inhibits women's ability to enjoy rights and freedoms on a basis of equality with men" (United Nations 1992). Sexual harassment, exploitation and sexual, physical and mental harm fall under this definition. The Committee also asserted that: "Wars, armed conflicts and the occupation of territories often lead to increased prostitution, trafficking in women and sexual assault of women, which require specific protective and punitive measures" (United Nations

1992). Looking at implementation strategies and the importance of comprehensive and coordinated data collection and monitoring of implementation efforts as mentioned in SCR 1889, it becomes clear that different gender policies are most efficient when connected to each other. This means not only connected to CEDAW and the resolutions, but also connected to broader political commitments.

For instance, the United Nations Fourth World Conference on Women in Beijing (1995) also addressed the gender dimension of security policies. Section E of the Beijing Platform for Action is on Women and Armed Conflict. It contains strategic objectives and outlines the actions to be taken by governments, intergovernmental organizations and NGOs to promote and protect women's rights during conflicts. The Platform for Action also notes that "grave violations of the human rights of women occur, particularly in times of armed conflict, and include murder, torture, systematic rape, forced pregnancy and forced abortion, in particular under policies

Looking at implementation strategies and the importance of comprehensive and coordinated data collection and monitoring of implementation efforts as mentioned in SCR 1889, it becomes clear that different gender policies are most efficient when connected to each other.

of 'ethnic cleansing.'" (United Nations 1995). It also recognized that parties to the conflict often rape women with impunity sometimes using systematic rape as a tactic of war and terrorism. The unequal status of women in society was named as one reason for sexual violence towards women. Other strategic objectives request the response to women and peace and security issues to include the following:

- **Strategic objective E.1.** Increase the participation of women in conflict resolution at decision-making levels and protect women living in situations of armed and other conflicts or under foreign occupation.
- **Strategic objective E.2.** Establish action to investigate and punish members of the police, security and armed forces and others who perpetrate acts of violence against women, violations of international humanitarian law and violations of the human rights of women in situations of armed conflict.
- **Strategic objective E.3.** Promote non-violent forms of conflict resolution and reduce the incidence of human rights abuse in conflict situations.
- **Strategic objective E.4.** Promote women's contribution to fostering a culture of peace (United Nations 1995).

The legal power of an international treaty such as CEDAW, which is ratified by 185 UN member States and a guiding principle for most countries around the globe, combined with regional commitments to WPS policy and the WPS UN resolutions puts the protection of women in armed conflict on top of the international agenda.

## b) Financing Development, Peace, and Equality

The UN World conferences in the 90s – i.e. on the environment, population and development, social development, human rights and women – and policy agendas such as Poverty Reduction Strategy Papers and the Millennium Development Goals (MDG) defined the priorities for resource allocation for most donors.

The Association for Women's Rights in Development (AWID) paper in 2006 titled "Where is the Money for women's rights? – Assessing the role of donors in the promotion of women's rights and the support of women's organizations" states:

...while gender equality is a major structural cause of poverty, it hardly factors in the MDG machinery. Goal Three, which is generally known as the gender equality goal, is about closing the gender gap in primary and secondary education. While this is an extremely important goal, it is irrelevant for the many countries, including developing ones, which have already achieved it. As a normative framework, the MDGs are a significant step backwards from already existing frameworks, such as the Beijing Platform for Action and Convention on the Elimination of All Forms of Discrimination against Women (CEDAW). [...] Yet women's organizations feel that many of their donors are pushing them in that direction. In fact some governments and global bodies expect that the MDGs will continue to dictate the directions of donor money throughout the coming years (Clark, Sprenger and Veneklasen 2006).

A paper on the Financial Requirements of Achieving Gender Equality and Women's Empowerment prepared by the World Bank in August 2006 provides additional explanation on the MDGs and funding for gender equality. The paper notes that most of the time, promising policy initiatives for gender equality and women's empowerment flounder as insufficient resources are allocated to implement them. This is often due to the shift from women-specific projects to gender mainstreaming because mainstreaming has not been linked to flows of funding across all sectors (Grown et al. 2006). The routines of government resource allocation have not generated information about financing requirements and funding gaps for the achievement of gender equality and women's empowerment.

In some instances, the efforts to achieve the MDGs have opened new opportunities to develop or strengthen gender policies and increase funding allocation by national governments. In the case of the Netherlands the provision of resources for MDG3 has increased support for SCR 1325 implementation.

The Dutch NAP for example makes the link clear by establishing an argument to implement the resolution on the basis of the promise to achieve the MDGs:

As the coalition agreement of the Fourth Balkenende government clearly indicates, Dutch development policy includes working actively through Project 2015 to achieve the Millennium Development Goals. [Furthermore,] Women's political and socioeconomic



development plays a central role in achieving these MDGs. The Minister for Development Cooperation has also said explicitly that the position of women will be one of his priorities. In the next four years, the Dutch government will pay more attention to implementing resolution 1325 (Netherlands Ministry of Foreign Affairs 2007).

Political will was not the only benefit that came from linking the Dutch NAP to the MDGs framework. It also helped increase its financing. As the NAP states, "Additional resources have accordingly been earmarked to improve the position of women, particularly through the MDG3 Fund" (Netherlands Ministry of Foreign Affairs 2007).

Financing the implementation of SCR 1325 and the political framework of different action planning processes are not only a matter of internal policy but also depend on external funds and involve funds allocated for external WPS activities. Some countries emerging from conflict, such as Côte d'Ivoire, Liberia and Uganda, have received and hope to continue to receive funding for the development and most importantly the implementation of their NAPs. However, of the 25 countries that have developed NAPs and aim to implement the resolution, the majority are European countries (and Canada) that are not directly affected by conflicts. The implementation of SCR 1325 in these countries falls under their foreign policy. In such instances the importance of linking diplomacy, defence and development policies (also known as the three D approach) is increasingly recognized and demanded.

### **i. Official Development Assistance (ODA)**

When looking at the provisions and context of Official Development Assistance (ODA), there is a difference between general development aid and the assistance given to countries in 'fragile state' contexts. For example, in 2007 half of the ODA destined for 48 fragile and conflict-affected states benefited just five countries: Iraq (23 percent), Afghanistan (9.9 percent), Ethiopia, Pakistan and Sudan, and around a fifth was in the form of debt relief (OECD 2009). Fluctuations in aid are larger in fragile and conflict-affected states than in other developing countries. Seven countries experienced fluctuations of aid in excess of 5 percent of GDP over 1990-2005: Burundi, the Democratic Republic of Congo, Eritrea, Guinea Bissau, Liberia, Sierra Leone and the Palestinian Administered Areas.

This underlines the need for better coordination in the distribution and usage of development aid. The Monterrey Consensus (2003) stated: "In the increasingly globalizing interdependent world economy, a holistic approach to the interconnected national, international and systemic challenges of financing for development – sustainable, gender-sensitive, people-centred development – in all parts of the globe is essential" (International Conference on Financing for Development 2003). The Consensus calls for gender-sensitive investment, social services, gender budgeting and the empowerment of women. It further encourages governments to "mainstream the gender perspective into development policies at all levels and in all sectors" (International Conference on Financing for Development 2003).

**The Paris Declaration, an international agreement adopted by donors and ODA recipients in March 2005 emphasizes the alignment between donor and recipient countries using local structures, needs and capacities. It has the following principles:**

**Ownership** – developing countries set their own strategies for poverty reduction, improve their institutions and tackle corruption.

**Alignment** – donor countries align behind these objectives and use local systems.

**Harmonization** – donor countries coordinate, simplify procedures and share information to avoid duplication.

**Results** – developing countries and donors shift their focus to development results, and results get measured.

**Mutual accountability** – donors and partners are accountable for development results (OECD 2005).

The Development Assistance Committee of the Organisation for Economic Co-operation and Development (OECD-DAC) has stated that "Gender equality and women's empowerment are fundamental cornerstones for achieving development results and the ultimate goals of the Paris Declaration, namely to increase the impact of aid on reducing poverty and inequality, increase growth, build capacity and accelerate achievement of the Millennium Development Goals (MDGs). Moreover, gender inequalities are costly and undermine development effectiveness" (OECD-DAC 2008).

In her paper "Mapping Aid Effectiveness and Gender Equality in Africa – Regional Issues and Trends" Jacinta Muteshi explains that the Paris Declaration has significant implications for the achievement of gender equality and women's empowerment (Muteshi 2008). The paper calls for the transformation of development assistance from small projects by many individual donors to joint program-based approaches that combine several donors' funds to achieve a greater impact. Muteshi further notes that duplication of administration, monitoring and reporting would be reduced by directing funding through the budget and public financial management systems of recipient countries. Additionally, it would facilitate dialogue between government and donor partners and improve national budgeting systems and procedures (Muteshi 2008). However, Muteshi also points out that while bigger integrated programmatic approaches may be more efficient, they may also reduce the flexibility that has enabled gender equality advocates and civil society groups, including those working on human rights, to obtain small amounts of funding that have been very strategic in the past in enabling funding for innovative initiatives. Moreover, since the amounts were small, individuals within a donor organization also had a greater degree of flexibility to support work in unconventional areas promoting new ideas such as gender mainstreaming, violence against women, time allocation studies, trafficking and migrant workers – areas that are now regarded as mainstream. Besides, many civil society groups, including women's organizations, may not have the absorptive capacity to deal with big amount of funds (Muteshi 2008).

Local women's organisations utilize their knowledge of cultural patterns and gendered practices in advocacy work to

create concrete change and impact policies. It is largely due to many small women's organisations that SCR 1325 today has the power to influence national policies and mobilise funds for the most vulnerable. Funding big NGOs alone reduces the diversity of approaches and strategies to peacebuilding that many small NGOs bring.

The OECD underlines that "funding the work of CSOs that provide support and services to women affected by conflict and that promote women's voices at all levels of decision-making is crucial to the promotion of SCR 1325. It is particularly important to support the work of grassroots and community-based initiatives, which are often the only providers of services and support but which also often have very limited capacity and access to funding" (Popovic and Barr 2009).

Nonetheless, the Paris Declaration fails to include gender-sensitive indicators and a specific link to SCR 1325 or gendered security:

In practice, national priorities may be problematic in terms of addressing gender concerns, as the attention to internationally recognized gender equality goals varies widely by national government. Further, even when national governments recognise gender equality goals rhetorically, these policy statements often are not backed up with sufficient funding or allocation of responsibility (OECD 2005).

The progress in the implementation of the Paris Declaration was reviewed at the Third High Level Forum on Aid Effectiveness held in Accra, Ghana from 2-4 September 2008. At the meeting government ministers and agency heads endorsed the Accra Agenda for Action (AAA) to deepen implementation of the Paris Declaration and respond to emerging aid effectiveness issues.

### The AAA highlights the following principles:

**Predictability** – donors will provide information on their planned aid to partner countries 3-5 years in advance

**Country systems** – partner country systems will be used to deliver aid as the first option, rather than donor systems

**Conditionality** – donors will switch from reliance on prescriptive conditions about how and when aid money is spent to conditions based on the recipient country's own development objectives

**Untying** – donors will relax restrictions that prevent developing countries from buying the goods and services they need from whomever and wherever they can get the best quality at the lowest price (Third High Level Forum on Aid Effectiveness 2008).

It is largely due to many small women's organisations that SCR 1325 today has the power to influence national policies and mobilise funds for the most vulnerable. Funding big NGOs alone reduces the diversity of approaches and strategies to peacebuilding that many small NGOs bring.

Moreover, the Accra Agenda of Action refers to gender equality as a guiding principle: "Gender equality, respect for human rights, and environmental sustainability are cornerstones for achieving enduring impact on the lives and potential of poor women, men, and children. It is vital that all our policies address these issues in a more systematic and coherent way" (Third High Level Forum on Aid Effectiveness 2008).

Countries and organizations committed to these declarations and agreements need to "put the money where their mouth is" and invest in women's organizations and policies (Riordan 2000). The principles cited in these international instruments and the overall normative framework are very much in line with the principles of SCR 1325. The allocation and management of financial resources for advocacy and programming on peacebuilding, security sector reform (SSR), reintegration of former combatants, protection of women and girls from sexual and gender-based violence and the prevention of armed conflict need to be prioritized, coordinated and harmonized.

The technical assistance and financial contribution of UN entities in the development of some of the national action plans in less developed countries also need to be pointed out. Although the total contributions and funds available for women and peace and security from multilateral organizations are not sufficiently monitored, the contributions and activities of UN agencies around the globe are monitored through the System Wide Action Plan. UNFPA, OSAGI and UNIFEM for example have organised a series of workshops in different countries to support the development and use of indicators in the specific NAPs on SCR 1325.

### ii. Gender Mainstreaming

Gender mainstreaming has been widely promoted as the tool to integrate a gender perspective in policy development, research, advocacy, dialogue, legislation, resource allocation, planning, implementation and monitoring of programs and projects. However, many institutions lack the knowledge, capacity and resources to do this. Often the gender dimension has suffered due to the lack of targeted action for the most vulnerable populations. Some even argue that, "because it has lacked a women's empowerment focus, mainstreaming became a depoliticized technical instrument with few returns for women on the ground" (AWID 2008).

Gender mainstreaming is inextricably linked to poverty reduction strategies. Both address inequalities – including gender inequalities – and the vulnerability of women to enable them to overcome their poverty and social marginalization. They also aim to enable women to be more active participants in community management, local governance and national affairs. Consequently, this facilitates their access and control of economic resources.

Poverty reduction support can be either delivered individually or through a collective of donors:

PRBS [poverty reduction budget support] is typically provided through a joint and multi donor arrangement, normally referred to as Partnership General Budget Support. [...] Furthermore, given the nature of budget support (where funds are fungible) and the emphasis given to partner country ownership, it is



virtually impossible to attribute and track the particular effect and impact on gender equality and women's empowerment of any particular donor's budget support contributions (Jensen 2006).

Especially in situations of post conflict and transition, "The climate for foreign direct investment is also threatened by continued conflict and aggression. In an atmosphere of conflict, intense competition is brought about by limited private investment; gender gaps in opportunities to engage in trade will continue to widen" (Akanji 2007). Therefore, a gender perspective needs to be included, on both the donor and recipient side, when transferring funds and supporting specific programmes and organisations.

The different international instruments and guidelines are to be considered when discussing the costing and financing framework for WPS. The normative framework, which guides and supports implementation of WPS initiatives, is multidimensional and complex.

# 03

## Implementing Resolution 1325



*Women play a significant role in addressing peace and conflict issues. They serve as negotiators and mediators between and among parties in conflict. They play roles as diverse and as broad as values formators, healers and reconcilers, evacuation center managers, and relief operations coordinators. Such roles if recognized, sustained, strengthened and expanded can make a significant impact in the building of a culture of peace in larger areas of human interaction beyond the local community (OPAPP 2010).*

Even though the normative framework may be comprehensive and clear, the transformation of policy into practice is long and complex. In many cases armed conflicts and violence spill over national borders and require not only a national response but regional and international strategies as well. In this regard the use of international instruments such as SCR 1325 as tools for conflict resolution and prevention, demand strong collaboration and coordination among different actors. This section aims to discuss in greater detail the roles of different actors and the strategies applied to implement SCR 1325.

...the use of international instruments such as SCR 1325 as tools for conflict resolution and prevention, demand strong collaboration and coordination among different actors.

### a) At the International and Regional Levels

Following the 2004 Presidential Statement from the Security Council (S/PRST/2004/40), the United Nations developed a System Wide Action Plan on SCR 1325 in order to improve, programming, monitoring and reporting on the implementation of the resolution within the UN system. The first system-wide action plan for 2005-2007 was reviewed and a new one developed for 2008-2009. Under the 2008-2009 UN System-Wide Action Plan, implementing agencies list their activities related to participation, prevention, protection, relief and recovery, and normative functions. The action plan is summarised each year in the UN Secretary General's Report on Women, Peace and Security. It is updated on an ongoing basis, and performance indicators and results-based management tools were included in 2007 to make it more transparent, coordinated and effective.

At the level of the Security Council, accomplishment is most evident in the

adoption of resolutions 1820 (2008), 1888 (2009) and 1889 (2009) and 1960 (2010). Most reports of the Secretary-General on peacekeeping missions now include data and information on the impact of conflict on women and the actions taken to address this.

Under the 2008 - 2009 UN System-Wide Action Plan, the Office of the United Nations High Commissioner for Refugees (UNHCR) reports that it has addressed protection and support to women and girls by ensuring the provision of sanitary materials to women and girls of reproductive age receiving humanitarian assistance from the organization. In 2008, 35 operations reported the distribution of sanitary materials at a cost of about US\$1.5 million. The Maka Pads project in Uganda, which was developed to produce sanitary materials using natural and local material, not only meets at least half of the needs of sanitary materials of refugee women in

Uganda, but also provides employment for refugee women (UNSC 2009).

United Nations Development Programme (UNDP) reports that since 2008 it has been implementing its Global Programme on Strengthening the Rule of Law in Conflict and Post-Conflict Situations 2008-2011, which targets 20 conflict and post-conflict countries with support in developing comprehensive and integrated rule of law programs. A major component of these programs is access to justice and security for women and girls, especially victims of sexual violence. To this end, UNDP has designed and supported multi-year rule of law programs in Bosnia and Herzegovina, the Central African Republic, Chad, the Democratic Republic of Congo, Guinea-Bissau, Iraq, Kosovo, Liberia, the Occupied Palestinian Territory, Sierra Leone, Somalia, Sri Lanka, the Sudan and Timor-Leste, which have a strong focus on security and access to justice for women and girls (UNSC 2009).

Meanwhile, the 2010 report of the UN Secretary General on the implementation of SCR 1325 acknowledges that, "Although efforts at coordination have intensified over the years and a system-wide action plan has been developed to guide this effort, a well-coordinated approach to implementing resolution 1325 (2000) is yet to emerge" (UNSC 2010).

The same report notes that although the [2005-2007] System-wide Action Plan was expected to result in measurable improvement in the contributions of the United Nations system to the empowerment of women in conflict areas, its results were disappointing. Citing a review of the performance of the System-wide Action Plan, the UN SG report states: "Respondents were virtually unanimous that the

introduction of the System-wide Action Plan had done little to improve coordination of efforts on women and peace and security within the United Nations system. While it facilitated a systematized mapping of activities, thus helping to identify gaps, it did not facilitate strategic programming, nor was it designed to measure results" (UNSC 2010). In certain cases, this resulted in the duplication and overlapping of activities or in fragmented efforts, the UN SG report added.

Moreover, the 2010 SG report noted that: "Despite the re-conceptualization of the System-wide Action Plan in 2007 as a new 2008-2009 Action Plan with a view to ensuring better coherence and a results-based programming, monitoring and reporting focus, the lack of coherence persists and has limited opportunities for reaping the benefits of economies of scale and building upon lessons learned" (UNSC 2010).

At the regional level, the African Union (AU) and the European Union (EU) have adopted policies in support of SCR 1325 implementation. "The EU Comprehensive Approach to the Implementation of United Nations Security Council Resolutions 1325 and 1820 on Women, Peace and Security" adopted on 3 December 2008 states the EU's commitments to promote the role of women in peace building and to enhance the implementation of SCR 1325 in its external actions. It sets out a common EU approach to the implementation of UNSC Resolutions 1325 and 1820; and provides comprehensive guidance to ensure that the European Union's external actions are shaped to protect women from violence, that they contribute to increased equality between women and men during and after armed conflict and in situations of fragility

(Council of the European Union 2008).

In addition, the Council of the European Union adopted the document "Implementation of UNSCR 1325 as reinforced by UNSCR 1820" that focuses specifically on EU peacekeeping missions (Council of the European Union 2008). Building on a long series of documents prior to these two specific policies, the EU now tries to mainstream gender in its policies and activities, as well as integrate WPS issues in its policy and political dialogues with partner governments. The EU also intends to accurately monitor resources spent and made available on a regional level.

Despite the above mentioned policies, gaps remain between European policy and practice. The CSO position paper on Europe-wide implementation of SCR 1325 entitled, "10 Points on 10 Years UNSCR 1325 in Europe" that was circulated in September 2010 made recommendations to address some of the gaps. It called on the EU and member states to:

1. Prioritize, enable and strengthen the participation of women in peace and security matters
2. Include a set of minimum standards in all WPS action plans / strategies
3. Engage civil society organizations in the development, implementation and monitoring and evaluation (M&E) of WPS plans
4. Include meaningful indicators and M&E mechanisms in WPS action plans and strategies
5. Allocate specific WPS resources (financial and human)

6. Appoint a high-level representative on women, peace and security
7. Ensure that the European External Action Service contributes to further implementation of SCR 1325 and related resolutions, and functions in line with WPS commitments
8. Strengthen the EU Task Force on WPS to further coordination and implementation
9. Ensure implementation of WPS commitments in CSDP missions
10. Prepare an annual report on European implementation of WPS commitments (EPLO 2010).

The CSO paper further states: "True implementation requires concrete, responsive, time-bound programs, resources and evaluation mechanisms. [T]he EU should "practice what it preaches" and increase the number of women working within its own institutions and appoint women to senior-level positions at the national, regional and international levels" (EPLO 2010).

In Africa, the AU Solemn Declaration on Gender Equality in Africa (SDGEA), adopted in 2004, articulates the commitment of AU Member States to ensure "the full and effective participation and representation of women in peace process including the prevention, resolution, management of conflicts and post-conflict reconstruction in Africa as stipulated in UN Resolution 1325 (2000) and to also appoint women as Special Envoys and Special Representatives of the African Union" (African Union 2004).

AU member states are obliged to report annually on progress made in gender mainstreaming and to support and

champion all issues raised in the SDGEA both at the national and regional levels, and to regularly provide each other with updates on progress made during Ordinary Sessions of the Assembly. However, a review of the African Women's Rights Observatory (AWRO), showed that only the following countries have provided reports: Tunisia, South Africa, Rwanda, Nigeria, Namibia, Mauritius, Lesotho, Ethiopia, Côte d'Ivoire, Cameroon, Burkina Faso and Algeria (AWRO 2009).

In September 2010, representatives of 16 countries in West Africa adopted the Dakar Declaration that spells out the countries' commitment to better implement SCR 1325 (ECOWAS 2010). The Dakar Declaration underscored the need for the effective participation of women in peace processes, the protection of women and girls from conflict-related sexual violence and a reduction in conflicts through the greater involvement of women in preventive diplomacy (ECOWAS 2010). It also stresses the importance of adequate care and humanitarian services during the relief and recovery periods after conflicts, disasters or other crises (ECOWAS 2010).

Part of the commitments that governments outlined in the declaration is the development of national action plans that would outline the steps gender ministries will take to implement SCR 1325 in their countries. The governments also expressed that monitoring and evaluation mechanisms will be set up to check what progress is being made. The Economic Community of West African States (ECOWAS) in collaboration with the UN Office for West Africa (UNOWA) and UN Women will coordinate this process.

The Organisation for Security and Cooperation in Europe (OSCE) Action Plan for the Promotion of Gender Equality calls on OSCE participating States to include gender concerns and women's contribution in the OSCE security policies and activities and to implement SCR 1325 (OSCE 2004). It recommends that participating States create rosters of potential female candidates to serve in the area of conflict prevention and post-conflict management posts; support training and education focusing on the rights of women and girls; share experiences and best practices to engage with women's peace initiatives; and evaluate gender mainstreaming efforts (OSCE 2004).

Among the OSCE countries, Belgium is a strong supporter of initiatives set up for and by women. It supports gender mainstreaming in policies, recruitment, general activities, and emphasizes strengthening local capacities and increasing gender expertise. However, the Belgian government emphasizes that the OSCE Action Plan for the Promotion of Gender Equality (2004) needs further implementation (FPS Foreign Affairs, Foreign Trade and Development Cooperation 2009).



## b) At the National Level

Indeed, there have been advancements in pushing for greater implementation of SCR 1325 at the international and regional levels. However, the true test to the effectiveness of a policy is the level of implementation at the country level. In this regard, the most important contribution of Member States has been the development of national action plans (NAPs) to guide the implementation of SCR 1325. NAPs outline the systematic translation of 1325 and its supporting resolutions into executable, measurable and accountable actions. The effective implementation of NAPs is a key strategy in ensuring the achievement of commitments in the area of WPS. The most effective NAPs are those that reflect the realities of the country; are co-owned by the government, women's groups, the security sector and other stakeholders in the country; and allow for comprehensive and systematic monitoring and evaluation of activities and outcomes with respect to the goals and objectives of the plan.

The 2010 Secretary General's report on WPS states that the ultimate success of national action plans depends on their funding and the commitment to ensure their full implementation (UNSC 2010). Moreover, the same report stresses that the availability of adequate resources [for implementation at the national level] remains a great challenge (UNSC 2010).

At the time of printing this report, 25 countries have adopted national action plans: Austria, Belgium, Bosnia and Herzegovina, Canada, Chile, Côte d'Ivoire, Denmark, Democratic Republic of Congo, Estonia, Finland, France, Iceland, Liberia,

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Nepal, the Netherlands, Norway, the Philippines, Portugal, Rwanda, Sierra Leone, Spain, Sweden, Switzerland, Uganda, and the United Kingdom (PeaceWomen 2011). A number of countries including Australia and Burundi have draft NAPs that are expected to be adopted soon. Other countries such as Colombia, Israel and Fiji have integrated SCR 1325 into their national policy and legislation.

The representative of the Colombian Permanent Mission to the United Nations, Claudia Blum, emphasizes various initiatives of the government and civil society that contribute to the implementation of the resolution, despite the absence of a national action plan:

In Colombia, The Office of the Advisor for Women's Equity has strengthened the incorporation of the gender dimension in all government instances particularly through the policy Women Builders of Peace and Development. This policy is indicative

of the Government's determination to include the gender perspective in a cross cutting manner, in the implementation and evaluation of its public policies. [...] Also to be highlighted is the role of the National Commission for Redress and Reconciliation, institution that was created with the purpose of facilitating the peace process, and the individual or group reintegration of members of illegal armed groups. This Commission seeks to guarantee the rights of victims to truth, justice, and redress. The commission has included the gender perspective in its work, as well as the recommendations contained in Resolution 1325 of the Security Council (Blum 2008).

Germany does not currently have a specific NAP on 1325. The federal government argues that existing action plans such as the NAP on conflict prevention address WPS issues and a separate plan on 1325 is therefore not needed (Gunda Werner Institute 2007).

Justice reform and the adoption of legal provisions that address gender inequality in post-conflict societies are also directly linked with the implementation of SCR 1325. Rwanda provides examples of some laws relating to gender and security that have been adopted in recent years:

- Law n° 47/2001 of 18/12/2001 instituting punishment for offences of discrimination and sectarianism
- Organic Law n° 16/2003 of 27/06/2003 governing political organizations and politicians (i.e., 30 percent representation)

- Organic Law n° 17/2003 of 07/07/2003 related to presidential and legislative elections, ensuring the 30 percent threshold in party representation
- Land Law n° 08/2005 of 14/07/2005, giving women equal rights in land ownership against a cultural background that looked down upon women who were supposed to defer to their men on issues of land
- Law n° 59/2008 of 10/09/2008 providing legal sanctions against Gender-based violence (GNWP 2010).

Even though the implementation of Resolutions 1325, 1820, 1888, 1889 and 1960 does not exclusively depend on the development of national action plans, several Presidents of the Security Council have recommended that action plans on 1325 be developed (UNSC 2002, 2004, 2005, 2006, 2007). Rachel Mayanja, Special Advisor to the Secretary General on Women's Empowerment and Gender Issues, underscores that it is the main responsibility of Member States to develop national implementation strategies (OSAGI 2008). This does not only refer to countries in conflict, but to all UN Member States. A NAP not only ensures adoption of the pillars of SCR 1325 in ways that reflect the realities of women, but it also facilitates coherence and coordination between government agencies; between government, civil society and multilateral agencies; encourages monitoring and evaluation; and promotes accountability.

While national governments carry the main responsibility for the development of NAPs, civil society has been the leading force behind many of the existing NAPs. This was the case in the Philippines, Sierra

Leone and Nepal, where NGOs initiated and played a key role in ensuring that activities and collaboration mechanisms were carefully outlined to promote coordination, inclusiveness, transparency and effectiveness. UN agencies such as UNIFEM, UN INSTRAW and UNFPA have also supported efforts to develop national action plans in developing and least developed countries by providing technical assistance as well as financial resources.

# 04

## Financing women and peace and security



Understanding how policy and public financing choices can support gender equality requires knowledge on several fronts, including: the collection and distribution of resources; financing flows and types; domestic and international contexts; the objectives of macroeconomic and social policy frameworks; and the degree of coherence between economic and social policies (UNIFEM and United Nations Non-Governmental Liaison Service (NGLS) 2008).



The following section aims to demonstrate the complexity of the funding landscape and the challenges to effective usage and management of resources. The situation is much more complex in situations of armed conflict because of the lack of strong governance structures, fragile political environments and huge budget deficits, among many other factors. This section also looks at the potential of the private sector to explore innovative ways to complement exhausted resources.

The work of governments is usually funded by two major sources:

#### 1. Domestic resources:

- Tax revenues from income taxes, sales taxes, customs revenues, property taxes, corporate taxes, etc;
- Privatization and sale of public assets including sale or use of natural resources; and
- User fees for health and education services, highway tolls, administrative fees and other charges for public services.

#### 2. External resources:

- Official development assistance (ODA) [and other forms of development aid from multilateral institutions including the UN and the EU], although not all amounts go directly to public budgets;
- Loans from the World Bank and regional development banks, the IMF [International Monetary Fund] and commercial banks; and
- Tax revenues from trade and private capital flows, including foreign direct investment (FDI) (UNIFEM and NGLS 2008).

The development and implementation of national action plans on SCR 1325 is funded from different sources that include official development assistance (ODA) and national budgets. It must be noted that when funding for a NAP comes from the national budget, the funding is contingent on the ability of the state to mobilize resources domestically, which in turn is inextricably linked with the situation or the relationship with external sources of revenue. For example, if debt payments are high, a government's revenue is significantly lowered, which in turn impacts the government's ability to make budget allocation including allocation for SCR 1325 implementation. Other international economic policies, such as free trade agreements, can also impact a government's budget allocations. When such a trade agreement, for instance, results in the loss of jobs or livelihoods, a country's tax base diminishes, which in turn will affect allocations for policy implementation.

### a. International Development Assistance and Funding

For many developing and less developed countries, policy and programming work on 1325 and women and peace security is often carried out with official development assistance (ODA) funds. ODA consists mostly of direct funding from donor governments to developing country governments. According to the OECD Development Assistance Committee (OECD-DAC), ODA involves loans or grants that are: "(a) undertaken by the official sector; (b) with promotion of economic development and welfare as the main objective; (c) at concessional financial terms (if a loan, having a grant element of at least 25 percent). In addition to financial flows, technical co-operation is included in aid" (OECD 2011). OECD lists the top donors contributing to ODA in 2009: United States, France, Germany, the United Kingdom and Japan. Furthermore, OECD reports that, "Five countries exceeded the United Nations ODA target of 0.7 percent of GNI: Denmark, Luxembourg, the Netherlands, Norway and Sweden. The largest percentage increases in net ODA in real terms were from Norway, France, the United Kingdom, Korea (which joined the DAC with effect from 1 January 2010), Finland, Belgium and Switzerland" (OECD 2010).

The balance between donor objectives and ownership by the recipient country is delicate. Local ownership as well as transparent and participatory funding approaches is needed for the recipient country to effectively develop and implement its programs. Donors cannot exclusively evaluate their provision of support as an altruistic gift, but have a responsibility for collective and global development. Moreover, donors have an

obligation under international human rights agreements such as the International Covenant on Economic, Social and Cultural Rights to provide international cooperation. It is also worthy to note that the OECD-DAC in its 2009 Development Co-operation Report emphasized that funding as well as any other provision of support needs to be reliable and predictable (OECD-DAC 2009). At the same time, it is also important to ensure that the provision of funding and aid lead to the autonomy and not further dependency of a state and its people.

According to the International Development Association Resource Mobilization "About 70 percent of ODA flows have been provided through bilateral organizations and 30 percent through multilateral organizations" (FRM 2007). While within the past five years a number of development agencies – the Department for International Development in the United Kingdom (DFID), the Spanish Agency for Development Cooperation (AECID), the Australian Government's Overseas Aid Program and the Australian Agency for International Development (AusAID) and the Dutch Ministry of Foreign Affairs (DMFA) – have reassessed their spending on gender and increased their budgets, the funding of local women's organizations on the ground seems to have decreased significantly (AWID 2008). Financial support has shifted towards governmental programming and action planning. To the extent that it strengthens the nation state to fulfil its duties to its citizens, such a shift cannot be evaluated as exclusively negative. However, such development may weaken CSOs, whose contributions in promoting the women and peace and security agenda are irreplaceable.

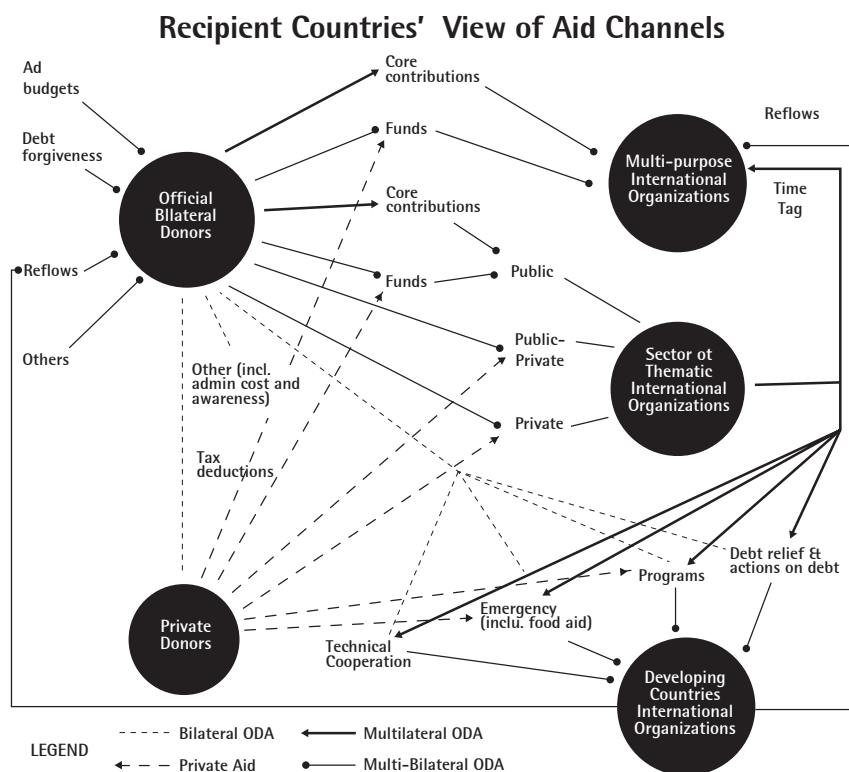
The Department for International Development in the United Kingdom (DFID), for example, states that, "[R]ecent changes in the way we work, including supporting nationally-owned development strategies and delivering more of our aid through government budgets, have presented new challenges and potential opportunities for our work on gender equality" (Jensen 2006).

The chart below demonstrates the flow of ODA and shows the complexity of multilateral, regional as well as national mechanisms and on how many different points those actors are interlinked. This chart also illustrates why gender and security are difficult to separate in these channels.

### i. ODA as tool to ensure gender and security provisions

The OECD-DAC highlights that ODA can embrace WPS provisions through:

1. Management of security expenditure through improved civilian oversight and democratic control of budgeting, management, accountability and auditing.
2. Enhance civil society's role in the security system to help ensure that it is managed in accordance with democratic norms and principles of accountability, transparency and good governance.
3. Supporting legislation for preventing the recruitment of child soldiers.



Source: International Development Association Resource Mobilization 2007

4. Security system reform to improve democratic governance and civilian control.
5. Civilian activities for peacebuilding, conflict prevention and conflict resolution.
6. Controlling, preventing and reducing the proliferation of small arms and light weapons (OECD 2005).

The OECD-DAC collects aid flows at activity level through the Creditor Reporting System (CRS) and expanded CRS (CRS++), and in the form of aggregates through the annual DAC Questionnaire. The data collection is based on a standard methodology and definitions. Data can be used to analyze trends and compare the efforts of donors. To identify the gender dimension of development aid flows, OECD uses two instruments in DAC statistics:

- Sector code for Women's equality organizations and institutions
- Policy marker for gender equality

Donor countries and institutions report on the different areas and sectors they are investing in. Two specific sectors are important for resolution 1325: women's empowerment (OECD DAC Code CRS: 15170) and the sector on conflict prevention and resolution, peace and security (OECD DAC Code CRS: 152xx). WPS issues can also, however, be coded under other sectors such as human rights, health, education, etc. The increase of financial resources for gender issues or the increase of reporting of specific funds are reflected in governmental reports as well as statements made by civil society organizations. In 2008, for example, US\$690 million was specifically dedicated to civil society organizations that deal with

gender issues. However, while there seem to be more funds for gender equality and women's empowerment work, it is unclear whether the money is going towards support for women's organizations of all types and sizes and fund gender equality and women's rights initiative from a human rights approach.

In addition to the sector specific reporting, 23 out of 24 member states of the OECD now report using the gender policy marker when reporting on their spending on development aid (OECD 2009). The Gender marker identifies activities that "are intended to advance gender equality and women's empowerment" (OECD-DAC 2010).

Data on DAC members' aid targeting gender equality and women's empowerment are collected with the help of the gender equality marker in the Creditor Reporting System (CRS). All aid activity reported to the CRS must be screened and marked as either (i) targeting gender equality as a "principal objective" or a "significant objective," or (ii) not targeting the objective. Principal indicates that gender equality was an explicit objective of the activity and fundamental in its design. Significant means gender equality was an important, but secondary, objective of the activity. Lastly, not targeted signifies that the activity was screened for promoting gender equality, but was not targeted to it (OECD-DAC 2010).

Measuring development aid flows to fragile states and their respective gender component within these flows can be linked to SCR 1325. The empowerment of women in countries emerging from or in armed conflict, as well as the support of gender equality in fragile societies, contributes to the promotion of WPS issues.

According to OECD:

Based on data collected in 2007–08, approximately US\$4.4 billion per year was noted in aid support of gender equality in fragile states. The majority of these programs targeted gender equality as a significant objective, and only US\$683 million addressed these considerations as their main objective. Overall, approximately one-third of DAC members' aid in fragile states promoted gender equality. This is only a little more than in other contexts (the share for all developing countries combined is 31 percent). As one can note, the focus on gender equality in fragile situations is implemented only to a limited extent (OECD 2010).

The establishment of a global 1325 fund as well as indicators for tracking implementation can make this complex web of actors, channels and flows easier to track. While "about half of the bilateral contributions channelled through multilateral channels in 2005 went through some degree of earmarking by sector or theme" (IDA 2007), no earmarking mechanisms exist for potential 1325 funding apart from national action plans. In addition, the earmarking of funds for national action plans on SCR 1325 is rare. Switzerland and the United Kingdom are two of the countries that have made efforts to identify these funds specifically out of their regular budgets recently (see section five).

## ii. Support to Women's Groups and Other Civil Society Organizations

In order to increase effectiveness and benefit local communities, the inclusion of local civil society organizations is crucial. The benefits of local ownership, participation and a strong constituency that can guarantee sustainability of any initiative far outweigh any risks. The perceived lack of technical expertise and capacities of local NGOs is considered a risk by some donor organizations and prevents them from entrusting NGOs with funds and other resources. This limitation underscores the need to integrate project and financial management as well as organizational capacity building in all undertakings on WPS, particularly at the grassroots level.

Current data and research from AWID demonstrates that the largest proportion of funds to non-governmental women's organizations are made available through bi- or multilateral agencies such as the UN (32.5 percent), private foundations (14.9 percent) and international NGOs (10.7 percent) (AWID 2008).

While individual donors (US\$7.3 million in 2005) are the largest contributors to women's rights organizations, international organizations, governments and foundations are also a major source of funding. As AWID states, "The majority of organizations have been getting their biggest funding since 1995 from bilateral/ multilateral agencies, large private foundations, international NGOs, individuals, and local governments" (AWID 2008). AWID's 2010 research confirms that these sectors remain crucial. Close to 30 percent of total combined income reported from women's organizations comes from these sectors.

For its research on funding for women's rights and development work, AWID collected information from over 1,000 women's organizations worldwide. While these women's organisations do not necessarily all focus on the implementation of SCR 1325, over 40 percent of the interviewed organisations claim to focus on related issues such as violence against women (AWID 2008).

Using data made available by the OECD on donor reporting under the specific sector for contributions to women's organizations and their publicly available databases, AWID stated in its report that:

The largest donors to gender equality organizations and institutions in 2008 were Spain, the Netherlands, Norway, Germany and the US. Most donors presented in the table below have made steady increases in their support to women's equality organizations. During 2007 and 2008 Canada, Germany, Italy, the Netherlands and Spain showed the most prominent increases in their allocations to the sector. On the other hand, Norway and Denmark saw a drop in their contributions in the same period, although they remain as important contributors to women's organizations. Notably, the US has consistently diminished its support to gender equality organizations and institutions since 2004. [...] However, existing information for 2008 indicates that the top 5 donors for that year (Spain, the Netherlands, Norway, Germany and the US) distributed a total of US\$93 million to non-governmental organizations under this category of women's equality organizations and institutions (AWID 2010).

Ana Lukatela, Coordinator of the Regional Women's Lobby (RWL) for Peace, Security and Justice in South-East Europe reported that, "100 percent of RWL's budget is dedicated to women, peace and security issues. The main donor of RWL has thus far been UNIFEM CEE [UNIFEM Sub-regional Office for Central and Eastern Europe]. UNIFEM funded a 2009 Strategic Meeting, the 2008 Regional Conference and the 2008 Strategic Planning Conference of RWL" (FOKUS survey 2009). Lukatela lists Albania, Bosnia and Herzegovina, Kosovo and Serbia as places where UNIFEM CEE funds other initiatives on gender mainstreaming in the police and security forces. She also mentions the Swedish International Development Cooperation Agency (Sida), as a core donor for the governments in the region on WPS, as well as the Austrian Development Cooperation Agency (ADA), which funded a large regional conference hosted by RWL entitled "Women and Peace-building in the Western Balkans" held in Skopje, Macedonia in June 2010.

There is also new potential for women's organizations in the global North to support organizations in the global South. "Northern civil society organizations (CSOs) may also be encouraged to 'align' to development cooperation priorities and 'complement' bilateral funding to partner countries through direct support for Southern CSOs (including women's organizations)" (AWID 2010). Foundations or international CSOs such as International Alert and CARE have greater access to funds than local women's organizations.

[The Austrian section of CARE, for example], is involved around the world in programs and projects for implementing UN SCR 1325; with the focus on empowering women in



post-conflict. CARE Österreich has a programming focus on implementing UN SCR 1325 in Uganda, Nepal and Burundi, as well as in the Caucasus region. [The] funding is coming from a framework agreement with ADA (Austrian Development Agency), where [it] co-funds 20 percent; and the other program in the Caucasus is EU funded, thus being part of the Stability Pact agreement (FOKUS survey 2009).

In Colombia, many women's organizations and civil society groups are engaged in activities that directly and indirectly support the implementation of SCR 1325 and 1820 despite the absence of a national action plan on these international laws.

### **Case Study: Colombia – Programming women and peace and security initiatives without a NAP**

Colombia has faced socio-political violence involving guerilla and Colombian state actors for more than 50 years. During the 80s, the conflict became more complex with the presence of drug trafficking and illegal paramilitary groups in the production and commercialization zones of poppy and cocaine. As a consequence, there has been internal displacement, forced migrations of a considerable number of victims of the conflict toward the borders of Ecuador, Venezuela and Panama, persecutions of human rights defenders, victims of sexual violence against women and other issues have become part of the daily life of the population. The Colombian armed groups since the 80s have changed direction in their long-term political objectives. "The objective of seizing political power has been further clarified; their goal is to now consolidate its political power in areas with significant natural resources and wealth" (Richani 2003a). "In addition, the trading of illicit drugs has become the main fuel to the conflict" (Valencia 2006). The paramilitary project connected to the drug trafficking, has permeated Colombian politics and the government institutions and at the same time has co-opted sectors of the population to its service, due to unemployment and the lack of state solutions to the structural violence.

Women are affected both directly and indirectly by the conflict, in areas

where illegal armed groups are present or in areas of military confrontations. Women suffer from various forms of violence: displacement, social and economic discrimination and sexual violence. "For women in armed conflict zones, the situation not only has to do with the conflict between different actors: guerillas, military and paramilitary but also has to do with sexual abuse, physical abuse, extortion and pressures in which women find themselves subjected to by the nature of the conflict. Women must bear visible and invisible consequences" (Corporacion Casa de la Mujer 2008).

In Colombia, the women's movement for peace has fought against the effects of armed violence and particularly against gender violence through mobilization and advocating for access to justice for women victims. In this context they have achieved reforms in the Penal Code that specifically criminalizes sexual violence and violence based on gender. The law 1257/2008 was passed for the prevention, attention and the sanction of violence against women and is currently in the process of implementation. In addition, the Constitutional Court decision under Order 092/2008 that recognizes the disproportionate impact of conflict on the lives of women; requires the government to create programs to assist women victims; and rules against cases of sexual violence committed by armed actors, was created. Local [peacebuilding] initiatives have also increased in recent times.

Under the framework of Law 975/2005 for Justice and Peace about 80,000 people have brought their cases before the Office of the public prosecutor. To date only about 20,000, have met requirements. Access to justice, under Law 975 remains difficult. The number of women survivors [of conflict-related sexual violence] continues to increase. Besides being submerged in poverty, women are also heads of the households with underage children to support and protect (Iniciativa de Mujeres por la Paz 2009).

Some activities have been developed at state level to promote SCR 1325 on the ground, such as informational materials on the content of the resolution. Workshops, such as "The participation of women peace-builders and the maintenance of peace" and "Gender, conflict and peace-building" organized by the Presidential Department for the Equity of Women and Ministry of Foreign Affairs with support from UNIFEM; and the Ministry of Foreign Affairs, UNIFEM, Women Waging Peace and the Corporation for Analysis, Research and Education for Peace and Conflict Resolution, respectively, have also been held.

As can be observed from the information reported by the Presidential Office on Gender Equality, there are no programs and no systematic or widespread action for the dissemination of SCR 1325 (Corporacion Casa de la Mujer 2008). Neither a NAP nor other documents about policies that



monitor the different initiatives on the ground exist. Many civil society organizations and international actors receive funds and support for activities that fall under the umbrella of 1325. These activities call for effective collaboration.

Women's organizations and other CSOs have also implemented various women and peace and security projects. The private US-based Hunt Alternatives Fund, for example, supported women involved in the Colombian peace process:

The Institute for Inclusive Security, the main program of Hunt Alternatives traveled to Bogotá May 25-30, 2008 to support the Colombian congressional women's caucus, seek donor commitments for several projects, and document our work in the country. Inclusive Security met with Network members Senators Marta Lucía Ramírez and Gina Parody and Senate President Nancy Patricia Gutiérrez to encourage them to push for the institutionalization of the Congressional Women's Caucus. As a result, on June 13, President Gutiérrez announced a bill to make the caucus one of the three permanent commissions of the Colombian Congress. In addition, Inclusive Security met with representatives of several major international donors... [and] secured commitments to continue supporting activities we or our Network members

initiated (Hunt Alternatives Fund 2011).

Gloria Tobón Olarte of the National Women's Network of Colombia says that the principal challenges to fully implement the resolutions on women and peace and security are political will of the current President to expand the existing national laws toward international standards and ensure the necessary resources for an effective implementation. She emphasizes that some initiatives on women and peace and security are trying to move forward with talks aimed at implementing SCR 1325 that incorporate comprehensive policies in care for the displaced population with advances such as order 092/2008 and laws like the 1257/2008 (G Tobón Olarte 2010, pers. comm., September).

Patricia Guererro of the League of Displaced Women points to a structural problem of exclusion, discrimination and intrinsic historical violence as other challenges that should be taken into consideration ( P Guerrero 2011, pers. comm., 4 April).

The table below presents some CSO projects financed by different donors in Colombia. This is not a comprehensive list nor is it focused on women and peace and security projects, but merely a list of projects on women and girls in a country with a high level of armed violence.

Organization	Financing	Project	Purpose
Global Fund for Women	US\$900,000	Supported 60 women's groups with 90 grants (since 1990)	Empower marginalized women and girls facing the impact of the internal conflict, including indigenous women, rural women, and Afro-Colombians, among others.
US Congress, UNHCR, WFP, the Spanish Government, the Ford Foundation, the Global Fund for Women and others	US\$500,000 to League of Displaced Women	City of Women (2003)	Construction of homes/ housing units for internally displaced women; empower women
Global Justice Center	unknown	Special Initiative on Gender, Non-Impunity and International Law (SIGNAL)	Ensure that the Justice and Peace Law (JPL), or law 975 of 2005, and other transitional justice processes in Colombia are implemented in compliance with international laws on gender equality and set standards on gender crimes and inclusive participation
CORDAID	US\$1,700.000 per year from the VAW Programme  US\$70,000 for counter terrorism activities which address women issues		To strengthen the women's movement in order to fully practice their human rights; eliminate sexual violence against women; to increase security for women in general and specifically women human rights defenders; and promote political participation of women in peace processes. The common lobby agenda is around two national laws that are part of the Justice and Peace Law.

US Department of Labor (USDOL)	US\$7,000,000 to International Labour Organization-International Programme on the Elimination of Child Labour (ILO-IPEC) (among them Colombia)	Global Child Soldiers Project	Target former child soldiers and other war-affected youth, with a special emphasis on girls (trafficking of children for the purposes of serving in armies and/or armed groups is a crosscutting issue)
US Department of State Office to Monitor and Combat Trafficking (USDOS/G/TIP)	US\$260,000 to International Organization for Migration (IOM): Colombia and DR	Combating Trafficking in Persons through Training and Multi-State Cooperation	Improve law-enforcement efforts by learning from US legislation and law enforcement initiatives and improving cooperation between source and destination countries for international sex trafficking, through a series of technical capacity-building workshops
UN Trust Fund to End Violence against Women	One of the projects under a US\$5.1 million grant	The Centro de Apoyo Popular (CENTRAP)'s project: Towards a Municipality Free of Violence: Soacha for Women	Create safe spaces for women to talk about violent experiences, develop the information collected into a comprehensive mapping of the risks women face in the city, and persuade the municipal government to incorporate changes in its municipal development plan
The UNIFEM-managed Fund for Gender Equality	One of the projects under a US\$9 million grant	Corporación Sisma Mujer's project: Political Empowerment for Women Displaced by War to Hold the Government Accountable	Catalyse support for measures to prevent further internal displacement and to generate better provisioning for existing internally displaced persons

Source: PeaceWomen (no date), Global Justice Center 2007, UN Women 2007, UN PoA-ISS 2010

With the financial support of Finland, the NGO Femmes Africa Solidarité (FAS) started a sub-regional project that supported Burundi, DRC and Rwanda in developing NAPs on 1325, which included the development of a WPS assessment. Local consultants were hired in each country to conduct baseline studies and to initiate the formation of national steering committees. Through strong cooperation among civil society organizations and supportive government representatives, the process in

developing national action plans began. FAS' vision regarding the process is formulated clearly: "That the process of conflict resolutions in conflict countries requires a participatory and inclusive approach in the development of women-centered national policies and programs, is not in question. Thus, there is a requirement for national action plans to be conceived in a consistent and realistic manner relative to gender-based concerns" (FAS 2008).

### b. National gender budgeting

Gender Responsive Budgeting (or Gender Budget Initiatives) refers to a systematic evaluation process by which government budgets are broken down and their impact on women and men are analyzed. Gender budget analysis has become a tool to measure state expenditure in accordance with its gender responsiveness, meaning its capacity to respond to the different needs of women, men, boys and girls. Specific gender action plans that look at issues such as pay gaps and violence against women and girls, have increasingly been put in place in a number of countries in the global South as well as the global North. As demonstrated in the Philippines, the process of mobilizing national public funds through mechanisms such as gender budgeting can identify existing resources needed for the development and implementation of a NAP on SCR 1325.

Regulated by international and national normative frameworks, public budgets determine the redistribution of funds, where effect and impact highly depend on specific socio-political, economic and cultural

realities. The way public budgets are allotted affects citizens in many ways, including access to social services, education and employment opportunities. In all these areas gender is a major factor.

Analyzing the government budget from a gender perspective is known to be an effective tool for more participatory, transparent and fair expenditure for advancing gender equality. "Gender budget analyses examine any form of



public expenditure or method of raising revenues and link national policies and their outcomes to the gendered distribution, use, and generation of public resources. By identifying the implications on women relative to men gender budget analyses can highlight gaps between reaching policy goals and the resources committed for their implementation" (Tanzarn 2003). Gender budgeting does not mean creating a separate budget for women but rather mainstreaming gender in the budgeting process and identifying the resources contributing to gender equality in each sector.

Debbie Budlender explains further:

Gender responsive budgeting (GRB) is about ensuring that government budgets, policies and programs address the needs and interests of individuals belonging to different social groups. Thus, GRB looks at biases that can arise because a person is male or female, while also considering disadvantages suffered as a result of belonging to a specific ethnicity, caste, class or poverty status, location and age. GRB is not about separating budgets for women or men but about determining where the needs of men and women are the same and where they differ to make appropriate allocations (Budlender 2006).

The Philippines is an example of a country where the outcomes of gender budgeting could fund 1325 NAP implementation.

### **Case Study: The Philippines – Gender budgeting as a potential source of funding for 1325 implementation**

Although the Philippines is not on the international peace and security agenda – primarily due to the fact that the disputes there are regarded as localized – there are on-going armed conflicts in different parts of the country. Moreover, activities of certain non-state armed groups have extended to the neighbouring countries of Indonesia and Malaysia. Peace negotiations between the Philippine government and non-state armed groups have been going on for decades.

In 2010, the Philippines adopted a national action plan on SCR 1325, which covers a time frame of four years. This is the fourth action plan contributing to the promotion of women's rights in the country. The National Steering Committee on Women, Peace and Security (NSCWPS) was created by Executive Order (EO) No. 865 and is chaired by the Presidential Adviser on the Peace Process (PAPP) and the Chair of the Philippine Commission on Women (PCW). Section 4 of EO 865 stipulates that the Committee shall partner with civil society organizations, particularly with women and peace groups in the implementation, monitoring and evaluation of the NAP. CSOs that were part of the formulation of the NAP recently formed their own mechanism to help implement, monitor and evaluate the NAP. Jasmin Nario-Galace, Associate Director of the Centre for Peace Education (CPE) at Miriam College, describes the efforts by the Philippine

Government as well coordinated:

Through a preparatory committee led by the Office of the Presidential Advisor on the Peace Process and the Philippine Commission on Women different consultations and workshops have already been funded. Furthermore, 5 percent of the total budget of each government agency is allocated to Gender and Development (GAD), which can be one of the main sources for the national action planning process on resolution 1325 (Cordaid-GNWP survey 2010).

Researcher Debbie Budlender concludes:

The Philippines [...] is probably the most institutionalized [gender budget] initiative outside that of Australia. Like Australia's, [which started applying gender budget analysis in 1984] the initiative is centred inside government and led by the Philippine Commission on Women, formerly the National Commission on the Role of Filipino Women (NCRFW). But, unlike initiatives elsewhere, the [Gender and Development] GAD budget as introduced in 1996 is very specific as to what is required – it states that every government-related agency must allocate at least five per cent of their budget for gender and development. ...The GAD budget was seen as a strategic way of ensuring funding for the Philippine Development Plan for Women (PDPW) (Budlender 2001).

However, compliance with the GAD budget policy was still low. A UNIFEM report says:

In 1999, the government introduced a performance based budgeting policy that reduced the budget of agencies not in compliance by a minimum of 5 percent. Between 1995 and 1998, the number of reporting agencies rose from 19 to 69 (out of a total of 349) and the allocations to women tripled. Yet even with this three-fold increase, the report concluded that, during the same period, the gender and development budget was still less than 1 percent; far below the 5 percent target (Corner and Repucci 2009).

The Philippine 1325 Preparatory Committee was composed of national NGOs, the Philippine Commission on Women, the Office of the Presidential Adviser on the Peace Process, the International Women's Tribune Centre and SULONG CARHRHIL. It anticipates that most of the funding for the NAP implementation should come from the 5 percent GAD budget of all government agencies. In addition, the NSCWPS shall be provided an initial allocation of five million pesos (roughly US\$115,700) to implement the provisions of the NAP to be drawn from the President's Contingency Fund. Regular funds from the succeeding years shall be sourced from the OPAPP budget.

Nenita Quilenderino from the Office of the Presidential Adviser on the Peace Process (OPAPP), adds:

Specifically for 1325-related resolutions, agencies whose mandates include the concerns/issues under said resolutions can mobilize part/ majority of their mandatory 5 percent GAD budget to promote and implement provisions of said resolutions. On external sources, similarly as provided for in RA 7192, up to 30 percent of external development aid is to be allocated for GAD purposes. Hence, where foreign aid is used, say for example in post-conflict communities, part of or all the 30 percent is along 1325 and 1820 and related resolutions. The problem lies, however, in the effective implementation of such policy (Cordaid-GNWP survey 2010).

Training workshops, advocacy activities and awareness-raising campaigns have been initiated by civil society to support the action planning process for which external resources have been used. External actors and governments, such as the Spanish development agency AECID and the government of Norway have supported non-governmental organizations in their efforts (Cordaid-GNWP survey 2010). However, funding is still scarce for specific activities such as the collection of sex-disaggregated data – especially in the area of sexual and gender-based violence – as well as the gendered impact of small arms and light weapons.

The action planning process started in early 2008 and was finalised with the approval of the NAP in March 2010

by then Philippine president Gloria Macapagal Arroyo. The Preparatory Committee conducted regional consultations in close collaboration with local civil society organizations, which led to a comprehensive document that includes timelines as well as progress indicators. According to Ms. Quilenderino, the cost of organizing various activities in relation to the 1325 national action planning process was shouldered by the different members of the Preparatory Committee as indicated by the table on the following page.

While most of the budget is expected to come from the 5 percent gender and development pot, specific projects on women, peace and security with an estimated cost of up to PHP5 million (US\$115,700) will be made available for access by CSO partners to be used directly for initiatives/ projects based on Resolutions 1325 and 1820 (Cordaid-GNWP survey 2010).

**Good Practice: The Philippines stands out as the first country in Asia to adopt a NAP on SCR 1325. Using gender budgeting to identify existing resources, it was also the first country to allocate money towards the NAP process from its own governmental funds dedicated to the promotion of gender equality.**

Activity	Sources of funds
Drafting of a National Action Plan <ul style="list-style-type: none"> <li>• Preparatory Committee Meetings</li> <li>• Series of consultations to generate inputs for the NAP</li> <li>• National validation workshop</li> <li>• Writeshop</li> </ul>	<ul style="list-style-type: none"> <li>• OPAPP</li> <li>• Philippine Commission on Women (PCW) Sulong CARHRIHL, other PrepCom Members</li> <li>• NGO/CSO partners including one international NGO (International Women's Tribune Centre)</li> </ul>
Advocacy activities for the implementation of the NAP <ul style="list-style-type: none"> <li>• National launching of NAP, including printing copies</li> <li>• NAP Implementation Workshop</li> <li>• Regional launching/advocacy workshops and planning (harmonized with NAP)</li> <li>• Local advocacy workshops/planning in pilot priority areas (conflict and conflict-prone areas)</li> </ul>	<ul style="list-style-type: none"> <li>• OPAPP</li> <li>• PCW</li> <li>• Other government agencies</li> <li>• Local Government Units (LGUs)</li> <li>• CSO/NGO/community partners</li> </ul>
Actual implementation of the five-year NAP	<ul style="list-style-type: none"> <li>• OPAPP</li> <li>• PCW</li> <li>• Other government agencies/LGUs (accessed through their mandatory 5% GAD budget)</li> <li>• CSO/NGO/community partners</li> </ul>



## c. Challenges and Opportunities

According to AWID, the drop in official development assistance is notable. In February 2010, as a result of the global financial crisis, countries such as Ireland and the Netherlands announced a decrease in their ODA. Ireland reported a decrease of €260 million and the Netherlands slashed their budget by €550 million. The financial crisis prompted a reassessment of spending. As AWID reports: "Many bilateral agencies— from Denmark, Ireland, the Netherlands, Norway, Sweden, among others—are currently implementing – or recently carried out – comprehensive evaluations or internal assessments of the implementation of their gender equality policies or programs and their gender mainstreaming strategies" (AWID 2010). The financial and economic crisis, which is a systemic crisis to begin with, has had a severe impact on not only ODA but also on many developing countries' ability to mobilize domestic resources and spend domestically, including spending on operationalization of policies such as SCR 1325.

Other challenges such as the need to fully analyze the gender dimension of investments remain. Furthermore, planning and monitoring of the spending of public resources and public budgets often seem to lack transparency and democratic oversight. "Current accountability mechanisms in development aid planning and management are blind to the goals of gender equality and women's rights. Promises and targets set in the Beijing Platform for Action, for example, are not being put into practice. The lack of sex-disaggregated data and gender-sensitive indicators remains a major weakness" (WWG on FfD 2009). Donor- and recipient countries

and organisations need to apply improved tracking and monitoring systems as well as a more coordinated and collaborative approach if human security, gender equality and sustainable peace are to be their priority agendas. Women's groups working on WPS must be involved in the development of gender sensitive indicators and in the actual monitoring and evaluation of resource mobilization and management.

As a mainstreamed and crosscutting issue the "gender" dimension is extremely hard to measure and its funding hard to track, especially if the activities designated for its implementation are not clearly marked as such. To date no government has published a report outlining the funds dedicated to WPS activities. Most of the publicly accessible national action plans do not include budget provisions and the ones that have outlined budgets do not clarify where the resources come from.

In general, sex-disaggregated data is missing, as are performance and impact indicators for projects and programmes. The development of such indicators, the collection of sex-disaggregated data and the use of gender analysis and research depends on the availability of resources, capacity and political will of a country. "While most donors, particularly the EC, have clearly articulated gender equality policies and guidelines on programming for gender equality, these are often ignored at country level, particularly with regard to budget allocations. Moreover, even using the OECD-DAC Gender Marker as a preliminary indicator, the mapping studies found it difficult to determine

expenditures specifically targeted to gender equality due to inadequate data" (Muteshi, 2008). This is not only due to the lack of local infrastructure but also due to donor agencies' mechanisms, criteria and requirements that seem disconnected from the local context. The need to develop evaluation criteria and mechanisms jointly and in consultation with the agencies responsible for the data collection is essential.

Because of their limited access to information on funding sources it is often very difficult for grassroots organizations to access funds. Moreover, the complexity of the application processes including the numerous documents required by donors is often beyond the capacity of many civil society organizations.

In Canada, some of the work on trainings and awareness raising on SCR 1325 was supported by the International Development Research Centre. Kate McInturff, former Coordinator of the Gender and Peacebuilding Working Group, says that a workshop on SCR 1820 in Canada costs US\$18,000 excluding cost of staff time (FOKUS survey 2009). McInturff further stated that the Department of Foreign Affairs and International Trade Canada (DFAIT) that previously was a donor, has withdrawn specific women and peace and security funds and folded these into a general envelope for "human rights policy" (FOKUS survey 2009).

### i. Challenges to funding NAPs

The majority of NAPs on SCR 1325 have so far been developed and adopted by developed countries (Europe and Canada). Most of these NAPs are developed as

part of the country's foreign policy, international development cooperation or defence agenda. Some NAPs – such as the one in Finland – explicitly commit to support the development of NAPs in developing countries. Others, like that of the Netherlands, express commitment to support projects on WPS particularly in Dutch priority regions, such as the Western Balkans, Afghanistan, the Horn of Africa and the Great Lakes region. Needless to say, the funds for the implementation of NAPs in Europe and Canada are sourced internally. Of the less developed or developing countries that have NAPs, however, the Philippines is so far the only country that has identified internal resources to implement its NAP. Nevertheless, NAPs from less developed and conflict-affected countries, contain goals, objectives and activities that are directed internally such as "increasing women's participation in peace negotiations" or "enhancing women's capacities to participate in decision-making."

### ii. Flow of Resources

A donor can be a government from a country with sufficient funds to support WPS issues outside its territory or scope of responsibility; a private company or a related foundation; or an international organization. While the European Commission has been the most important channel for ODA (IDA 2007), private foundations and multilateral institutions are becoming increasingly important for civil society and international organisation.

In a 2010 report, the Association for Women's Rights in Development (AWID) states that multilateral and international development agencies receive funding from

a variety of sources and may disburse funds to governments, CSOs, or other (Alpizar et al. 2010). For example, to develop its NAP, Burundi has received significant support from UNIFEM; the Africa focused NGO Femme Africa Solidarité (FAS); the German development agency GTZ; and the civil society organization Care International (Cordaid–GNWP survey 2010).

As part of its strategy to prevent relapse into conflict, the Peacebuilding Fund has, since becoming operational in 2007, strengthened its efforts to support peacebuilding projects that promote gender equality. The adoption of a gender marker late 2009 has allowed the Fund to better track this commitment. In 2009, the Fund spent 10 percent of its annual allocation on projects in which almost the entire budget consisted of activities that advanced gender equality. The targeted support consisted of strengthening the capacity of the justice sector to prosecute SGBV crimes through specialized prosecution units; increasing access to justice for women in rural areas; and strengthening women's participation in conflict resolution processes. In 2010, the Fund approved a US\$2.1 million project in Nepal to improve access to transitional justice and other peacebuilding processes for survivors of SGBV in conflict prone districts. This year, the Fund intends to intensify its efforts to implement the gender marker and strengthen field support to enhance gender mainstreaming in peacebuilding projects (Cordaid–GNWP survey 2010). The Fund is supported by donor countries, such as the Netherlands, which contributed US\$46 million in 2005 (Cordaid and WO=MEN 2010).

Countries such as the Netherlands, Norway and the United Kingdom – and more recently Spain – act as core donors for

Countries such as the Netherlands, Norway and the United Kingdom – and more recently Spain – act as core donors for 1325 activities around the globe.

1325 activities around the globe. Norway provides financial support to WPS advocacy and programming, women's empowerment, and political participation at national and international levels. For example, in Sudan, women receive annual financial support from Norway to advance within the area of peace negotiations and peacebuilding. Knut Storberget, Norway's Minister of Justice and the Police confirms:

Between 2007 and 2009, Norway provided NOK 320 million (approximately US\$50 million) to promote women's rights, gender balance and sexual violence [prevention] in humanitarian operations. For the last two years, Norway has financed a senior gender adviser in MONUC in the Democratic Republic of the Congo (DRC), through the UN Action Against Sexual Violence in Conflict. We have also made contributions for the Comprehensive Strategy To Combat Sexual Violence in the DRC. In Africa's Great Lakes region, Norway is supporting projects for health care and psychological help, as well as rehabilitation of victims

of sexual violence. Furthermore, we support measures to prevent sexual violence, both in the civil and military sectors, and measures to have the perpetrators of such violence prosecuted. Since 2006, Norway has supported the establishment of Women and Children Protection Units at county police stations in Liberia and in Monrovia. Norwegian police officers are also working with the Liberian police force as instructors. This work is still in progress and will continue in 2010 and 2011. For the last two years, Norway has also supported the International Criminal Court's funds for victims of sexual violence (PRIO 2010).

Spain interlinks the initiatives outlined in its NAP with an existing development strategy. The Spanish Gender Ambassador Aurora Mejía has stated that contributions to the national action plan come from all participating Ministries that each support specific tasks. Additionally she noted that funding coordination prepares for cooperation among departments in support of the NAP. In 2008–2009 the Spanish Development Agency spent nearly €17 million on supporting women's organizations and governments – mainly in Latin America and some parts of Asia – in developing gender-sensitive policies.

The United Kingdom has "implemented a program specifically designed to assist with supporting the Nepalese Government to oversee the implementation of SCR 1325 and 1820 and also held a workshop to inaugurate the [development of the] Nepalese National Action Plan for SCR 1325 and 1820. DfID and the FCO contributed funds totaling just under £100,000" (Cordaid–GNWP survey 2010).

Even prior to the adoption of the NAP, the Dutch Ministry of Foreign Affairs had made resources available for civil society organizations working to promote gender equality. In 2008, former Minister Koenders announced:

Gender is one of my four development priorities. I have reserved an additional €75 million for the next three years to contribute to achieving MDG 3. This money will be spent primarily on combating violence against women, ending impunity, striving for gender equality and, of course, implementing the NAP action points. In addition, the Government has launched Project 2015 to make up the arrears in achieving the eight MDGs. I have also set up a fund to which I have allocated extra resources for DDR [disarmament, demobilization and reintegration] and SSR (UN-INSTRAW 2008).

(For Dutch case study see page 52)

Canada, the coordinator of the Group of Friends of 1325/Women, Peace and Security, a coalition of country missions to the UN that support the implementation of SCR 1325 and the other WPS resolutions adopted its NAP in October 2010. However, it has been providing financial support to the work of civil society, governments and UN agencies on SCR 1325 prior to the adoption of its own NAP.

According to Kate McInturff, former coordinator of the Gender and Peacebuilding Working Group in Canada:

Canada's implementation of 1325 would generally happen in conflict settings – i.e. outside of Canada. Canada's foreign policy priorities

include Afghanistan, Sudan and Haiti. There is also increasing pressure to include DRC in that list. Afghanistan is far and away the most significant recipient of Canadian military, humanitarian and development resources. [...] My impression is that the Government of Canada is moving increasingly to commit funds via multi-lateral and international organizations – the vast majority of funds committed to Afghanistan, for example, are committed through the World Bank and UN organizations. Although this practice increases harmonization and decreases transactional costs, it also leaves very little venue for Canadian civil society to influence policy and programming priorities (FOKUS survey 2009).

Australia, through the Australian Agency for International Development (AusAID), allocated approximately AU\$2.5 million (US\$2.2 million) in 2007–2009 to supporting WPS initiatives outside its national state borders, as shown in the table (FOKUS survey 2009).

Australia's spending on women and peace and security in the Pacific region (2007–2009)

Project Name	Recipient	Funds
Inventory of Responses by Peacekeeping Personnel to War-related Violence against Women	UN Action Against Sexual Violence in Conflict	AU\$200,000 (2008–09) (US\$180,000)
Addressing Sexual Violence in the Democratic Republic of Congo (DRC)	United Nations High Commissioner for Refugees (UNHCR) to implement a comprehensive strategy on addressing sexual violence for internally displaced communities in the DRC	AU\$2 million (2008–09) (US\$1.7 million)
Research project – Sexual and Gender-based Violence in Papua New Guinea (PNG) and Solomon Islands	UNIFEM Pacific and the UNDP Pacific Centre on Sexual and Gender-based Violence in PNG and Solomon Islands	AU\$200,000 (2007–08) (US\$180,000)



In response to a survey undertaken for this study, Miia Rantanen, First Secretary of the Afghanistan Crisis Management team of the Political Department of the Ministry for Foreign Affairs of Finland states: "In Kosovo we have supported "women, peace and security" projects led by UNDP with €150,000. We also supported the organization of the leadership of women conference in Liberia in 2009 with €170,000. We also support Femmes Africa Solidarité (with US\$1,267,580), which supports African countries to prepare national action plans for the implementation of resolution 1325" (Cordaid-GNWP survey 2010). Elina Hatakka from the 1325 Network Finland highlights different activities supported

though the Finish NAP, including "financing a gender adviser for the UN Department for Peacekeeping Operations for 2 years, co-financing the Monrovia Women's Colloquium [held in March] 2009, an evaluation by an international research group on how 1325 is applied in the Finnish development policies and doing preparation work to start the twinning process including collaborating for the writing of the Kenyan NAP" (FOKUS survey 2009).



### **Case Study: The Netherlands – Government and CSO partnership as a means to coordinate UNSCR 1325 implementation globally**

The Netherlands adopted its national action plan on resolution 1325 in 2007 (Dutch Ministry of Foreign Affairs 2007). The Dutch NAP aims to be “both a joint approach to women, peace and security by the Dutch government, civil society and knowledge institutions, and a framework, as concrete as possible, within which these partners can coordinate their work better and more effectively” (Dutch Ministry of Foreign Affairs 2007).

The Dutch National Action Plan is different from action plans in most other countries as it was not drawn up by government officials alone, but was developed and signed together by the government and civil society representatives.

The collaboration between the various government agencies and CSOs was announced in the Schokland Accord on Women, Peace and Security, signed in June 2007, in which all involved emphasized their intentions to ensure that a national action plan on SCR 1325 would be developed. The government agencies involved – among them Ministries of Defence, Foreign Affairs, and the Interior and Kingdom Relations – made an effort to consult with civil society and assess existing initiatives prior to starting the action planning process. The Ministries emphasized cooperation with NGOs as essential to these efforts, as it is the NGOs that have the contacts on

the ground and the expertise to make the programmes successful (Dutch Ministry of Foreign Affairs 2007). The Dutch Gender Platform WO=MEN, reports that the CSOs involved in the NAP process, led by the Dutch Gender Platform WO=MEN formed a Dutch NGO Working Group 1325 (WG 1325). There was no input from Southern partners. Diaspora groups, individuals and peace organizations consisting of volunteers were and are represented in the Platform Women & Sustainable Peace (VDV) and WO=MEN, as part of the Dutch Working Group 1325 (WO=MEN 2011, pers. comm., 18 April). “The group met regularly in order to formulate recommendations and feedback on the draft. The working group provided an inventory of its activities and issued an initial set of recommendations to be considered in the formulation of a Dutch National Action Plan” (Popovic and Barr, 2009).

In 2010, the Dutch NAP signatories – the government as well as the NGOs – agreed to intensify their partnership to promote women’s leadership and political participation in fragile states. Five pilot countries were chosen as part of this partnership: Afghanistan, Burundi, DRC, Colombia and Sudan.

#### **The National Action Plan (NAP)**

Annemieke de los Santos the coordinator for the Dutch National Action Plan on 1325 for the Ministry of Foreign Affairs explains: “The overall time frame is four years, from 2008 up to 2011, although the plan explicitly states that our efforts on these action points will not end in

2011” (Cordaid-GNWP survey 2010).

The NAP is primarily a framework for cooperation, and sets out steps to be taken in five focus areas, namely:

1. International legal framework
2. Conflict prevention, mediation and reconstruction
3. International cooperation
4. Peace missions
5. Harmonization and coordination

The Dutch National Action Plan consists of 19 goals and 72 activities, which should be accomplished by 2011. Following the weak and non-binding language of SCR 1325 with regards to monitoring and accountability mechanisms, no reporting and accountability system was set up originally for the Dutch National Action Plan. Therefore, the NAP signatories took on a pragmatic approach to develop a monitoring system along the way. From sharing experiences in 2008, joint targets were set for 2009. That same year, an M&E Task Force was set up, which developed a monitoring tool for reporting on results in 2009 and planning for 2010. The outcomes of this exercise fed into the NAP Mid Term Review, which took place in April 2010. This has resulted in more focus of the NAP in three areas:

- Promoting and supporting female leadership in a number of fragile states;
- Increasing support base for

women, peace and security in the Netherlands;

- Strengthening coordination of the Dutch NAP network of signatories. (Cordaid-GNWP survey 2010)

Since the Dutch NAP is developed with the intention to also allow the Netherlands to support implementation of SCR 1325 in conflict affected countries, members of the Dutch NGO Working Group on 1325 have strongly encouraged the Dutch Embassies to support local governments as well as women and peace NGOs/networks for effective implementation of the NAP 1325 in their respective countries (WO=MEN 2011, pers. comm., 18 April).

#### **Financing the NAP**

Most of the funding for the development and implementation of the Dutch NAP came from a fund dedicated to achieving the third Millennium Development Goal (Promoting gender equality and empowering women). According to AWID the MDG3 Fund was the largest fund ever created with the goal of advancing women’s rights and allocating resources through civil society organizations working to advance women’s rights (particularly women organizations) (Alpizar et al., 2010). Civil society organizations and knowledge institutions co-signing the NAP also allocate funding to implement the CSO’s activities of the NAP. The Cordaid and WO=MEN policy brief “Gender Responsive Peace and State-Building Changing the Culture of Power in Fragile States” explains that the MDG3 Fund



was established by the former Dutch Minister of Development Cooperation Bert Koenders in 2007, to catalyze and support civil society in advancing gender equality, focusing specifically on MDG 3 (Cordaid and WO=MEN 2010). The Fund was launched with an initial €50 million, but in response to the enormous demand – 454 organizations applied requesting a total of €700 million – €20 million was added. Non-governmental organizations were the only organizations eligible for funding. The funding period runs from 1 January 2008 to 30 June 2011.

The Netherlands stands out with an extraordinary investment. Annemieke de los Santos, Coordinator for the Dutch National Action Plan on 1325 for the Ministry of Foreign Affairs reports:

The Dutch National Action Plan (NAP) 2008 – 2011 on Resolution 1325 was adopted in December 2007. Joint NAP investments by government and civil society amounted to €23 million (including €15 million by the Ministry of Foreign Affairs, coordinator of the NAP) in 2009. Part of the funding of the MoFA stems from the MDG3 fund. Of a total budget of €75 million (which supports projects that promote women's rights and gender equality) €14 million of the MDG3 Fund is earmarked to support organizations active in the field of women, peace and security. In this way, the Ministry of Foreign Affairs supports organizations and individuals who are working to strengthen female leadership

and improve human security and organizations that support female human rights defenders and seek to end the impunity surrounding violence against women. The investment of €14 million is spread out over a span of three years (2008–2011). The remaining funding from the MoFA stems from regular central peace and stability instruments, which are used for quick and flexible funding of projects in (post) conflict situations. Furthermore, some initiatives to further the 1325 agenda are supported through decentralized funding at the Embassy level (Cordaid–GNWP survey 2010).

Notwithstanding the considerable funds allocated by its signatories for the implementation of the Dutch NAP, the NAP itself "does not, as of yet, include a time frame for activities and no specific budget has been allocated" (Cordaid–GNWP survey 2010). As WO=MEN points out, this means that the financing of 1325 is rather ad hoc as opposed to a planned approach, which also makes it challenging to trace 1325 investments as these are seldom "stand-alone investments" but rather linked to a funding package covering multiple aspects" (WO=MEN 2011, pers. comm., 18 April).

The Netherlands' experience demonstrates that partnership between civil society and governments could facilitate funding for 1325 implementation and other projects that promote gender equality globally. For example, since the adoption of

the Dutch NAP, the financial and institutional capacity of national NGOs such as Cordaid has significantly changed, making it possible for the organization to support the development of NAPs in other countries, such as Sierra Leone. Cordaid has been an important donor to WPS. Its budget for WPS issues is distributed as follows: "via Women and Violence Programme in Colombia, DRC, Guatemala, Ghana, Indonesia, Sierra Leone and international partners: €6.2 million; via Reconciliation and Reconstruction Programme in Afghanistan, Burundi, DRC, Rwanda, Sudan and International Partners: €1 million; via Minorities Programme in India, Philippines and Sri Lanka: €1.5 million" (Cordaid–GNWP survey 2010). Co-signing both the Dutch NAP and the Schokland Accord has increased Cordaid's commitment to WPS through the allocation of more financial and human resources for these issues.

Other large NGOs, such as Oxfam Novib and ICCO, as well as medium-sized organizations like IFOR have been very active too. Various individuals, Diaspora organizations and peace organizations have also demonstrated their commitment to WPS.

One of the key challenges in implementing the Dutch NAP is the availability of funds for smaller Dutch NGOs active on SCR 1325. For smaller women's organizations in the Netherlands, the financial situation has not changed with adoption of the NAP. This is a challenge also seen in the Global South where women's organizations and peace activists are still struggling to attract funding.

Members of WO=MEN welcome the cooperation with the MoFA. Nevertheless, they are aware that the government and NGOs may have conflicting views on the political analysis of fragile states. This acknowledgement from both sides leads to a plea for complementarity and mutual strengthening wherever possible (WO=MEN 2011, pers. comm., 18 April).

**A good practice example: The Netherlands' experience demonstrates that partnership between civil society and governments can reinforce the funding commitments of both; stimulate mutual accountability; and facilitate funding for 1325 implementation and other gender equality projects globally.**

### iii. Donor Challenges

Donors face certain challenges in the entire cycle of their work – from deciding which programs or projects to fund to monitoring the impact of the funds they distribute. All throughout the project cycle, donors need to ensure their funds are utilized efficiently and effectively and prove to their own constituencies – board of directors, contributors, government agencies and parliaments – that they are supporting the “right” kind of organizations and the “right” kind of projects. With the general scarcity of funds for peace, development, human rights and humanitarian work, representatives of donor organizations are under increasing pressure to demonstrate that they are supporting quick win projects and organizations; and to discontinue support to those that do not have the capacity to show tangible results and impact.

Earmarking funds allocated to WPS advocacy and programming in a specific country and using appropriate monitoring and evaluation mechanisms would significantly help address the challenges faced by donors. However, such marking and monitoring and evaluation mechanisms cannot be considered a one-



The lack of sex-disaggregated data, social-impact analysis, and tracking mechanisms are additional obstacles to gender budgeting.

size-fits-all solution. Some groups feel that they not only result in complicated budgetary management, they can also potentially ignore the necessities on the ground (IDA 2007). The International Women Leaders Global Security Initiative and the International Crisis Group even recommended donors stop earmarking systems on SCR 1325 altogether (International Women Leaders Global Security Initiative and International Crisis Group 2008).

The lack of sex-disaggregated data, social-impact analysis, and tracking mechanisms are additional obstacles to gender budgeting. Additionally, as Rao and Kelleher state, there is “the problem of measuring the intangibles that are at the root of social change of any sort” (Rao and Kelleher 2005). It is difficult, therefore, to differentiate which peacebuilding initiatives are specifically focused on 1325 when much of the general budget items affect women and peace and security.

### iv. Twinning strategy

The advocacy for the full implementation of SCR 1325 has also resulted in identifying country-to-country partnership such as the twinning strategy between Liberia, Timor Leste and Ireland; and more recently between Kenya and Finland. This strategy entails exchange of experiences, lessons learned and strategies during the action planning processes in the partnering countries. The recommendations from the Civil Society Advisory Group on Women, Peace and Security on Events and Action to Commemorate the 10th Anniversary of SCR 1325, revised and updated on June 21, 2010 elaborates on the financing aspect of twinning: “[a certain] country will commit

to twinning with [another] country in providing financial and technical support for a period of five years in developing and implementing a national action plan for implementing UNSCR 1325” (CSAG 2010). While there is no ready-made format for such a twinning process, some basic principles have been developed by Dutch civil society, emphasizing, among other things, a consultative and participatory approach between the partnering countries; full participation of civil society in the all stages of the partnership; and that the process go beyond the drafting of the action plan, as challenges often become evident at the time of implementation (Barry A, et al. 2009).

As part of the commitment to implement the Dutch NAP, the spirit of twinning in the Netherlands has been further developed into a concept of “intensified partnership” which is manifested through an effort to forge intensified partnerships between the Dutch government and CSOs to promote women’s leadership and political participation in five pilot countries.

This innovative strategy was also discussed at the conference “Putting policy into practice: Monitoring the implementation of UN Security Council Resolutions on Women, Peace and Security” held in Oslo in November 2009. The participants emphasized that a twinning exercise should not take the form of a donor country leading and guiding the NAP development and the actual implementation process, but should rather be a mutually beneficial partnership where the practice in the country in the global South also helps to feed into the plan and process in the global North. Catherine Mabobori from the Collectif des Associations et ONGs Feminines du Burundi (CAFOB) suggested that twinning or partnerships could take place between

countries in the global South as well as between countries in the global North.

### v. NAPs – Donor Opportunities

Prior to the 10th Anniversary of SCR 1325 in 2010, several (post) conflict countries were in the process of developing their national action plans on 1325. Many of these countries garnered financial support from internal as well as external sources for the development of their respective NAPs. A bigger challenge was ensuring the financing for the actual implementation of NAPs.

The political will of the national government, such as in Liberia and Chile, and the continuous contributions from civil society organisations, are key to a successful action planning process. Most societies affected by armed conflict struggle with limited infrastructure, torn institutions and a traumatised population. The efforts to plan and monitor joint action towards sustainable peace, human development and gender equality are often burdened with a variety of challenges. Therefore, external support towards set goals need to recognise the local context and efforts made.

Supporting 1325 implementation in (post) conflict countries often attracts contributions from outside sources. These funds are then transferred through bilateral agreements but also channelled through local civil society or international organizations. The Liberian NAP, for example, has been financially supported by the Italian Government, but supporting initiatives implemented by the United Nations and international NGOs such as International Alert were funded by the Governments of Austria, Denmark and Norway, countries that have NAPs.

Development assistance or other forms of external support to implement SCR 1325 has made it possible for a number of countries including Liberia and Sierra Leone to develop their national action plans. However, while funding from external partners can facilitate development at country level, it can also be limiting. To be able to receive funds, government agencies as well as civil society organizations must satisfy requirements that can only be met with a level of capacity that often is difficult to find in a post-conflict setting. To manage donor requirements for proposal submissions, such as logical frameworks; indicators; and baseline data, technical expertise, time, and financial resources are needed. Additionally, when funds are tied to stringent requirements related to project and fund management, monitoring and evaluation become yet another challenge that recipients must contend with. Sometimes hiring expensive external staff from the donor country is the only way to fulfil the requirements for the intervention, which in turn creates further dependencies and can lead to misunderstanding the local culture. A constant dialogue between donor and recipient is crucial in order to avoid that the proposals, the reporting and the evaluation of specific projects become disconnected and ineffective. While intended to contribute to local empowerment, conditions of funding can also create dependencies and "multiple aid channels impose an additional strain on already weak implementation capacities in low-income countries" (IDA 2007).

Donor entities and governments have great power in determining what wheels will be moved on the ground as well as which groups and activities will be supported and which will not. This responsibility has to be taken on with great respect and thought

for the local population and those most vulnerable. Marina Durano emphasizes that, "while positive conditionalities on gender might provide a move in the right direction, it is important for these "powerful" institutions and governments not to take over or replace or overshadow the political organizing that women in fragile states are undertaking" (M Durano 2010, pers. comm., May).

As mentioned, continuous communication between recipient and donor, alongside mutual accountability, is essential for a successful action planning process. Ida Kigonya, Principal Women in Development Officer for the Ministry of Gender, Labour and Social Development of Uganda, stated that the financial support for their NAP was "jointly determined between the Ministry [of Gender, Labour and Social Development] and the donor" (FOKUS survey 2009). Furthermore, she mentioned the activities of UNIFEM in the country supporting the Uganda Action Plan on UN Security Council Resolution 1325 & 1820 and the Goma Declaration, which was launched in December 2008. In Uganda, some external funds were received that were outlined in a project format. Nonetheless, the government also mobilized its own resources through different government sectors. Mubarak Mabuya, Principal Gender Officer of the Ministry of Gender, Labour and Social Development explains:

The Uganda National Action Plan on UN Security Council Resolution 1325, 1820 and the Goma declaration is financed and implemented through the sector wide approach. This was a deliberate strategy to ensure flexibility of resourcing for the priorities in line with the overall government budget policy and financing arrangements.

The main challenge here is the tracking of resources and funds across the sectors annually to ensure mutual accountability for results and due diligence (Cordaid-GNWP survey 2010).

In Ghana, Dorothy Onny, Deputy Director and the Head of the Gender Unit at the Ministry of Women and Children's Affairs, describes the funding situation in her Ministry regarding the implementation of the resolution: "US\$6.6 million has been allocated for training; advocacy and awareness creation on the protection of women and children's rights; peace and security; enforcement of the domestic violence act (Act 732); and the economic and political empowerment of women" (FOKUS survey 2009). The development of a NAP on Resolution 1325 has also been supported by the United Nations in Ghana.

Continuous support for the implementation of the NAP is as essential as the action planning process. An action plan that loses the attention and political will of the parties involved is in danger of becoming a policy document that remains on the shelf. Countries such as Liberia and neighbouring Sierra Leone depend on further external funding to implement their action plans and to monitor and evaluate their impact.

### Case Study: Sierra Leone: External Funding Sources in Support of 1325 National Action Planning Process

About a decade of civil war (1991-2002) led to the intervention of UN peacekeepers in Sierra Leone. Sexual and gender-based violence as well as a highly traumatized population left the country struggling to reconstruct and rebuild peace.

SCR 1325 is recognized by the government of Sierra Leone and is also included in the United Nations Mission's (UNIPSIL) mandate. SCR 1886 (2009) emphasizes in its paragraph 7: "The important role of women in the prevention and resolution of conflicts and in peacebuilding, as recognized in resolutions 1325 (2000) and 1820 (2008), underlines that a gender perspective should be taken into account in implementing all aspects of the mandate of UNIPSIL, and encourages UNIPSIL to work with the Government of Sierra Leone in this regard" (UNSC 2009).

International as well as local actors coordinate their interventions to promote gendered security and the implementation of the resolution. Nana Pratt from the National Organization of Women and the Mano River Women's Peace Network reports:

Recent activity [such as] gender training [in] compliance [with] Resolution 1325 within the Sierra Leone Police and Republic of Sierra Leone Armed Forces (RSLAF) [have been carried out] by the



government particularly through the Ministry of Social Welfare, Gender and Children's Affairs – MSWGCA, and Civil Society Task Force in formulating the Sierra Leone National Action Plan (SiLNAP) to provide a systematic and coherent framework for the full implementation of Resolution 1325. Prior to 2008, main actors have been civil society organizations with peacebuilding, human rights mandate especially women's organizations, the Gender section in the United Nations Mission in Sierra Leone (UNAMSIL), UNIFEM, UNFPA, UNICEF, the Family Support Unit of the Sierra Leone Police (Cordaid-GNWP survey 2010).

Sierra Leone had been in the process of developing its national action plan on SCR 1325 for two years. The work on the NAP and women and peace and security issues depended largely on outside funding. Cordaid, a Dutch development organization was the main donor to support the development of the NAP. Cordaid's support to the national action planning process was facilitated by WANEP and MARWOPNET – Sierra Leone; their NGO partners who work very closely with The Ministry of Social Welfare, Gender and Children's Affairs; UN agencies; and other NGOs.

The United Nations Peacebuilding Fund is another major donor in Sierra Leone. Its support has been a total amount of US\$35 million, mostly allocated to specific projects in 2008-09. These funds have been granted to

different projects whose thematic focus range from "Youth Empowerment and Employment;" "Justice and Security;" and "Democracy and Good Governance" to issues related to "Capacity Building of Public Administration."

The Ministry of Social Welfare Gender and Children's Affairs received US\$800,000 through UNICEF and UNIFEM for a project called "Supporting Gender Capacity, Women's Rights Protection and Child Protection in Recovery and Peacebuilding" in July 2008.

The International Organization of Migration (IOM) supported two different projects. One of them aimed to support the Ministry of Social Welfare through "People-Centered Security Governance: Special Initiative to Promote Community Women's Participation in the Security Sector Reform (SSR) Process in Sierra Leone" in June 2009. The project has received US\$45,000. Another project supported by the IOM was on "Strengthening the capacity of civil society organizations through the Civil Society Peacebuilding Engagement Committee (CSPEC) of Sierra Leone (CSPEC), which includes women's organizations to effectively engage and contribute to the peace consolidation process. It received US\$140,000.

UNDP received from the UN Peacebuilding Fund US\$29,000 for "Supporting the Implementation of the Joint Communiqué through an Independent Investigation into Allegations of Rape and Sexual Violence against Women at the SLPP

Headquarters" in March 2009. From the total of US\$35 million allocated to Sierra Leone by the UN Peacebuilding Fund, only a little over US\$1 million went specifically towards projects dealing with women and peace and security issues (UNPBF 2010). Willemijn van Lelyveld from the United Nations Peacebuilding Support Office shares:

In addition to our Immediate Response Facility (IRF), which works through a specific funding mechanism (PRF) that involves the setting up of an in-country steering committee in which the government, UN and other relevant stakeholders are represented (civil society, other donors of peacebuilding). This is the case in Sierra Leone. The steering committee receives a funding envelope upon approval of a Priority Plan by PBSO and decides on the allocation of money to individual projects" (Cordaid-GNWP survey 2010).

A four-year national action plan has been developed and was showcased internationally in March 2010. The main implementing agency is the Ministry of Social Welfare, Gender and Children's Affairs (MSWGCA) in collaboration with CSOs and UN agencies. Charles Bockarie Vandi, Programme Officer of the Ministry of Social Welfare, Gender and Children's Affairs of Sierra Leone states:

A National and Regional Task Force on 1325 and 1820 has been established and meets every month

and in situations of emergency we do meet every fourth night. The meetings are coordinated by the Ministry in partnership with WANEP-SL and MARWOPNET-SL. It comprises of government line ministries, CSOs, UN entities, security agencies and traditional leaders. At the moment there is no indicative budget that is holistic for the implementation of 1325 and 1820. When the plan is finalized, it will be incorporated in the government budget and resource mobilization can be done as well (FOKUS survey 2009).

**Good Practice: The case of Sierra Leone illustrates how strong civil society partnerships can facilitate financing for the development of a national action plan and the overall implementation of SCR 1325. Moreover, it highlights the need for continued collaboration between the government and CSOs in generating funds as well as other forms of resources to fully and effectively implement the NAP.**



## d. Involving the Private Sector

When addressing women and peace and security issues, it is important to look not only at public budgets but also at the private sector, as private investment can provide new opportunities to promote gender equality. New investments in the markets of post-crisis and post-conflict countries can provide new options in financing the empowerment of women and other vulnerable groups. The potential for the private sector to make a difference in the area of women and peace and security and in the lives of the most vulnerable people in situations of crisis remains largely untapped. This section of the paper will focus on the private sector's past and current involvement in programs and initiatives related to women and peace and security, and women's empowerment.

For the purposes of this paper, the private sector is defined as that part of the economy which is run by private individuals or enterprises, usually as a means of making profit, and is not controlled by the state (Businessdirectory.com 2011). In contrast, the public sector involves enterprises that are controlled by the state (Businessdirectory.com 2011), and the voluntary sector is comprised of Non Governmental Organizations (NGOs) as well as other private non-profit organizations. This section of the paper will therefore focus on the following private sector actors:

- a. For profit companies including domestic companies and small businesses; and
- b. International and multi-national companies (MNCs), and their foundations.

For the purposes of this section,

- **Domestic and small businesses** will refer to companies that are incorporated and headquartered in the area of conflict;
- **International companies and Multinational Cooperation (MNCs)** are going to include for profit companies that are established in more than one country and co-ordinate their operations in various ways (OECD 2008); and
- **Foundations of corporations** are going to include those that are created and funded by for-profit companies who are specifically tasked with the mandate to focus on corporate social responsibility (CSR) and/or philanthropic endeavors.

While there are a number of important private actors who are stakeholders, such as the Bill and Melinda Gates Foundation, Bloomberg Philanthropies, the Clinton Foundation or the Novo Foundation, they will not be included in this section, since they are either funded by trusts set up by individuals, philanthropic and charitable donations of individuals, or receive funding through solicitation, gifts or bequests of money.

With rising consumer awareness, some studies have suggested that consumers are likely to patronize companies or switch brands or products to those that have a more socially responsive model towards charitable giving (Mohr, et al. 2001). Along these lines, the World Bank defines

corporate social responsibility (CSR) as "the commitment of business to contribute to sustainable economic development working with employees, their families, the local community, and society at large to improve their quality of life, in ways that are both good for business and good for development" (The World Bank 2003). The World Business Council for Sustainable Development, however, defines CSR as "the continuing commitment by business to contribute to economic development while improving the quality of life of the workforce and their families as well as of the community and society at large" (WBCSD 2011).

There is no clear definition on where and how issues relating to women and peace and security fall within the definition and scope of CSR activities. A number of companies focus on activities that would fall within the paradigm of development goals, such as women's economic empowerment, health and education. However, most of these initiatives are in countries that are not necessarily in conflict or emerging from conflict. Furthermore, those that do have initiatives covering women's rights in conflict areas do not necessarily take into account the impact of conflict on women in the structure and execution of their programs.

Nonetheless, corporations are aligning their practices with such principles as the Global Corporate Citizenship, which encourages Chief Executive Officers (CEOs) and Boards of major international and domestic companies to "develop a strategy for managing their company's impact on society and its relationships with stakeholders" (World Economic Forum 2002). The principle of the Global Corporate Citizenship or Corporate citizenship has

varied definitions. For instance, Klaus Schwab, the CEO of the World Economic Forum, defines it as "the principle that companies must not only be engaged with stakeholders but be stakeholders themselves alongside governments and civil society" (Schwab 2008). Thus he contends that since "companies depend on global development, which in turn relies on stability and increased prosperity, it is in their direct interest to help improve the state of the world" (Schwab 2008).

Human development, which includes improving the lives of people around the world in terms of improving their standard of living, health and education, requires that a community remain stable and peaceful. Companies need stable and sustainable development in order to ensure that their investments in countries in conflict, post conflict or near conflict are not threatened. They also need consumers with the capacity to buy and enjoy the products companies provide. Contributing to the increase of life quality, political stability, access to information and education, access to health and justice contributes to a prosperous market and a flourishing economy. Therefore, by contributing to the very efforts that can increase stability, continued development and growth in a community, companies ensure that their investments are secure and profits are attainable. "Interest in human development is not new in economics. Indeed, this motivating concern is explicitly present in the writings of the early founders of quantitative economics (such as William Petty, Gregory King, Francois Quesnay Antoine Lavoisier, and Joseph Lagrange) as well as the pioneers of political economy (such as Adam Smith, David Ricardo, Robert Malthus, Karl Marx, and John Stuart Mill)" (Sen 2000). It has also been used and promoted in the Human

Development Reports by UNDP for over 20 years and has penetrated the economic discourse of the private sector.

### **i. Corporations, International Human Rights and Development Norms**

The World Economic Forum calls upon CEOs to prioritize operating their business in a way that reflects international standards and values in areas such as the environment, ethics, labor and human rights. The notion of the responsible global citizen also inspires CEOs to identify and work with stakeholders such as local NGOs and community leaders and to participate in public policy dialogue (World Economic Forum 2002). Apart from Global Corporate Responsibility, other documents such as the John Ruggie framework on business and human rights, highlight the importance of human rights where the company has an impact on the local population, through its business activities (Ruggie 2008). These frameworks, approaches and the long-term impact of private actors on gender issues, especially in situations of armed violence, still need to be evaluated.

The United Nations Global Compact, "a strategic policy initiative for businesses that are committed to aligning their operations and strategies around the ten universal principles" (UN Global Compact 2010), focuses on environment; anti-corruption; human rights and labor; and refers to the Universal Declaration of Human Rights; the International Labour Organization's Declaration of Fundamental Principles and Rights at Work; the Rio Declaration on Environment and Development; and the United Nations Convention Against Corruption as the standard of values from

which it derives its ten principles. However the Global Compact fails to include such international norms and standards as the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), the Beijing Platform for Action (BPFA) or Resolutions 1325, 1820, 1888 and 1889.

If companies commit to international standards and values, the inclusion of a gender perspective as well as the respect and recognition of international provisions on women's rights and gendered security, should be reflected in their policies. CSR mandates should include a gender component, deriving their values for gender equity from these international norms and standards. Furthermore, CSR initiatives that focus on women and operate in countries in conflict or emerging from conflict should also obtain their fundamental objectives from the WPS resolutions, in particular SCR 1325.

Therefore, while continuing CSR work in thematic areas, such as the environment, ethics, labor and human rights, companies should also add a gender component, while at the same time being cognizant of the special needs of women in conflict and post conflict areas. For instance, in the area of labor: Companies can actively contribute towards increasing women's participation in their communities by structuring initiatives with the knowledge that improving the number of women in the work force will decrease gender disparity and lead to women's economic empowerment. With increased economic power and participation, women can increase their political negotiating power in reconstruction and peacebuilding efforts. Being cognizant of the impact of CSR practices on host communities, CEOs and boards of companies should strive to communicate and foster

partnerships with community leaders to address "issues of common interest and concern" (World Economic Forum 2002), such as gender equality, security and stability.

Cordaid reports an initiative in the Netherlands:

The Dutch have made a good start by being the first to establish a Private Sector Investment Program (PSI+ Program) that specifically focuses on subsidizing Dutch and international companies who wish to start a business with a local partner in fragile states: [Afghanistan, Burundi, DR Congo, Pakistan, Palestine, Southern Sudan, Sierra Leone] (Ministry of Finance of the Netherlands 2010). The PSI+ Program is managed by NL EVD International, an agency of the Dutch Ministry of Economic Affairs, launched in 2009. The program is already a success in that there are in fact more requests from the private sector than available PSI funds. In 2009, €10 million was budgeted but €11 million was finally allocated due to high interests from private sector to participate in this program.

The PSI+ supports small to medium business plans with a total of 60 percent subsidy over the total budget, to a maximum of €1.5 million per applicant. In cooperation with the Dutch Ministry of Economic Affairs, a number of benchmarks are established for the project, and the subsidy is only allocated after those benchmarks have been achieved. Though the Ministry does not impose any quota for women employees because they believe it depends on the local context and type



of work, applicants do regularly include quota and if that benchmark is not achieved, the subsidy is not allocated. In most cases however, a project officer said, more women were eventually employed than initially intended. The EVD does apply the minimal gender criteria that projects should at least not have a negative impact on gender equality, for example by giving very low or lower wages to women. Additionally, they look at the recruitment policy and check if women also have positions in (middle) management. There are several examples of businessmen or women becoming creative in seeking solutions to enhance the employment of women, such as providing a health insurance to the whole family, or providing transport.

The success elements of the PSI+ are that it concerns small scale projects, with close monitoring provided by the NL EVD. This seems to facilitate local revenues and will improve the likelihood of the company being embedded in the community. In line

with the business mentality, the approach is not too much top-down, but as gender equality is one of the funding criteria, it seems to provide an incentive needed to stimulate creativity amongst business women in enhancing the employment of women (Cordaid and WO=MEN 2010).

Domestic and international companies alike require stability in their place of operations to get the optimal returns on their investments. Ensuring that women and their needs are addressed in the efforts to bring and retain stability is essential given that women are an integral part of the workplace, marketplace and the communities in which they operate. For domestic companies and small businesses the stakes are higher, since they are incorporated in the region and their investments are primarily in that area. There should be an incentive for international and multinational companies to invest in both production and consumption. Investing in stability, especially in women's economic empowerment in ending violence against women, contributes towards profitable and sustainable business. For instance, in situations of conflict, the trauma that a community faces is pervasive and long lasting. Specific reintegration programs for survivors are necessary for the recovery and rebuilding of a community, which in turn will be able to take part in the normal economic life of the nation.

## **ii. Corporate Investment in Projects Relating to Women and Peace and Security**

In Bosnia-Herzegovina reintegration programmes for survivors of sexual and gender-based violence assist women to

build their own business and economic activity through the NGO Medica Zenica (Medica Zenica 2010). Among the donors supporting this project are the Ministry of Foreign Affairs of Norway, Save the Children Norway, Medica Mondiale (the umbrella organization), UNIFEM and a number of faith-based and national and local organizations and public institutions. Funding for such initiatives can also come from the private sector. For example in Côte D'Ivoire, Rachel Gogoua, President of the National Organization for Women, Children and the Family shared that they have been able to mobilize funds for WPS work from the private sector (UN-INSTRAW and FOKUS 2010).

Companies can contribute to a healthy recovery by integrating women into their labor force through economic empowerment programs in conflict areas, which in turn create a ready, able and skilled work force that contributes to stable and good business. Similarly, by campaigning on ending violence against women, international companies can ensure that women are autonomous to enjoy economic freedom and empowerment. CEOs such as Tommy Hilfiger of the Tommy Hilfiger Corporation (THC) have recognized that employees would rather have their corporate employer invest in socially responsible initiatives than pool their resources towards employee benefits (UN Global Compact 2010). THC has therefore pledged US\$2 million (Millennium Promise 2010) to the Millennium Villages, a project established to reduce "poverty at the village level through community-led development in rural Africa to achieve the Millennium Development Goals" (Millennium Villages 2009). Though the focus has been on poverty reduction and has not exclusively targeted women and peace and security, the growing social awareness demonstrates

that employees have a vested interest in working towards the social and economic empowerment of the disenfranchised.

In practice, though not a traditional aspect of corporate global citizenship, some companies are forging initiatives and public policy dialogues at the local, national and international levels, including issues related to women and, peace and security, as in the case of Nike Inc., which had been previously criticized for not fully respecting human rights (UN Global Compact 2010).

Proponents of the principles of the global corporate citizen, assert that fostering good public policy is an area where the "private sector can have an important impact and where transparency and alignment with other corporate activities is increasingly important" (World Economic Forum 2002). For example, high ranking executives from such companies as Sumitomo Chemical Co., Ltd. (Sumitomo) and the China National Offshore Oil Corporation (China National) have been promoting social investment in conflict areas (UN Global Compact 2010), though not specifically advocating for women and peace and security issues. For instance, Mr. Jian of China National said that since globalization is bound to drive more investment into conflict and other high-risk areas, investors would invariably be confronted with serious challenges. Given these challenges, it is in companies' own interest to implement the human-rights-based principles of the Global Compact with "on-the-ground involvement with local communities" (United Nations 2010), to train and sensitize the company's staff to ensure that "sustainable and responsible practices were carried out in high-risk areas" (United Nations 2010). Programmatically, Sumitomo has provided bed nets to reduce and control the malaria outbreaks in Africa,

which has improved the standard of living for families (UN Global UN Compact 2010). Since high levels of disease and poverty can lead to conflict, the Director and Senior Managing Executive Officer of Sumitomo contends that businesses can play a role in reducing disease and removing sources of conflict (UN Global Compact 2010). With improved public health, poverty is reduced, and the community is stronger and has fewer reasons for disenfranchised elements to create conflict. Furthermore, reducing disease and promoting good public health builds communities, where invariably, poor health and disease can accompany, be a consequence of or fuel conflict.

Through the Global Compact, businesses have strived to create partnerships with UN agencies and or entities on corporate social responsibility endeavors. Unfortunately, there is a lacuna in the UN's approach to private sector involvement. While it strives to involve the private sector in promoting women related MDGs as well as certain WPS issues as combating SGBV, it fails to take specific note of how these issues should be addressed in places of conflict. For instance, the partnership opportunities created by the Global Compact include projects on maternal health, reducing SGBV, economic empowerment and investing in the girl child, but fail to highlight how these programs are and should be contextually linked to peacebuilding in conflict areas (UN Global Compact 2010). The lack of specific focus on women and peace and security and the role of women in peacebuilding as a way to achieve the MDGs was also painstakingly obvious in the Leader's Summit of the Global Compact, where participants spoke of peacebuilding and women's empowerment, but failed to conceptually link the two.



### iii. Women Entrepreneurs

Women entrepreneurs are increasingly recognizing gender inequalities within business environments, which are aggravated in situations affected by conflicts. For instance, in the local markets in Sierra Leone, male stallholders only paid a fixed tax rate of 1 percent, while women had to pay dues every day, amounting to up to 5 percent of their income. This was either by practice and/or custom (International Alert 2006). Frustrated by this discriminatory practice within the Petty Traders' Association, a faction of the women separated and created the Sierra Leone Market Women's Association (SLMWA) in 1996, and have assisted their members through micro-finance and other economic initiatives (International Alert 2006).

Though not specifically targeting women, Merck & Co. Inc., the pharmaceutical company, has created a program to train physicians in providing adequate HIV/AIDS care to patients in such countries as Rwanda, Guinea, Central African Republic, Burundi and the Democratic Republic of Congo (Merck 2007). Furthermore, the company has joined hands with the French Avicenne Hospital/Medical University of Bobigny in France and the Kamenge Hospital/Medical University of Bujumbura in Burundi to create the HIV/AIDS University Degree for French-Speaking Countries in the African Great Lakes Region, which was launched in 2006 (Merck 2007).

In Rwanda, Cooperative pour la Promotion des Activités Café (COOPAC) initiated psycho-social programs for survivors of the genocide in collaboration with small businesses in the United States, such as the Dean Bean's company operating out of Massachusetts (Cooperative Coffees 2010).

### Awareness-raising Strategies on the Impact of Armed Conflict

Public awareness and capacity building activities on peace and security issues can increase the opportunities to recover from armed conflict and to contribute to sustainable development. In Sri Lanka, a group of business leaders headed by a female president used their marketing, advertising and public relations expertise to create awareness on the economic impact of the war. Neela Marikkar, CEO of Grant McCann Erickson created a 21 episode television series that educated Sri Lankans on the causes and impact of conflict, and efforts it would take to broker sustainable peace (International Alert 2006). Recognizing that the business community had been badly hit by the conflict, especially the tourism and hospitality industry, Marikkar organized business leaders to create an awareness campaign to highlight how the conflict had damaged the country both economically and psychologically (International Alert 2006). The aim of the campaign was to promote dialogue and negotiation through peaceful means in order to end violence.

### Good Practice: Nokia – combining economic interest with addressing root causes of inequality

The mobile phone company, Nokia sees itself as more than a donor providing cash to development projects. In a questionnaire for this study, Gregory Elphinston of Nokia explained: "We are looking at how we can fulfill the potential of mobile technology to improve society, whether that relates to achieving education for all, improving access to affordable health care or environmental conservation. [...] We also provide tools that help to promote transparency (for example, by providing real-time election monitoring) and freedom of expression" (G Elphinston 2010 pers. comm., 7 September).

Nokia takes gender differences into consideration and has designed specific education programs that try to respond to such differences. "In the area of education, our agenda is aligned with the UN. ...equality between boys and girls is one of the areas we are addressing within those six goals. In health, we are especially interested in the potential to influence and improve maternal health, another of the Millennium Development Goals" (G Elphinston 2010 pers. comm., 7 September). The Finnish company addresses reproductive health issues by trying to overcome traditional gender roles that can have a negative impact on people's lives:

It is worth noting that our goal is not to promote women or men specifically, but rather look at the root causes of issues affecting them and how they can be addressed. For example, in the area of maternal health, men are frequently excluded

from maternal health programs despite the fact that they are often the ones making decisions about women's reproductive health. Thus, a project can be directed at men for the benefit of women (Cordaid-GNWP survey 2010).

Nonetheless, the manufacturer sees the interaction of the private sector with development and security projects and policies as critical. Loyal to its company's principles and staff, Nokia states that intervening in a policy sector would only be interesting for Nokia under very specific conditions (which does not include a sole charity function) and elaborates:

The question is what role organizations would allocate to Nokia if they wanted to improve peace, security and the situation of women. If the only answer to that question is "donor," then it suggests that Nokia is not the right organization to be approaching in this area. There are many social causes where mobile communication can play a clear role in social development, especially in education. It makes sense for Nokia to focus its efforts in these areas, where its competence and personnel can make a significant impact. It would not make sense to branch out to subject matter where Nokia is not seen playing a relevant role.

Simply acting as a donor does not fulfill our potential, nor would it meet the expectations of our employees or stakeholders. [...] We need to ask ourselves how we can have the biggest impact in the world. That is, in which policy areas can our products, services and personnel have a significant and sustained positive



impact. We know that we have the competence and scale to achieve a vast positive impact in policy areas like health, education and agriculture and we are mindful of the positive implications for women in many of those endeavors. However, actions around peace and security can be extremely polarizing and it is highly unlikely that multinational corporations (especially consumer brands) would be viewed by governments, NGOs or the public as legitimate actors.

Ultimately, it makes sense to engage a company like Nokia if it is seen offering technology or ideas that can address the root problems of conflict. However, it would be short-sighted to engage companies if their only value is the contribution of cash, especially in policy areas where they lack legitimacy. Doing so not only threatens the sustainability of the company but influences the perception of the other participants and the success of the overall effort.

Maybe collaboration based on shared information services and databases on health and violence prevention mechanisms could be envisioned by the company as it states that “the use of mobile phones for data collection offers significantly greater security than loose pieces of paper, since these tend to be easy damaged or lost. The use of a phone allows the data to be sent as it is collected, which mitigates the risk of catastrophic loss” (Cordaid-GNWP survey 2010).

#### iv. Corporate Support for Women’s Empowerment

The UN is looking for corporate involvement in technical assistance and training; advocacy; marketing and communications; production management; computer and digital literacy; business and organizational development and capacity building; and provision of funding, services and/or equipment. However, as Jeffery Sachs pointed out at the UN Global Compact Leader’s Summit, the business community can strive to find entry points to work on conflict avoidance and peace building either through community development, technological assistance, or influencing public policy both at the national and global scale (UN Global Compact 2010).

The United Nations Global Compact (UNGC) promotes the women’s empowerment principles amongst corporations and calls upon them to:

- Establish high-level corporate leadership for gender equality;
- Treat all women and men fairly at work – respect and support human rights and nondiscrimination;
- Ensure the health, safety and well-being of all women and men workers;
- Promote education, training and professional development for women;
- Implement enterprise development, supply chain and marketing practices that empower women;
- Promote equality through community initiatives and advocacy; and
- Measure and publicly report on progress to achieve gender equality (UN Global Compact 2004).

Most of these principles are applicable to achieving gender equality within the corporate ranks. However, promoting equality through community initiatives and advocacy can create opportunities for companies to engage in dialogue with community stakeholders, government officials and others to help eliminate exploitation and open opportunities for women; to lead by example in the communities they operate in by achieving gender equality from within; promote and recognize the leadership skills of women within the community; and support initiatives that improve the rights of women in the community through philanthropy and grants.

Companies can also look at the Calvert Women’s Principles (Calvert Investments 2010), the first Global Code of Corporate Conduct focused exclusively on empowering, advancing, and investing in women worldwide, which was created by Calvert Investment, an investment management company, in partnership with UNIFEM in 2004. The principles provide a set of goals companies can aspire to and measure their progress against. A precursor to the UNGC’s Women’s Empowerment Principles, the Calvert Principles provide a concrete set of indicators for tracking the progress of gender equity within the internal management of corporations as well as in their CSR initiatives. Principle number six on civil and community engagement is of particular importance since it calls upon corporations to “take concrete steps to attain gender equality by adopting and implementing policies to promote equitable participation in civic life and eliminate all forms of discrimination and exploitation” (Calvert Investments 2010). Below are the key elements of principle six:

- Encourage philanthropic foundations associated with the entity to adhere to these Principles through their donations, grant-making, programmatic initiatives, and investments.
- Encourage women and girls to enter non-traditional fields by providing accessible career information and training programs designed specifically for them.
- Respect female employees’ rights to participate in legal, civic, and political affairs –including time off to vote – without interference or fear of repercussion or retaliation in the workplace.
- Respect employees’ voluntary freedom of association, including the voluntary freedom of association of female employees.
- Work with governments and communities where the company does business to eliminate gender-based discrimination and improve educational and other opportunities for women and girls in those communities, including support for women’s non-governmental organizations and other community groups working for the advancement of women.
- Exercise proactive leadership in its sphere of influence to protect women from sexual harassment, violence, mutilation, intimidation, retaliation, or other denial of their basic human rights by host governments or non-governmental actors and refuse to tolerate situations where cultural differences or customs are used to deny the basic human rights of women and girls.

The involvement of MNCs in the field of women and peace and security is in its infancy. Our research suggests, that though companies have fully operational foundations specifically dedicated to corporate social responsibility endeavors, social investment and philanthropy, most do not have a WPS focus. In terms of initiatives that include WPS, companies tend to focus on these if they either have a presence in or are near a conflict area. Furthermore, a review of companies working on programs that include or can include WPS issues thus far, includes companies involved in data collection and management programs; initiatives to combat sexual and gender based violence (SGBV); women's economic empowerment; skills training; and women's health, as described below.

Combating violence against women (VAW), specifically sexual- and gender-based violence (SGBV), is a thematic initiative that companies such as Avon, a producer of cosmetics, and Yves Saint Laurent, a fashion house, have incorporated in their corporate social responsibility agenda. Some have chosen to collaborate with UN agencies, as Yves Saint Laurent has with UNIFEM to launch petition on VAW (Yves Saint Laurent 2009). Others, such as the communication and marketing company Grupo ABC, a conglomerate headquartered in Brazil, have created their own awareness raising programming. Grupo ABC has provided pro bono services to develop media content through public service announcements and soap operas in collaboration with local media in Africa to disseminate information on behavioral changes in order to reduce SGBV against girls (UNICEF 2009). The Avon foundation, however, has made the most strides in involving itself in reducing VAW around the world including in countries that are in conflict or emerging from conflict.

### **Good Practice: Avon as a global actor on fighting violence against women**

Avon is one of the largest companies employing women in the world; it currently boasts a network of six million women (N Glaser 2010, pers. comm., 11 Aug). Founded in 1955 with the goal of improving women's lives, the foundation claims to be the "largest corporate philanthropy dedicated to women's causes globally (Avon Foundation for Women 2010). According to Nancy Glaser, Senior VP, Global Communications, Avon Products Inc., Avon's business model is about empowering women economically to improve their lives, including the lives of their families and the communities they live in (N Glaser 2010, pers. comm., 11 Aug). Because the company operates as a micro-lender to women, Ms. Glaser believes that its involvement in this activity gives Avon Foundation firsthand knowledge about the power of economic opportunity. The management at the company realized that such a business model provides social advantages for women. By recognizing that combating VAW goes hand in hand with economic empowerment, the company, through its foundation, felt the need to put a stake on the ground in terms of women's empowerment, (N Glaser 2010, pers. comm., 11 Aug).

As part of the Avon Foundation, Avon established the "Ending Violence Against Women" initiative about four years ago. Named "Global Partnerships to End Violence Against Women," Avon launched the initiative in March 2010 in collaboration with Vital Voices and the

U.S. State Department (Avon Foundation for Women 2010). The foundation donated US\$1.2 million to Vital Voices to bring together 15 country delegations, comprised of leaders with local expertise in the fields of business, government, law enforcement, civil society, academia and others to discuss the challenges of combating VAW.

Representatives from countries in conflict, emerging from conflict or facing armed violence, such as Liberia, the Democratic Republic of Congo and Colombia were also included. The foundation has also created a VAW campaign toolkit that provides strategies to develop awareness and advocacy campaigns to reduce violence against women (Avon Foundation for Women 2010). The toolkit for NGOs working on the ground specifically mentions rape as a tool of war, and conflict related sexual violence. The Foundation has also donated US\$500,000 to the U.S. State Department Secretary's Fund for Global Women's Leadership to provide grants to NGOs globally working on violence against women, including to NGOs in the 15 countries that attended the conference (Avon Foundation for Women 2010).

Focusing on building partnerships around the world, Avon hopes to build an umbrella network that will involve both the private and public sector, including NGOs and local community leaders. Through delegations in India and Argentina, it has thus far planned to initiate regional networks in Asia and South America. It also hopes to start a regional delegation in Africa. Ultimately,

Avon is attempting to leverage local expertise, and defer to local experts for guidance in combating VAW (Avon Foundation for Women 2010).

Strengthening the rule of law is a critical requirement in peacebuilding and reconstruction. Rampant SGBV that invariably accompanies conflict and often continues post conflict, due to a culture of impunity, threatens every effort to sustain the rule of law. To ensure that their corporate enterprise, investments and profits are secure and not threatened by a lack of law and order, business companies have a vested interest in ensuring that rule of law is efficient in the communities in which they operate. Stymieing corruption is not the only interest companies do and should have in rule of law initiatives. Combating SGBV through rule of law initiatives is just as important, because violence of any kind is a disruptive element to the regular operations of a corporation.

Consequently, CSR initiatives on the rule of law and the building of justice sector institutions "must be gender sensitive and women must be included and empowered by the reform of the sector" (United Nations 2004). A great opportunity for corporations to find an entry point into justice sector reform, reconstruction and sustained legal development that addresses SGBV is through legal education and training for the legal community in conflict and post conflict situations. The Avon Foundation, as such, has taken on this task by funding the Avon Global Center for Women & Justice at Cornell Law School, which

was launched in March 2008. Amongst its tasks, the center held a conference in Washington D.C. on "Gender-Based Violence and Justice in Conflict and Post-Conflict Areas," which included 175 participants from over a dozen countries, including more than 30 judges (Cornell University Law School 2011). Furthermore, the center has compiled and analyzed gender jurisprudence from war crimes tribunal at the request of an international war crimes tribunal justice (N Glaser 2010, pers. comm., 22 Aug), and facilitates judges' access to research and information relating to SGBV and gender justice. It also provides legal research assistance to judges as well as technical legal assistance on projects and initiatives to policymakers and organizations (Cornell University Law School 2011). Additionally, it provides free access to a legal resources database on SGBV-related international, regional and domestic case law.

Similarly, the UBS Optimus Foundation, set up by the financial service firm, UBS, is financing a project, through the NGO Africa Humanitarian Action, on SGBV prevention in Rwanda. Working with refugees and internally displaced people, the program provides clinical care and treatment to survivors and raises awareness on SGBV, in order to address the problem at its root cause and reduce stigma (UBS 2011). The project has been implemented in the Kiziba Refugee Camp, the surrounding Rwankuba locality, and among urban refugees spread out in Kigali. Implementing programs that aim to reduce the incidence of SGBV and ensure the wellbeing of survivors in crisis and conflict-affected settings, is one

of the most effective ways of ensuring human security. Providing psychological and medical care for survivors, creating community sensitization programs and collecting data in a safe and ethical manner on SGBV, as done by this project, are activities that lead to the decrease in incidences of SGBV (UBS 2011). In particular, community sensitization and psychosocial healing of the community can alter the culture of violence and impunity. With increased human security, women become empowered and are able to obtain more prominent positions in their communities.

While some companies are working towards empowering women by ensuring their human security, others are prioritizing women's economic empowerment in their corporate social responsibility initiatives.

### **Good Practice: Cisco Systems, Inc. empowering women in areas of armed conflict**

Cisco Systems, Inc. (Cisco), the electronic networking company, advocates that skills training provides a common ground for economic development in developing countries and territories including those that are in conflict or emerging from conflict, such as Palestine and Rwanda. Zika Abzuk from Cisco explains that since corporations ultimately are for-profit businesses, creating opportunities for a skilled workforce is prioritized in the company's corporate social responsibility mandates (Z Abzuk 2010, pers. comm., 18 Aug). By implementing economic empowerment projects, Cisco believes it can create long-term processes that help change mindsets and reduce conflict (Z Abzuk pers. comm., 18 Aug 2010). By facilitating the creation of business relationships, Cisco is attempting to achieve positive change (Z Abzuk 2010, pers. comm., 18 Aug).

In support of this goal, Cisco has initiated a program that teaches information and communications technology (ICT) skills to women and helps them prepare for industry certifications. Skills training can vary from computer diagnostics to network management and design. Besides training in technology skills, Cisco's Women's Empowerment Program provides training in soft skills such as effectively interviewing for jobs and learning how to dress in the workplace (Z Abzuk 2010, pers. comm., 18 Aug). The program lasts eight months,

and participants can choose from a diverse curriculum, including computer training; network management training; web support; technology sales and marketing; personal development; and professional leadership training (Z Abzuk 2010, pers. comm., 25 Aug). The program was launched in Israel to train Arab and Jewish women and will soon be extended to Palestine (Z Abzuk 2010, pers. comm., 25 Aug). Upon graduation, most women are able to secure employment. Cisco has launched a similar program in Africa, in particularly Rwanda, with services and training programs delivered through community centers. Cisco is also working with a school with orphans from the genocide, called Agaso Shalom Youth Village, providing computers, education, and connectivity. The company plans to establish a community center solely dedicated to women, in collaboration with Rwandan First Lady's Imbuto Foundation (Z Abzuk 2010, pers. comm., 25 Aug).

Cisco also delivers Cisco Networking Academy courses throughout Sub-Saharan Africa, in partnership with NGOs and public institutions, to support the development of ICT skills. To help ensure that women from low socioeconomic backgrounds are included in the classroom, Cisco and partners fund scholarships (Z Abzuk 2010, pers. comm., 23 Aug). Cisco is also working with partners to deliver IT education to women in rural communities in Uganda.

Besides creating partnerships with academic or nonprofit organizations on the ground, collaborating with



governments is essential in ensuring that long term goals for peacebuilding and conflict recovery are met. Most CSR initiatives tend to be short term, but Nike Inc., the sports apparel company, through Nike Foundation, in partnership with the World Bank and the Liberian and Danish Governments has contributed US\$20 million to develop the "adolescent girls initiative" or the "girl effect" as an investment to promote growth and stability in a post conflict country (UN Global Compact 2010). A "model that links skills training for girls to the demands of Liberia's marketplace and that can be used in a variety of country contexts," the goal of the program is to

- ➔ Increase employment for girls;
- ➔ Increase income for girls;
- ➔ Improve their social standing; and
- ➔ Increase household prosperity (including investments in health, home and education) (UN Global Compact 2010).

The ultimate goal of the entire project however, is to enable young girls and women to contribute to their communities "through infrastructure development and return investment." Once they have gained that level of autonomy they can become involved in the governance of their communities (UNDP-USA 2008). The project aims to expand to include other post conflict areas as Afghanistan, Nepal, Rwanda, Sudan and Togo.

Providing locally relevant skills training is essential to ensure that women are

able to successfully enter the local economy post conflict. The 10,000 Women Initiative, created by Goldman Sachs, the investment banking and securities firm, targets underserved women and provides them with education in business and management. Implementing the project through a network of 70 academic and non-profit partners, the program tailors locally relevant courses in business in such areas as marketing, accounting, market research, etc. (Goldman Sachs 2011). Through short term programs, students are also able to receive mentoring from local businesses and other partner institutions post graduation (Goldman Sachs 2011). Operating around the world, including in countries emerging from conflict, such as Rwanda, educating women in business skills has led to the creation of economic opportunities for other women and social investment in the community. In Kigali, Rwanda, for instance, a graduate of the program, who runs a brick manufacturing company, primarily hires local women and has invested in a water pump for her community (Goldman Sachs 2011).

Consequently, CSR initiatives on the rule of law and the building of justice sector institutions "must be gender sensitive and women must be included and empowered by the reform of the sector" (United Nations 2004).

CSR initiatives, such as Cisco's and Goldman Sachs', contribute towards the security of women and human security. Economic empowerment and education improve women's visibility and lead to improved political standing. As emancipated actors, women have more opportunities to participate in political processes and social development. Similarly, providing women with access to basic information on health, education and jobs empowers them with knowledge and enables them to become productive and informed decision makers. For instance, as part of its four-year and US\$10 million commitment to the Clinton Global Initiative to alleviate poverty in five Sub-Saharan African countries, namely Cameroon; Ethiopia; Kenya; Nigeria; and Rwanda, Cisco has produced the Beehive portal "to provide low-income people with accessible and easy-to-understand tools and information on a wide variety of topics, including money; health; education; jobs and careers; family; and starting a business" (Cisco 2008). Local NGOs have ownership of the portal and a lot of the content includes information for women and women's empowerment (Z Abzuk 2010, pers. comm., 18 Aug). As of now, the Beehive Portals exist in Nigeria, Rwanda, Ethiopia, South Africa and Kenya.



# 05

## Implications of Funding National Action Plans



This section provides examples of activities, projects, programs and national implementation strategies for the implementation of SCR 1325, and that contribute to the advancement of the women and peace and security agenda. It also looks at the implications of assessing funding for 1325 at a national level and how different countries approach this.

## a. National Action Planning Processes

The specific thematic areas of SCR 1325 as mentioned in previous sections are:

- ➔ Participation of women in decision-making at all levels in conflict resolution and peace processes;
- ➔ Protection of women and girls' rights: particularly protection from sexual and gender-based violence;
- ➔ Prevention, management, and resolution of conflict;
- ➔ Needs of male and female ex-combatants;
- ➔ Training for military and civilian police personnel in peacekeeping operations.

These areas can include issues such as human trafficking, sexual exploitation and abuse by humanitarian personnel, as well as equal rights to property in a post conflict society (Liberian Ministry of Gender and Development 2009). They can either be addressed individually by different organisations intervening in a country, as demonstrated in the Colombian case study (see page 36), or can be reflected in a comprehensive national strategy through national action plans.

National action plans (NAPs) on SCR 1325 vary in terms of scope and may have different programme components. However, there are common steps taken in the development and adoption of national action plans:

- ➔ Awareness raising and advocacy to generate interest among key stakeholders in government, civil society and multilateral institutions;

- ➔ Capacity building among key stakeholders towards better understanding of the national peace and security context and how SCR 1325 may be applied;
- ➔ Consultations with other civil society actors and communities affected by the conflicts;
- ➔ Identification of tasks and division of responsibilities and development of coordination mechanisms among the implementing agencies or key stakeholders;
- ➔ Budgeting and identification of fund sources; and
- ➔ Development of indicators and monitoring and evaluation systems to track progress in implementation.

However, it must be noted that while the above steps have become more common in recent national action planning processes, not all NAP development processes have included all the components. For example, budgeting and the development of indicators and monitoring and evaluation systems have been excluded in a number of NAPs.

Estimating the cost of the development of a national action plan or rather the full implementation of SCR 1325 at the national level highly depends on the local infrastructure, socio-political process and the content and ambition of the stakeholders who develop the plan. The budgetary allocations for 1325 implementation must be very clear and

should be divided into two phases:

1. development of NAP; and
2. implementation of NAP.

Pamela Villalobos from the Ministry of Defense of Chile provided critical insight on funding vis-à-vis government commitment to implement the resolution: "[...] rather than focusing on the provision of funding, we should be focusing on building the political will of governments to undertake women, peace and security initiatives, [as] this will translate into a budget for these activities" (UN-INSTRAW and FOKUS 2010). Such political will can be achieved by demonstrating that WPS activities and

empowering women will help build countries that are more peaceful and prosperous. Chile is one of the countries where funding SCR 1325 implementation comes from the national budget.

Most NAPs do not specify the budget dedicated for development and implementation, and Nordic countries in particular do not publicly reveal their budget lines. Below is a list of some budget lines that provide numeric examples of the resources that were made available for the development of the NAPs; for implementation per year; and for projects outside their own state borders (funds dedicated externally).

Country	Funds for development of the NAP	Funds for SCR 1325 implementation domestically and outside state borders per year	Source of funds
Côte d'Ivoire	Not specified	Around US\$3 million	Not specified
Denmark	Not specified	Not specified	Government
Liberia	US\$2 million	US\$5.4 million	Bilateral funds from Italy, Denmark, Norway etc. Support from international organizations and civil society groups
Norway	Not specified	US\$19 million (2007)	Government
Philippines	Not specified	US\$440,000	Potentially part of this funds will come from the government's gender and development budget
The Netherlands	US\$23 million	Not specified	Ministry of Foreign Affairs; MDG3 Fund
Sierra Leone	Not specified	Around US\$7 million	International CSOs, Finland
Sweden	Not specified	Around US\$32 million	Regular government budget
Switzerland	US\$49,000	US\$970,000	Swiss State Budget
United Kingdom	Not specified	US\$21 million direct expenditure	Government: Foreign and Commonwealth Office, Department for International Development, Ministry of Defense, and tri-departmental Conflict Pool

As demonstrated above, there is a large difference among the countries that have national action plans with regards to the amount of money invested in women and peace and security issues. The majority of the countries that have NAPs are in Europe and have a larger amount of resources and infra-structure than countries emerging from armed conflict or those in a state of development. Most European countries also support initiatives on gender and security issues in countries or regions of political interest to them.

A more recent advancement has been the development of national action plans in the global South with more independent resources. Examples such as the Philippines and Chile demonstrate that there are countries in different regions in the world that develop their NAPs on SCR 1325 independently from external support. However, African countries have relied on the support of international organizations, civil society and bilateral donors.

These differences in access to resources should not lead to the conclusion that the implementation of SCR 1325 in a country like Sweden, that reports to spend around US\$32 million per year on women and peace and security issues, is more effective than in the Philippines, which dedicates less than US\$500,000 per year on implementing their NAP.

Petra Toetterman Andorff, Secretary General of WILPF Sweden, reports:

The [Swedish] NAP does not outline any specific budget for the implementation of UNSCR 1325. Women's security and equal participation in peace-building are given priority in Swedish policies for security and international

development cooperation. The actions mentioned in the plan are to be financed within existing [national] budget lines. (FOKUS survey 2009).

Anna Sundén, Coordinator of Operation 1325 in Sweden, confirms:

The actions mentioned in the plan are to be financed within existing budget lines. Operation 1325 has received financial support from the Foreign Ministry, Sida, Folke Bernadotte Academy and the Swedish National Board for Youth Affairs for our projects aiming at the implementation of 1325 nationally, regionally and internationally. These funds are, however, not specified within the budget line since it is absent in the NAP (FOKUS survey 2009).

The Danish NAP was developed with funds from the current budget of different government agencies. Pernille Brix, head of section on Global Cooperation and Economy, Ministry of Foreign Affairs confirms:

There is no separate budget for the implementation of the Danish National Action Plan, but it is a basic condition of the NAP that multiple, relevant budget lines can be used to ensure realization of UNSCR 1325. This is true both for the Foreign Ministry and the Ministry of Defense. The Danish National Action Plan was developed by an inter-ministerial working group. In terms of funds, the process only required the dedication of the participating civil servants' working hours and money for printing and dissemination of the plan (Cordaid-GNWP survey 2010).

A specific earmarking system has not been put in place.

In Ireland, calculations for WPS funds are neither exact nor earmarked. Deirdre Ni Cheallaigh, HIV and Gender Policy Officer at the Irish NGO Trócaire, states:

As we do not have a baseline in terms of what exactly is being done to implement UNSCR 1325, it is not clear what resources (financial and human) are currently being made available to support the implementation of UNSCR 1325. Anecdotally, as it is felt that more could be done to systematically implement UNSCR 1325 (through the development and comprehensive implementation of an Irish NAP on Women, Peace and Security), it can also be assumed that more human and financial resources are needed to systematize implementation (Cordaid-GNWP survey 2010).

Neither the Norwegian, Finnish, Portuguese, nor Spanish NAPs, have specific budgets dedicated to the activities outlined. The Belgian NAP has partly identified funds exclusively dedicated to 1325 (EPLO 2010). "At this stage the NAP remains very theoretical; it does not include many concrete actions for implementation, nor does it comprise indicators or a specific budget – though Belgium has a specific gender budget law and the Ministry of Defense has earmarked a specific budget for implementation of its commitments under NAP 1325" (EPLO 2010).

Craig Morley, from the Peacekeeping Team, Conflict Group, Foreign & Commonwealth Office shares that the UK has tried for the first time to get a snapshot of their total expenditures on

SCR 1325 activities: "Expenditure for implementing activities on UNSCR 1325 is drawn from a variety of budgets across three government departments – the Foreign and Commonwealth Office, the Department for International Development and the Ministry of Defence (for example). It is not specifically marked and therefore it is difficult to gain a full picture of exact expenditure on this issue" (Cordaid-GNWP survey 2010). Nonetheless, the UK government has made an effort to identify sources related to resolution 1325 implementation.

In order to provide a snapshot of UK expenditure on SCR 1325, the FCO surveyed expenditure in nine countries (Afghanistan, Democratic Republic of the Congo, Iraq, Lebanon, Nepal, Pakistan, Sri Lanka, Sudan and Yemen), selected due to their high profile work on this agenda within the FCO, and identified four different funding streams from each government department:

- Country-specific programs, directly related to the implementation of UNSCR 1325
- Country-specific programs, indirectly related to the implementation of UNSCR 1325 (i.e. where UNSCR 1325 forms an element of the programme or is taken into account)
- Non-country-specific programs, directly related to the implementation of UNSCR 1325
- Non-country-specific programs, indirectly related to the implementation of UNSCR 1325 (Cordaid-GNWP survey 2010)

It is clear that the survey and its results are not exhaustive. Morley confirms that,

"In some cases, work the UK supports contributes to the implementation of UNSCR 1325 without UNSCR 1325 being the core objective" (Cordaid-GNWP survey 2010). He adds that it is difficult to extrapolate specific percentages of 1325 related expenditure from the total figures and that "the figures stated for indirect yet related expenditure are total program

expenditure of which UNSCR 1325 forms an element" (Cordaid-GNWP survey 2010). The figures stated do not include the UK Government's contribution to the UN Peacekeeping (estimated at approximately US\$603 million for UN FY 2010/11), UN Regular Budget, or FCO, DfID and MoD staffing/administrative costs" (Cordaid-GNWP survey 2010).

Department	Direct	Indirect	Total Expenditure	% of Total
Foreign & Commonwealth Office	£3,302,036	£4,958,133	£8,260,169	4.90%
Department for International Development	£7,538,882	£121,954,201	£129,493,083	76.84%
Ministry of Defence	£0	£16,098,111	£16,098,111	8.70%
Conflict Pool*	£2,832,314	£11,837,174	£13,307,949	9.55%
<b>TOTAL</b>	<b>£13,673,232</b>	<b>£154,847,619</b>	<b>£168,520,851</b>	<b>100.00%</b>

\* The Conflict Pool is funded tri-departmentally, drawing from the FCO, DfID, and MoD



"The total figure for directly related expenditure on UNSCR 1325 activities in the nine countries during this period, along with non-country-specific directly related expenditure, was £13.7 million. However an additional £154.8 million was identified as expenditure indirectly related to UNSCR 1325 (i.e. expenditure on programs where UNSCR 1325 either forms an element or is taken into account)" (Cordaid-GNWP survey 2010).

The Swiss confederation and the federal Department of Foreign Affairs reports to have earmarked specific 1325 funds for 2009 and 2010, which were around 1 million CHF (US\$980,000). In addition:

The development of the NAP is done by an inter-ministerial working group (with the consultation of the Swiss NGO Platform for 1325). All costs of this activity are covered from the regular budgets of the concerned ministries (i.e. human resource costs and material/

transport etc.). Periodical development of country specific gender fact sheets for internal use and context specific pre-deployment training is separately budgeted. For dissemination activities of the new NAP 2010 separate funds are available (around 50,000 CHF) [...] As part of its commitment to the implementation of UNSCR 1325, the Political Division IV – Human Security – of the DFAE does not only contribute to the implementation of UNSCR 1325 by means of earmarked funds for activities under the label of 1325, but also follows the principles of gender mainstreaming in all its programs. As a means to implement gender-responsive budgeting the PD IV has integrated a gender marker into project documents, which indicates the relevance of a project to gender issues. As a controlling tool, the gender marker measures the percentage of gender-sensitive expenditures. In 2009, 67 percent of all PD IV project funding was substantially (55 percent) or distinctively (12 percent) gender-sensitive. The Programs of the Swiss Development Cooperation (also part of the DFAE) may also in part relate to UNSCR 1325. Given the only indirect relevance to the implementation of 1325 there are no estimates for this part of the State budget. SDC programs are also applying a gender marker in their project cycles (Cordaid-GNWP survey 2010).

Elina Hatakka, Coordinator of the 1325 Network in Finland acknowledges the complexity of tracking funds on women and peace and security issues. She states: "All the responsible ministries should earmark in their budgets specific 1325 money and list projects achieved by it. Especially the MoFA [Ministry of Foreign Affairs] should list the

ongoing and planned projects that fit in the 1325 category and evaluate if the total number is in accordance with the Finnish NAP" (FOKUS survey 2009).

A comprehensive WPS needs assessment, inventory of available resources as well as internal analysis of the budget lines and spending, will provide governments, civil society, donors, and other stakeholders with an overview of what resources are needed to fully and effectively implement SCR 1325. Specific objectives, indicators, benchmarks and timelines that show where the action plan is headed will indicate where funds and other resources will be used and when. In the case of the Côte d'Ivoire national action plan, a concrete list with determined budget lines and responsibilities contributed to an effective planning process. The overall budget for the action plan is 3,700,000,000 CFA (US\$8.8 million), for the three years of implementation. The general coordination of these funds is the responsibility of the Ministry of Family, Women and Social Affairs (FOKUS survey 2009). The Ministry of Administrative Affairs and Finance has the authority of approval and conducts an annual auditing process.



**Côte d'Ivoire budget for the implementation of NAP on UNSCR 1325 per annum:**

Area of action	Annual Budget	Responsible actor
Protection of women and girls from sexual violence	US\$520,000	Ministry of Justice and Human Rights in collaboration with Ministries of Interior, Defense and Security, Health and Public Hygiene and Ministry of Family, Women and Social Affairs
Inclusion of the gender question in political and development programs	US\$200,000	Ministry of Family, Women and Social Affairs in collaboration with units from Ministry of Development and Planning and Ministry of Economics and Finance
Participation of women and men in reconstruction and reintegration processes	US\$440,000	Ministry of Education in collaboration with Ministry of Security, Health and Public Hygiene, Ministry of Solidarity of War Victims, Ministry of National Reconstruction and Reintegration and National Agency to Support Rural Development
Reinforcement of the participation of women in decision-making positions	US\$97,000	Coordination of Women for the Election Process and Post-conflict Reconstruction (COFEMCI REPC) in collaboration with Ministry of Family, Women and Social Affairs
Putting in place a monitoring system	US\$53,000	Ministry of Family, Women and Social Affairs in collaboration with the monitoring and evaluation committee
Management of the implementation of the plan (staff, vehicles and functioning)	US\$250,000	Ministry of Family, Women and Social Affairs in collaboration with other institutions
Other costs (5%)	US\$78,000	Ministry of Family, Women and Social Affairs

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**b. Developing a National Action Plan**

The box below presents useful questions to ask when developing a NAP on resolution 1325. It includes specific questions on the budget for implementation.

**Questions to Ask When Developing a National Action Plan on Resolution 1325**

- Why is a national action plan necessary given the past and present peace and security context in the country?
- How will the different actors and ministries coordinate throughout the NAP process? What mechanism needs to be established – e.g. working groups, task forces, coordinating committees and what are the mandates of such mechanisms?
- What specific WPS issues need to be addressed?
- What role could the private sector take in the NAP process?
- Are there policies and initiatives related to peace and security and gender equality that a national action plan could build upon or strengthen? – e.g. CEDAW compliance, PRS, MDGs)?
- What resources exist to support the work of such mechanism? E.g. Are there funds available from certain government agencies? Are there CSOs and multilateral institutions that would be able to contribute financial resources or technical expertise?
- Which actors and ministries/ government entities need to be involved in the national action planning process?
- Who will be responsible for monitoring and evaluating the action plan? What M & E mechanism will be put in place as part of the NAP process?
- What is the level of awareness on SCR 1325 and the WPS situation among these actors?
- What kind of awareness raising and capacity-building activities need to be carried out prior to the action planning process?

### c) Division of Responsibilities and Coordination of Actors

The need to define the roles of different agencies and organizations involved in the implementation as well as clear allocations and management of resources at the onset cannot be overemphasized.

Because work on 1325 in most developed countries is integrated into the country's foreign policy – sometimes specifically in international development cooperation – the lead agencies are the foreign ministries. In Africa, the lead agencies have mostly been gender ministries. Concern has been expressed regarding minimal resources and low political clout among some of these ministries – Liberia and Sierra Leone being exceptions.

In Belgium, the Federal Public Service for Foreign Affairs, Foreign Trade and Development Cooperation has integrated the NAP into the Belgian development strategy. The Spanish NAP combines women and peace and security with foreign policy aspects. Manuela Mesa from CEIPAZ reports:

Spain's national action plan (NAP) for the implementation of United Nations Security Council Resolution (UNSCR) 1325 was approved by the Council of Ministers on 31 November 2007. Under the plan, the State Secretariat for International Co-operation in the Ministry of Foreign Affairs adopted a specific action plan on gender and peacebuilding within the framework of development co-operation. [...] It highlights the European Common Security and Defense Policy (CSDP) and development co-operation (EPLO 2010).

Effective collaboration and coordination among different actors working on similar issues or common geographic areas is key to successful policy implementation. Senior Gender Adviser of the United Nations Mission in the Congo (MONUC), Elsie Effange-Mbella, highlights:

We know that there are several actors on the ground – both national and international stakeholders – and therefore there is need for there to be a centralized coordinating mechanism to streamline implementation of activities, monitoring and evaluation of progress based on existing capacities. A good coordinating mechanism will aim at an integrated approach, which seeks to draw on existing strengths in resolving issues based on complementing capacities (FOKUS survey 2009).

UNIFEM Georgia counts on US\$140,000 over a three-year period, which is given by Norway, for its Women for Equality, Peace and Development project. The implementation and link with already existing policies is essential. The gender advisor for Georgia, Tamar Sabedashvili, reports:

The project implementation will start in November 2009 and among other activities it foresees bringing national policies and laws in compliance with UNSCR 1325 and 1820, through provision of support for the elaboration and approval of a National Action Plan and Implementation Strategy on SCR 1325 and 1820 to protect and promote

IDPs [internally displaced person] and conflict-affected women's rights.

The programme also aims to support integration of the National Action Plan and Implementation Strategy on SCR 1325 and 1820 into the relevant national policies and laws (FOKUS survey 2009).

In Nepal, different UN entities and bilateral agencies have united to form the Peace Support Working Group. One of the current priorities of this group is to support the development of Nepal's NAP. Each member of the PSWG contributed financial as well as in kind (printing, use of meeting facilities) resources to make the development of the NAP possible. UNFPA Nepal reports:

The PSWG [Peace Support Working Group] on UNSCR1325 is a UN and donor coordination and cooperation forum. The primary objective is to enhance cooperation and coordination among UN agencies and donors. I/ NGOs are invited to present their work to allow for discussion on what are the local initiatives and how can UN and donors assist in that. The regular meetings, which UNFPA chairs and the Norwegian Embassy co-chairs, and for which UNFPA provides secretariat services, has allowed for joint efforts to bridge programming and advocacy gaps in an efficient manner as a result of pooled resources (UNFPA-Nepal 2008).

Since 2008, the Peace Support Working Group has been chaired by the Royal Norwegian Embassy and co-chaired by UNFPA.



Effective collaboration and coordination among different actors working on similar issues or common geographic areas is key to successful policy implementation.

## d) Monitoring and Evaluation

Adequate indicators as well as practical monitoring tools are essential for successful oversight. The indicators developed by the UN Technical Working group on Indicators (TWGI) draw attention to the budgeting and financial allocation for the implementation of the resolution. On the part of civil society, the indicators identified by the Global Network of Women Peacebuilders (GNWP) assess progress on the allocated and disbursed funding to governments and civil society organizations marked for women and peace and security projects and programs.

Although almost all NAPs recognize the need for adequate M&E mechanisms, only a few include specific indicators on financing. Some of the countries that include budgeting or financing indicators in their NAPs are Austria, Canada, France, Liberia, Philippines, Sierra Leone, Switzerland, Uganda and the UK. Rwanda has included an indicator on general gender budgeting and also has a budget for the NAP itself. Estonia has an indicator saying it will contribute to multilateral funds towards women's empowerment. Côte d'Ivoire has a budget within the NAP and a general indicator on financing.

Evelyn Thornton, Deputy Director of the Institute of Inclusive Security states:

In the US we are trying to determine how extensive and ambitious of an action plan to create. Something based on guidelines already developed by entities such as the Millennium Challenge Corporation could be effective and still cost efficient.

However, a larger more expansive action plan that calls for specific indicators in development, diplomatic, as well as defense sectors, may be more costly, but will be more effective long-term as it would include performance monitoring and evaluation procedures (Cordaid-GNWP survey 2010).

Donors often require performance, output and/or outcome indicators to assess effectiveness and impact of their investment. "While donor countries in the global North often set standards and indicators for the implementation of women, peace and security issues, local organizations and governmental entities find themselves responsible for the implementation of outlined activities and for the data collection to feed these indicators. The expectation of what data is needed often conflicts with the realities on the ground and most importantly with the availability of such data" (UN-INSTRAW and FOKUS 2010).

### Case Study: Liberia – Interagency collaboration and complementary data collection

After 15 years of armed conflict (1989–2003) and widespread sexual and gender-based violence, Liberia has undergone a process of recovery, reform and conflict resolution. The implementation of a NAP on SCR 1325 reflects the government's effort to systematically respond to the gendered security concerns still emerging from the times of violence.

Under the presidency of the first female African President, Ellen Johnson Sirleaf, the Ministry of Gender and Development initiated the action planning for a NAP with the support of International Alert and the United Nations Mission to Liberia (UNMIL) in August 2007. In August 2008, UN-INSTRAW and the Office of the Gender Advisor of UNMIL established an inter-agency team to support the Liberian Ministry of Gender and Development in leading the process of developing a NAP. A Steering Committee composed of representatives from other government institutions, UN agencies and CSOs was established in order to guide the drafting of the plan. Community chiefs and organizations working outside Monrovia were also involved (Popovic 2009).

A wide range of CSOs including Women's NGOs of Liberia (WONGOSOL), Women in Peace Network (WIPNET), Society of Women in AIDS Awareness, Save the Children (UK), OXFAM GB, National Democratic Institute, Mano River Women's Peace Network

(MARWOPNET), International Rescue Committee, International Republican Institute, International Federation for Election Studies, International Centre for Transitional Justice, Foundation for International Dignity, Community Empowerment Programme, Carter Centre, American Bar Association, Association of Female Lawyers of Liberia, American Refugee Committee, Action Aid and the Danish Refugee Council were funded by various donors to support the development of the NAP and overall implementation of the resolution.

The Austrian Government supported the UN-INSTRAW's project on Building Capacity for the Implementation of 1325 in Liberia with US\$150,000. The United Nations Population Fund (UNFPA) and UNDP were also active supporters during the process. UNIFEM contributed through a workshop that reviewed the indicators, which in turn resulted in prioritizing the indicators and identifying data sources to populate them. Additional sources must still be secured to meet the objectives outlined in the Liberian NAP.

Liberia's national action plan was launched during the International Colloquium on Women's Empowerment, Leadership Development, International Peace and Security that was held in March 2009 in Monrovia. The colloquium convened a large number of international donors but unfortunately the potential to generate more funds for the NAP's implementation was not fully explored.

Nevertheless, Liberia is confident about its capacity to implement the NAP. The Minister of Gender and Development, Vabbah Gayflor believes it is important to build on existing policies and structures including local infrastructure: "At our own level, we will see how we can make it a working tool. We already have a National Women's Conference Action Plan, we already have the Poverty Reduction Strategy, and the implementation of 1325 is part of all that. It is about taking up those issues and just prioritizing them and then we can see how we can move forward, but I think that we are well situated for the implementation of 1325" (UN-INSTRAW 2008).

Existing national action plan	Yes, since 2009 (implementation frame 2009 – 2013)
Implementing bodies	Ministry of Gender and Development as well as all members of the Working Group, including other governmental agencies, international organizations and civil society
Resources (financial, human, capacities...)	Financial support through Italy; technical assistance through UN agencies, international NGOs and other donors such as Norway, Finland, Denmark
Estimate of implementation cost per year	US\$5.4 million (estimate as of 2008, from working draft)

# 06

## Concluding Thoughts and Recommendations



Looking back at the ten years since the adoption of SCR 1325, civil society; international and regional organizations; governments and the UN have made various contributions to implement this foundational legal mechanism. Strategies range from the integration of SCR 1325 into existing policies, to the development of national action plans (NAPs). Some progress has been made, as demonstrated by the 25 countries that have actually adopted NAPs, including countries in post-conflict contexts, such as Côte d'Ivoire, the Democratic Republic of Congo, Liberia and Sierra Leone. Burundi currently has a draft NAP and other countries, including Australia and Serbia, are in the process of developing their NAPs.

UN agencies, the Security Council and the office of the Secretary General have also made important strides. A welcomed development was the adoption of SCR 1889 in October 2009, which aimed to strengthen the commitment of the UN to engage women in peace negotiations; in governance and financing of post conflict recovery; and in peace building initiatives. The resolution also called for the development of a set of global indicators to track the implementation of SCR 1325. However, the indicators have yet to be endorsed and used by Member States.

The financial resources to fund NAPs and alternative implementation mechanisms at the national level is still difficult to track and generally inadequate. Lack of coordination and reliable data and information regarding planning and implementation, as well as insufficient monitoring and evaluation, are major hindering factors in determining the extent and impact of investments on women and peace and security. What is evident

however, is that the work of civil society, particularly women's organizations, has been a major driving force in keeping the 1325 alive in the last decade.

The data and information collected in this research and the insights gathered lead to the following conclusions and recommendations:

**1. Encourage and support local ownership of national action plans and alternative mechanisms for implementation of SCR 1325**

SCR 1325 implementation requires strong political leadership and involves a number of international and local actors. However, to ensure ownership, participation and sustainability of implementation, local actors, particularly women's groups working on women and peace and security issues must be at the forefront. Engagement of local actors and local ownership must be guaranteed at the onset of policy discussions and sustained through the adoption and implementation phases. In the Philippines and the Netherlands, civil society groups continue to push the envelope to ensure effective implementation. The Dutch NGO Working Group on 1325 conducted an evaluation of the implementation of their national action plan, which highlighted the necessity of government-civil society partnership in implementation in the Netherlands as well as in conflict-affected countries. In the Philippines, the 1325 Preparatory Committee, composed mostly of NGOs, led the regional and provincial consultations during the drafting of the NAP. GNWP is currently working with its Philippine members to engage local government units to adopt local legislation in support of the NAP.

Because of well-defined social hierarchies and well-established elites with specific political and economic interests even at the grassroots level, it must be clear which local actors should be involved. Based on their social location, local actors may have competing priorities and visions that could become a hindrance to achieving sustainable peace and development.

Ownership by and buy-in of key government actors, such as ministries for peace and reconstruction; defense; foreign affairs; and women's affairs, is critical. If national governments in global South countries fully support the implementation process, they will be encouraged to allocate resources for implementation, monitoring and evaluation in their national budgets.

**2. Establish a transparent and inclusive financial management platform for 1325 implementation composed of donors, governments, civil society, private sector and multi-lateral organizations including the UN**

A multi-stakeholder platform or forum at the national, regional and international level (depending on the level of implementation) dedicated to enhancing harmonization and ensuring transparency in financial management is necessary for effective resource generation, utilization and management. Such a forum can serve as an important venue for sharing aid information, identifying best practices, scaling-up cooperation, facilitating local contributions and promoting accountability.

**3. Improve coordination and promote collaboration among different actors involved in women and peace and security advocacy and programming**

There are different actors and funding structures involved in financing SCR 1325 and women and peace and security advocacy and programming. The actors range from governments in the global North to governments in the global South; from civil society organizations to multilateral institutions; and from the private sector to academic and research institutions. They have varying interests and visions that may or may not be aligned with each other. They also have different funding mechanisms that could further complicate efforts around multi-stakeholder partnerships. Efforts at coordination among these actors are often random, poorly executed and seldom assessed. Any initiative to promote and sustain coordination and collaboration among various stakeholders should carefully examine the factors that may hinder coordination. However, the differences in interest, visions and funding mechanisms could also be explored and built upon as diverse factors and unique contributions that could facilitate cooperation and coordination. Mechanisms for collaboration, such as the "twinning strategy" or intergovernmental partnership in development of national action plans, should also be explored.

**4. Conduct a comprehensive and accurate assessment of needs, resources and capacities; plan and mobilize resources accordingly**

The amount of money invested in the development and implementation of NAPs varies significantly. There is no "one-size-fits

-all" solution to how much money makes for a good NAP on SCR 1325. All investments in women and peace and security have to be evaluated within the given national context. Nonetheless, there are overarching/general activity components that are important to the success of any national action plan: wide reaching awareness-raising; capacity-building; constituency building; creating political will at national and local levels; promoting and facilitating coordination between the different actors involved; and monitoring and evaluation. These components require adequate resources, including sufficient funding. For example, Côte d'Ivoire's detailed financial commitments are divided by the thematic sectors and activities that the country chooses as priorities. A realistic and transparent assessment of existing resources and capacities as well as needs is one of the important components of effective planning and implementation of SCR 1325. The planning and mobilization of resources should be based on this assessment.

#### **5. Explore partnerships with the private sector**

Most existing literature about the presence of the private sector in conflict-affected countries describes its role in illicit exploitation of resources and involvement in trade activities that perpetuate violence, or how profit-oriented operations reinforce inequalities that become the root cause of armed violence. However, what is often ignored is that there are different types of private sector actors and that business conduct often varies according to the size, nature, vision and principles upon which the particular private sector business was established. Adequately examining these factors and further nuancing the discussion

on the role of the private sector would allow for better discussion on ways in which the private sector can be an important partner in advancing the women and peace and security agenda.

By generating decent employment and empowering local populations to contribute in rebuilding their communities the private sector can play a significant role in societies emerging from armed conflict. It can also support peace processes and contribute to building capacities of women to enable them to better participate in decision-making at community and country levels. In order to realize this potential contribution, governments, civil society and multilateral institutions should reach out and engage the private sector in constructive dialogues. Civil society organizations should seek out companies whose business principles and practices support human rights principles and respect the rights of indigenous populations and local communities. They should also approach corporate foundations that are created in support of a company's corporate social responsibility (CSR) principles. For its part, the private sector should be open and receptive to such outreach from various stakeholders. In their efforts to secure investments through CSR initiatives that address peace and security issues and by ensuring that they operate in stable communities, the private sector should recognize that the autonomy and participation of women in peace-building contributes to ensuring lasting peace and security, which in turn promotes a sound business environment.

#### **6. Earmark 1325 Funds, review military and other government budgets and identify windows upon which 1325 implementation could be funded**

Countries need to earmark funds for 1325 implementation in their national and ministerial budgets. Earmarking allows for easier assessment of the amount actually allocated; it also makes it easier to do a cost-benefit analysis or social return assessment of investments in women and peace and security advocacy and programming. Gender budgeting could also be explored for this purpose. The Philippines demonstrated that a gender budgeting strategy can potentially contribute to the successful financing of a NAP on resolution SCR 1325 without having to completely rely on external resources. Budgets may also come from different departments including the Foreign Affairs Office, the Ministry of Gender and the Department of Defense. Military spending and the shifting of security paradigms can and should be discussed in order to promote rethinking of security budget allocations. Countries implementing the 3D approach (Development, Defense, Diplomacy) should proportionally allocate funds for the development aspect that will contribute to the achievement of the objectives outlined in the resolutions on women and peace and security.

#### **7. Recognize and enhance civil society's capacity to generate and manage financial resources dedicated to 1325 implementation**

SCR 1325 is thematically embedded in a number of international instruments and policies. When analyzing the cost and financing aspect of the resolution, documents such as the Paris Declaration and the Accra Agenda for Action, which donor countries are using to guide their Official Development Assistance policies, should be noted. This requires a thorough understanding of not just SCR 1325, the

supporting women and peace and security resolutions and the normative standards on gender equality and women's empowerment, but international policies and agreements on financing for development as well. It is of utmost importance that funding for 1325 and women and peace and security programming is executed and delivered in a manner that supports gender equality and human rights, and does not include conditionalities that undermine local visions of sustainable peace and development. This entails, among other requirements, the removal of all policy conditions and the discontinuation of tied aid.

While we work to raise full awareness of SCR 1325 and the supporting women and peace and security resolutions among our constituencies, we need to do the same on the issue of financing for peace and development. This will promote understanding of the relationship between gender issues and financing for peacebuilding and post-conflict reconstruction vis-a-vis the entire funding landscape. Such understanding should result in an explicit commitment to recognize and enhance women's capacity to participate in decision-making on the generation, allocation and management of financial resources for peace processes, peacebuilding and post-conflict reconstruction.

Private foundations, bilateral funding agencies and other donors should recognize the capacity of civil society to facilitate and manage funds for implementation of SCR 1325 at different levels. In Sierra Leone, for example, the Mano River Women's Peace Network (MARWOPNET) and the West Africa Network for Peacebuilding (WANEP) approached the government and jointly developed the national action plan on SCR 1325. MARWOPNET and WANEP

received funds from Cordaid in support of the national action planning process. Cordaid agreed to support the project not only because it was a worthy undertaking but also because it was aware of the local organizations' capacity to manage funds. This suggests that non-governmental organisations working on SCR 1325 in the Global North can increasingly align their priorities with partner organizations in the Global South. Special attention should be paid to grassroots organizations as they often have the least access to resources.

#### **8. Allocate adequate resources for independent monitoring and evaluation of 1325 implementation and other women and peace and security initiatives**

Monitoring and evaluation of 1325 NAPs as well as alternative mechanisms are critical to enable 1325 actors to assess if their efforts are making a difference. By using appropriate indicators and benchmarks 1325 actors will be able to measure progress and achievements; identify problems in planning and/or implementation; and make adjustments in order for 1325 implementation to be more likely to make a difference. It is important that the indicators are applicable to the national and local context and are accepted by those who are involved in actual implementation. Indicators inform the implementors and relevant stakeholders about what they want to know and provide the kind of information that will be useful to collect. Needless to say, women's organizations working on women and peace and security issues should be actively involved in developing indicators and benchmarks, and in the entire monitoring and evaluation scheme.

Most of the earlier national action plans on SCR 1325 (those developed within the first six years of the adoption of the resolution) did not have indicators. This has made it difficult if not impossible to track progress and concretely identify gaps in implementation. The 1325 indicators developed by the UN in response to SCR 1889 are still undergoing further review. There is no guarantee as to when they actually will be used by Member States. Meanwhile, some civil society organizations, such as the Global Network of Women Peacebuilders and Gender Action for Peace and Security – UK, have developed and used indicators to monitor progress of 1325 implementation in a number of countries.

Both civil society indicators and those developed by the UN include indicators that assess availability and usage of funds for 1325 implementation.

The 10th anniversary of SCR 1325 created a momentum for civil society, governments, the UN and intergovernmental regional bodies to increase their commitment and work towards greater accountability to the resolution. It also presented a great opportunity to review and reflect on what has been achieved so far; what has made those achievements possible; what are the persistent gaps in implementation and what are the causes of such gaps. One persistent gap is the funding for SCR 1325 implementation, particularly at the national level. The data collected in this research and the UN Secretary-General's report to the Security Council during the 10th anniversary of the resolution attest to this. UN Security Council Resolution 1889 underscores the need to develop effective financial and institutional arrangements in order to guarantee women's full and equal participation in peace-building processes.

The UN Secretary-General calls on Member States to make substantial, long-term investments in women's security and productive potential, which act as "force multipliers" for sustainable peace (UNSC 2010). However, women's organizations, regardless of size and location, must benefit from such investments. Their perceived lack of technical capacity to manage projects and programs cannot be a justification to deny them much needed resources for their work in peacebuilding and reconstruction.

Finally, the importance of coherent action and coordination among civil society; governments; the UN; regional intergovernmental bodies; and the private sector in the implementation of SCR 1325, 1820, all the women and peace and security resolutions, as well as other related legal mechanisms that promote women's empowerment and gender equality, cannot be overemphasized.



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## Annex 1: Glossary

### Cost and Finance Resolution 1325

**Capacity building** is a relatively systematic process of strengthening an individual's or an institution's ability to identify problems, assess needs, establish priorities for action, design and implement programmes, and evaluate their effects (IDRC 2002).

**Corporate Social Responsibility** is "the commitment of business to contribute to sustainable economic development working with employees, their families, the local community, and society at large to improve their quality of life, in ways that are both good for business and good for development" (The World Bank Group 2002).

**Evaluation** is a "systematic and objective assessment of an on-going or completed project, programme or policy, its design, implementation and results. The aim is to determine the relevance and fulfillment of objectives, development efficiency, effectiveness, impact and sustainability. An evaluation should provide information that is credible and useful, enabling the incorporation of lessons learned into the decision-making process of both recipients and donors. Evaluation also refers to the process of determining the worth or significance of an activity, policy or programme" (OECD 2006).

**Gender** refers to the roles and responsibilities of men and women that are created in our families, our societies and our cultures. The concept of gender also includes the expectations held about the characteristics, aptitudes and likely behaviors of both women and men (femininity and masculinity). Gender roles and expectations

are learned. They can change over time and they vary within and between cultures. Systems of social differentiation such as political status, class, ethnicity, physical and mental disability, age and more, modify gender roles. The concept of gender is vital because, applied to social analysis, it reveals how women's subordination (or men's domination) is socially constructed. As such, the subordination can be changed or ended. It is not biologically predetermined nor is it fixed forever (UNESCO 2003).

**Gender-based Violence (GBV)** is violence that is directed at an individual based on her or his specific gender role in a society. It affects females or males; but affects women and girls disproportionately. Gender-based violence is intended to establish or reinforce gender hierarchies and perpetuate gender inequalities. Gender-based violence attacks the fundamental human rights of adults and children alike (Benjamin and Murchison 2004).

**Gender Equality** refers to norms, values, attitudes and perceptions required to attain equal status between women and men without neutralizing the biological differences between them (GSP n.d.).

**Gender Marker** In the context of mainstreaming gender equality, the gender marker was developed by OECD-DAC in 1995 to improve the measuring of Official Development Assistance (ODA) directed to advance gender equality. Donors are required to mark each aid activity to indicate whether gender equality is seen as: i) a principal objective, ii) a significant objective, or iii) not as an object of a specific project. Although the marker is oriented towards programming of rather than actual implementation of ODA, more donors are making an effort to use it in the

implementation and evaluation of activities as well (van Reisen 2005).

**Gender Mainstreaming** is “the systemic integration of the respective situations, priorities and needs of women and men in all policies and with a view to promoting equality between women and men and mobilising all general policies and measures specifically for the purpose of achieving equality by actively and openly taking into account, at the planning stage, their effects on the respective situations of women and men in implementation, monitoring and evaluation” (European Union 1998).

**Gender responsive budgets** are “public budgets that take into account the different needs, rights and obligations of women and men. They value the different contributions that both women and men make to the production of goods and services and to the mobilisation and distribution of resources” (UNIFEM 2008).

**Gender-responsive budgeting (GRB)** is “government planning, programming and budgeting that contributes to the advancement of gender equality and the fulfillment of women’s rights. It entails identifying and reflecting needed interventions to address gender gaps in sector and local government policies, plans and budgets. GRB also aims to analyze the gender-differentiated impact of revenue-raising policies and the allocation of domestic resources and Official Development Assistance” (UN WOMEN 2010).

**Human Security** is defined as “protect[ing] the vital core of all human lives in ways that enhance human freedoms and human fulfillment. Human security means protecting fundamental freedoms

...freedoms that are the essence of life. It means protecting people from critical (severe) and pervasive (widespread) threats and situations. It means using processes that build on people’s strengths and aspirations. It means creating political, social, environmental, economic, military and cultural systems that together give people the building blocks of survival, livelihood and dignity” (Commission on Human Security 2003).

**Indicator** is a pointer. It can be a measurement, a number, a fact, an opinion or a perception that points at a specific condition or situation, and measures changes in that condition or situation over time. In other words, indicators provide a close look at the results of initiatives and actions. For this reason, they are front-line instruments in monitoring and evaluating development work. Gender-sensitive indicators have the special function of pointing out gender-related changes in society over time. Their usefulness lies in their ability to point to changes in the status and roles of women and men over time, and therefore to measure whether gender equity is being achieved (CIDA 1997).

**Monitoring** is a “continuing function that aims primarily to provide managers and main stakeholders with regular feedback and early indications of progress or lack thereof in the achievement of intended results. Monitoring tracks the actual performance or situation against what was planned or expected according to pre-determined standards. Monitoring generally involves collecting and analyzing data on implementation processes, strategies and results, and recommending corrective measures” (UN-HABITAT 2001).

**National Action Plan** spells out the steps that a government is currently taking and initiatives and activities that it will undertake within a given time frame to meet the obligations of UNSCR 1325. NAPs can help increase the comprehensiveness, coordination, awareness, ownership, accountability, and Monitoring and Evaluation of a government’s women, peace and security activities (Bastick and de Torres 2010).

**Official Development Assistance (ODA)** are considered “Flows of official financing administered with the promotion of the economic development and welfare of developing countries as the main objective, and which are concessional in character with a grant element of at least 25 percent (using a fixed 10 percent rate of discount). By convention, ODA flows comprise contributions of donor government agencies, at all levels, to developing countries (“bilateral ODA”) and to multilateral institutions. ODA receipts comprise disbursements by bilateral donors and multilateral institutions. Lending by export credit agencies—with the pure purpose of export promotion—is excluded” (OECD 2003)

**The Private Sector** is defined as that part of the economy which is run by private individuals or enterprises, usually as a means of making profit, and is not controlled by the state (BusinessDictionary.com 2011).

**Sexual exploitation and abuse (SEA)** is defined as, regarding sexual exploitation, “exchanging money, shelter, food or other goods for sex or sexual favours from someone in a vulnerable position” and regarding sexual abuse, “threatening or forcing someone to have sex or provide sexual favours under unequal or forced

conditions” (UN Inter-Agency Standing Committee Task Force on Protection from Sexual Exploitation and Abuse n.d.)

**Sexual Violence** is “any violence, physical or psychological, carried out through sexual means or by targeting sexuality” (Bassiouni and McCormick 1996).

**Twinning** is an institutional building tool. Twinning aims to help beneficiary countries in the development of modern and efficient administrations and organizations at central, regional and local level, with the structures, human resources and management skills needed to implement EU laws to the same standards as EU Member States. Twinning provides the framework for administrations in the beneficiary countries to work with their counterparts in Member States. Together they develop and implement a project that targets the transposition, enforcement and implementation of a specific part of the EU laws (PAO 2010).

**Violence against Women** is defined as “any act of gender-based violence that results in, or is likely to result in, physical, sexual or psychological harm or suffering to women, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or in private life” (United Nations 1995).

## Annex 2: Questionnaire

*Sent to UN Member States that have adopted National Action Plans on SCR 1325*

Dear \_\_\_\_\_,

I am writing regarding the study on costing and financing UNSCR 1325 that Cordaid and the Global Network of Women Peacebuilders (GNWP) have jointly commissioned. This ongoing study examines the financial resources available to implement the resolution—including the work around the national action plans—and where such resources come from. It is also our contribution to the ongoing work on global indicators and monitoring of 1325 implementation.

The initial findings of the study were presented during the 2010 Commission on the Status of Women session. Following the presentation, we received comments and requests to provide concrete data on financing of existing as well as draft national action plans on 1325. It is in this regard that we are conducting this survey and we would appreciate your assistance by responding to the questions below. However, if such data is not available in your office, we would like to ask for your kind assistance to refer us to the government agency where such data may be accessed.

1. Is there marked funding for the implementation of 1325?
  - a. For the development of the national action plan – Yes\_\_\_ No \_\_\_  
If yes, how much (estimates are acceptable)
  - b. For the implementation of the activities outlined in the plan Yes \_\_\_ No \_\_\_  
If yes, how much (estimates are acceptable)
2. How much funding does your government have available for initiatives related to the implementation of the NAP per year?
3. What are the priority areas/issues to which you will allocate those funds?
4. Do you provide funding support to other countries –both governments and civil society—for the implementation of their own national action plans or any other 1325 –related initiatives? Yes\_\_\_ No\_\_\_  
If yes, how much (estimates are acceptable)
5. Where do these funds come from (internally --from the government; , externally –from bilateral contributions, private foundations, international organizations, regional organizations or civil society)?

6. In which area do you see the major gaps when it comes to funding your NAP implementation (for example --the inclusion of women in armed forces, economic empowerment of vulnerable women and men, including a gender perspective into security sector reform, addressing sexual and gender based violence, the inclusion of men in gendered security issues, peacebuilding, prosecution of gender related crimes etc.)?  
How can such funding gaps be addressed?
7. How can the private sector get involved (e.g., as a donor/ as an implementing partner)?

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Ma. Victoria "Mavic" Cabrera-Balleza is the international coordinator of the Global Network of Women Peacebuilders (GNWP), a program partner of the International Civil Society Action Network (ICAN). Mavic has facilitated workshops and discussions on Resolution 1325 and 1820 in a number of countries including Burundi, Liberia, Nepal, Philippines, Sierra Leone, Uganda and the Philippines. She initiated the 1325 national action planning process in the Philippines and was also actively involved in the development of Nepal's 1325 national action plan. She has produced local language radio programs on SCR 1325 in Liberia, Uganda and the Philippines. She is also part of an international team that coordinates the advocacy on a General Recommendation on Women and Armed Conflict under the UN Convention on the Elimination of all Forms of Discrimination against Women (CEDAW). Her masteral thesis "Communication Strategies and Action on 1325" was selected as one of the best thesis at the Communications Research Department at the University of the Philippines.

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Nicola Popovic has worked for a variety of organizations and projects related to the implementation of Resolution 1325 and gender sensitive security sector reform. Her working efforts includes the coordination of the gender, peace and security program at United Nations Research and Training Institute for the Advancement of Women (UN-INSTRAW – now UN Women); data collection on gender and security sector reform for the Geneva Centre for the Democratic Control of Armed Forces (DCAF); research on the costing and financing aspect of the implementation of resolution 1325 with the Global Network of Women Peacebuilders (GNWP); the outlining of monitoring and evaluation mechanisms of the implementation of resolution 1325 at the national level with the Norwegian nongovernmental organization FOKUS; assisting trauma work for survivors of sexual violence in Bosnia Herzegovina; and project evaluations from a gender perspective. At the moment Nicola is coordinating a global research and capacity building project on gender and security sector reform for UN Women. Nicola holds a Master of Law (LLM) in International Peace Support Operations, a Bachelor of Arts in State Studies and a post-graduate diploma in Human Development (UNDP).

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Dewi has a strong track record, with more than twenty-five years of experience in leadership positions at various development and environmental organizations. In her career, she has dealt with a broad spectrum of development and environmental issues, including gender, human rights, sustainable economic development, and climate/energy. Prior to working with Cordaid, Dewi was the Director of the Hivos Regional Office in Southeast Asia, based in Jakarta; the Conservation Director of WWF Indonesia; the Programme Officer – Gender at Oxfam Novib in The Hague, and Coordinator of the Asia Region for Greenpeace International, based in Amsterdam.