

# FINANCING FOR THE IMPLEMENTATION OF NATIONAL ACTION PLANS ON UN SECURITY COUNCIL RESOLUTION 1325:

CRITICAL FOR ADVANCING WOMEN'S HUMAN  
RIGHTS, PEACE AND SECURITY



## MORE INFORMATION

Cordaid and the Global Network of Women Peacebuilders (GNWP) in collaboration with UN Women coordinated this report. An earlier draft served as one of the background papers to the Global Technical Review meeting “Building accountability for implementation of Security Council resolutions on Women, Peace and Security,” organized by UN Women in New York on November 5-7, 2013.

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

**Principal Researcher and Writer:** Natalie Raaber

**Case Study Writers**

**Burundi:** Christian Ngendahimana and Seconde Nyanzobe of Fontaine Isoko with Catherine Mabobori as Reviewer

**Chile:** Maria Ines Salamanca

**Nepal:** Bandana Rana of SAATHI

**The Netherlands:** WO=MEN

**The Philippines:** Ma. Lourdes Veneracion-Rallonza, Ph.D.

**Sierra Leone:** Mariama Fofana with Dr. Nana Pratt as Reviewer

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## FOREWORD

In 2000, the United Nations Security Council adopted the landmark resolution 1325(2000) on Women and Peace and Security, a historic recognition of the gender dimension of conflict, the disproportionate impact of conflict on women and girls, and the significant, yet often unrecognized, contributions women have made – frequently in the face of grave threats and unrelenting opposition – to sustained conflict resolution and peacebuilding.

As we approach the 15-year anniversary of the resolution and the world continues to be plagued by unresolved conflicts and new threats to peace, human security and dignity, efforts to implement UNSCR 1325 and, indeed, the full Women and Peace and Security agenda) must be redoubled. The time is ripe to accelerate adequate and predictable funding.

Though a host of factors contribute to the success of resolution 1325 (2000) implementation, adequate funding remains paramount among these. Yet, OECD recently reported that only three per cent of peace and security funding targets gender equality and women's empowerment as a principal objective.<sup>1</sup> Therefore sustainable and adequate financing continues to be a significant challenge. Despite being at the forefront of work to advance the Women and Peace and Security agenda, women's rights groups, networks and movements face uniquely difficult obstacles in accessing sustainable funding for their work, particularly at the grassroots level. While governments hold primary responsibility for the implementation of resolution 1325(2000), women's rights groups and movements are vital to addressing the context specific root causes of conflict and building a transformative and sustainable peace. Funding women's rights groups and movements would go far in addressing the "implementation deficit" faced by the WPS agenda.

In recognizing dedicated, sustainable and adequate financing as a critical component to successful implementation of the WPS agenda, this publication addresses the factors hampering adequate financing and offers thoughtful recommendations forward to contribute to accelerating the full and effective implementation of the resolution.

I would like to commend Cordaid and the Global Network of Women Peace builders for this invaluable work and thank them for partnering with UN Women in convening and facilitating the WPS Financing Discussion Group, the development of which is a key recommendation of this publication. Comprised of donor governments, post-conflict Member States, civil society partners and UN entities, the Discussion Group will work to develop concrete proposals to increase funding and accelerate action in the lead up to the 2015 High-level Review of resolution 1325 (2000).

This publication is both timely and relevant and I hope that it offers a springboard for further discussion and action on financing for the full implementation of the Women and Peace and Security agenda. We have no time to lose.



**Lakshmi Puri**

Assistant Secretary-General and Deputy Executive Director  
UN Women

<sup>1</sup> See OECD DAC Network on Gender Equality (March, 2014). Financing the unfinished business of gender equality and women's rights: priorities for the post-2015 framework – Technical Brief. Available at: <http://www.oecd.org/dac/gender-development/Long%20version%20-%20Financing%20the%20unfinished%20business%20of%20gender%20equality.pdf>

## FOREWORD

With the fifteenth anniversary of UN Security Council Resolution 1325 on Women, Peace and Security fast approaching in October 2015, the impetus to fully implement and realize the goals of this landmark international law has never been stronger.

Time and again, the lack of adequate financial resources has been emphasized as a major stumbling block to ensuring that women's rights and gender equality principles are meaningfully included in all aspects of conflict prevention, peacebuilding and post-conflict reconstruction.

This publication explores the financing landscape for implementing UNSCR 1325 with a focus on National Action Plans, and sheds light on some of the challenges and obstacles we continue to face. Meeting these challenges must be a focus of the international community as it reflects on the achievements over the past fifteen years and sets the priorities for advancing the women and peace and security agenda over the coming years.

Cordaid, through its program on Women's Leadership for Peace and Security, has been working with the Global Network of Women Peacebuilders (GNWP) to support women's rights organizations in their work to advocate for, support and monitor National Action Plans. The case studies in this paper demonstrate the varied, and critical work that those organizations do despite the severe resource constraints that they face.

By working closely with GNWP and women's organizations in countries as diverse as Afghanistan, Colombia, the Democratic Republic of Congo and South Sudan, Cordaid provides financial support as well as capacity building and technical expertise to enable these organizations to better hold their governments to account for their commitments in NAPs and other policies.

Many women's organizations are community-based with limited operating budgets and capacities that can make funding application difficult. By acting as an intermediary and always in partnership with smaller, grassroots organizations, GNWP and Cordaid are able to channel funds and other support where they are most needed.

We are committed to continue our work with UN Women and GNWP in facilitating the Women and Peace and Security Financing Discussion Group, together with active participation from various UN agencies, and governments and civil society from donor and conflict affected countries.

Joint action on multiple levels, backed by concrete, predictable, measurable and traceable funding for NAPs and other frameworks, will be needed for the full and effective implementation of UNSCR 1325.



**Simone Filippini**

CEO Cordaid

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## EXECUTIVE SUMMARY

In various reports to the Security Council on WPS, including in his 2010 report, the United Nations Secretary-General, Ban Ki-moon, underscored the importance of funding and political commitment for the full implementation and ultimate success of National Action Plans (NAPs) on UN Security Council Resolution 1325. Corroborating this, studies conducted by research and academic institutions and papers produced by civil society, governments, and the UN have emphasized that dedicated budgets – along with clear lines of responsibility and accountability, active involvement of civil society, and effective monitoring mechanisms – are necessary requirements for successful NAP implementation. However, adequate financing for the implementation of NAPs and the WPS agenda more broadly remains a significant challenge. This publication summarizes the findings of a survey carried out to establish the current financing landscape for NAP UNSCR 1325 implementation. Case studies offering a more in-depth look at financing for NAP implementation in Burundi, Chile, Nepal, the Netherlands, the Philippines, and Sierra Leone are featured within the report, and recommendations for scaled up, strengthened, and more coordinated financing for NAP implementation are shared.

The survey was sent to governments with NAPs – 42 in July 2013 – and was completed by 26 governments. The analysis in this publication examines whether governments with NAPs are providing sufficient funding for implementation and, if so, through which modalities, mechanisms, and sources. It also explores how issues are prioritized within NAPs and aims to capture the funding terrain in which civil society organizations working to advance NAPs are operating. The findings reaffirm the urgency of adequate, sustained, and dedicated financing for the effective implementation of NAPs and indeed the broader women, peace, and security agenda.

The key findings of the survey are as follows:

- The majority of governments do not earmark funding for either the development or the implementation of NAP 1325.
- The sources and sustainability of financing for NAP 1325 implementation vary greatly, with implications for tracking, monitoring, and accountability.
- Many governments finance the implementation of their NAPs based on shifting national priorities and do not fund all pillars equally or adequately.
- Tracking and monitoring mechanisms for NAP financing are often inadequate.
- While many governments employ gender responsive budgeting (GRB), the particular approach used varies, with funding for NAP implementation typically not an upshot.
- Though rhetorically supported, the critical role of civil society – particularly women’s human rights organizations, networks, and movements – in NAP development and implementation is not adequately supported or resourced.
- There is a certain level of interest in the role of the private sector in NAP 1325 implementation.
- There is an expressed interest in contributing to funding a Multi-Stakeholder Financing Mechanism for NAP implementation at national levels.

Both the survey responses and the case studies offer thoughtful recommendations on ways to strengthen financing for NAP implementation. These recommendations were validated by and further enriched through inputs shared by participants at UN Women’s Global Technical Review Meeting “Building accountability for national and regional implementation of Security Council resolutions on Women, Peace and Security” held in New York in November 2013.

Based on the findings and the specific suggestions offered within the survey responses and case studies, the paper concludes with workable policy recommendations for governments, civil society, the United Nations, and other stakeholders on sustainable financing strategies for NAP implementation. In addition to the recommendations highlighted below, there are several overarching components that remain critical to the success of any NAP: wide-reaching awareness raising campaigns; capacity-building; constituency building; creating political will at national and local levels; promoting and facilitating coordination between different actors involved in implementation; and a robust monitoring and evaluation framework. While relatively general and thus requiring nuance at the national and local level, the ensuing recommendations aim to provide a springboard for further discussion.

- Carry out realistic costing of NAPs and earmark specific funding for their implementation.
- Ensure adequate and sustainable funding for all pillars and all activities within NAPs.
- Guarantee clear lines of responsibility and accountability for NAP development and implementation.
- Improve coordination and promote collaboration among different actors involved in the financing and implementation of NAPs.
- Ensure coherence between the NAP and other policies adopted by governments, UN, and regional organizations to ensure all advance, rather than undermine, women’s rights and ensure that funding includes, inter alia, the NAP.



- Develop (or utilize existing) monitoring and evaluation mechanisms and include gender-sensitive indicators.
- Donors should provide predictable, long-term, and substantial financial and other resources for NAP 1325 implementation. Resources should be channeled through women's rights groups particularly.
- Respect the rights and strengthen the institutional capacity of women's human rights defenders, organizations, networks, and movements.
- Public budgets should be reviewed from a gender equality perspective, and allocations should advance human rights and social justice principles.
- The United Nations should increase financing for the development and implementation of NAPs, support information exchange, including through South-South cooperation, and fund capacity building for civil society and government, including in gender responsive budgeting.
- Further reflect upon and examine the role of the private sector in NAP 1325 implementation.
- Coordinate the formation of a Women, Peace and Security Financing Discussion Group.
- Establish a transparent and inclusive financial management platform for the implementation of NAPs at national level.
- Establish a Global Acceleration Fund for Women, Peace and Security.

## KEY FINDINGS

This report summarizes the findings of a survey carried out to examine the current status of financing for the implementation of National Action Plans (NAPs) on UN Security Council Resolution (UNSCR) 1325 on Women, Peace and Security (WPS). In July 2013, the survey was sent to the 42 countries with UNSCR 1325 National Action Plans (NAPs) at that time, and was completed by 26 countries. Survey responses capture the landscape of NAP financing practices, detailing the diverse range of financing approaches taken by governments and their respective strengths and weaknesses.

The findings of the survey reaffirm the urgency to ensure financing for the full implementation of UNSCR 1325, particularly through adequate and sustained resourcing of NAPs.

The key findings of the survey are as follows:

- The majority of governments do not earmark funding for either the development or the implementation of NAP 1325.
- The sources and sustainability of financing for NAP 1325 implementation vary greatly, with implications for tracking, monitoring, and accountability.
- Many governments finance the implementation of their NAPs based on shifting national priorities and do not fund all pillars equally or adequately.
- Tracking and monitoring mechanisms for NAP financing are often inadequate.
- While many governments employ gender responsive budgeting (GRB), the particular approach used varies, with funding for NAP implementation typically not an upshot.
- Though rhetorically supported, the critical role of civil society – particularly women’s human rights organizations, networks, and movements – in NAP development and implementation is not adequately supported or resourced.
- There is a certain level of interest in the role of the private sector in NAP 1325 implementation.
- There is an expressed interest in contributing to funding a Multi-Stakeholder Financing Mechanism for NAP implementation at national levels.

Based on the findings above, the paper concludes with recommendations for governments, civil society, the United Nations, and other stakeholders on financing NAP implementation.

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*“The Culture of Peace cannot survive bloated military budgets that soak up funds for human security, nor the proliferation of weapons – nuclear weapons, unregulated small arms, drones, bombers, and more. To devote \$1.7 trillion to preparing for war is indefensible and in conflict with priorities the United Nations has approved.”<sup>1</sup>*

**Cora Weiss**, Hague Appeal for Peace

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# 1. INTRODUCTION

## Background

Fourteen years after the adoption of UN Security Council Resolution 1325 (UNSCR 1325) on women and peace and security (WPS), progress toward its full and effective implementation remains slow and uneven.<sup>2</sup> National Action Plans (NAPs) on UNSCR 1325 are currently the most concrete instruments for implementation at the national level. By translating the resolution into executable, measurable, and accountable actions on the ground, NAPs offer the opportunity to support stakeholders to collectively identify priorities, generate resources, and better coordinate the implementation of UNSCR 1325.

Through presidential statements, the UN Security Council has called on Member States to develop NAPs to ensure the effective implementation of UNSCR 1325.<sup>3</sup> Recently, the G8 Declaration on Preventing Sexual Violence in Conflict (adopted in April 2013) recognized the important contribution of NAPs to the implementation of UNSCR 1325, committing to regularly review such plans and to provide support to conflict-affected countries in the development of their own plans.<sup>4</sup>

In various reports to the Security Council on WPS, including particularly in his 2010 report, the United Nations Secretary-General, Ban Ki-moon, has underscored the importance of funding and political commitment to ensure the full implementation and ultimate success of NAPs. A number of academic studies and implementation evaluations of individual NAPs have echoed this, noting that allocated budgets, clear lines of responsibility, and monitoring mechanisms are minimum standards for successful NAP 1325 implementation.<sup>5</sup> However, adequate financing for the implementation of NAPs and the WPS agenda more broadly remains a significant challenge.

This paper intends to contribute to advancing the implementation of the WPS agenda<sup>6</sup> (via an examination of financing NAP 1325 implementation). To do so fully, however, requires a deeper exploration of the ways in which patriarchy, racism and other systems of oppression intersect with profit-led or neoliberal development to impact available budgets for WPS and indeed the realization of women's rights, peace, and human security, more generally. While outside the scope of this paper, further research on this is crucial to the implementation of the WPS agenda.

## Objective

This report – which builds on a 2011 study<sup>7</sup> on costing and financing UNSCR 1325 policies – aims to further examine the financial resources available for the implementation of National Action Plans on UNSCR 1325. This publication provides an overview of the current state of NAP financing and draws attention to some of the challenges and gaps that must be addressed if UNSCR 1325 implementa-

tion (through NAP implementation) is to be successful. More specifically, the report will analyze whether NAP activities are financed, which financing mechanisms or modalities are utilized, and whether certain activities, pillars, or themes are prioritized in funding. The report also highlights the critical role of civil society and particularly women's rights organizations in advocating for, developing, utilizing, and implementing NAPs as well as the funding landscape in which they operate.

This report was presented at the November 2013 Global Technical Review Meeting, "Building accountability for implementation of Security Council resolutions on Women, Peace and Security," organized by UN Women and called for in the 2012 Report of the Secretary-General on Women, Peace and Security.<sup>8</sup> It incorporates additional analyses, insights, and recommendations emerging from this meeting and from further substantive discussions with stakeholders. Aiming to support an action-oriented conversation on financing and galvanize further momentum, the report proposes concrete steps stakeholders can take to ensure predictable and sustainable financing for NAP 1325 implementation. As such, the report should be seen as a contribution to an ongoing, dynamic conversation on advancing the implementation of the WPS agenda.

## Methodology

The analysis presented in this report is based on replies to a survey (see Annex II) sent to the 42 Member States with NAPs at the time of the survey (July 2013). Twenty-six of the 42 countries with NAPs responded to the survey, a 65% response rate.<sup>9</sup> The analysis is also drawn from the information presented in six case studies (Annex I), informal discussion with civil society organizations and networks, and a desk review of literature on financing for development and, more specifically, financing for gender equality and WPS.

## Limitations

Every country has a unique and context-specific experience of financing development, peace, and security issues. As such, this report is neither comprehensive nor exhaustive in highlighting the numerous approaches governments take to finance NAP 1325 implementation. The survey was open-ended and thus faced issues common to this methodology. Though answers are typically richer in open-ended surveys, the nuance and meaning of replies were not always clear, posing challenges to coding and cross-country comparison. The varying quality and extent of information provided in the survey responses (i.e. some respondents answered only one or two questions) has led to an imbalance in the examples cited in the report, with those countries providing more detailed answers featuring more prominently in the analysis. Moreover, overlap

between the data collection phase and summer holidays in the Northern hemisphere posed challenges to the response rate, potentially lowering it.

There were also conceptual challenges where respondents referred to financing UNSCR 1325 implementation or implementation of activities to advance WPS more broadly, rather than explicitly on financing for the implementation of their NAPs. Some replies also contained seemingly contradictory statements. For example, a respondent may, in replying to one question, indicate that funds for the NAP implementation are earmarked and, in replying to another, state that funding for NAP is mainstreamed within ministries' budgets. Where replies were seemingly internally inconsistent, the report took the respondent's response at face value.

## 2. MONEY MATTERS: MAKING THE CASE FOR FINANCING THE IMPLEMENTATION OF NAPS

The normative frame is critical: how the debate on financing NAP implementation is framed will shape how both financing challenges as well as the possibilities for addressing gaps are understood. Financing is an inherently political process, shaped by the values and visions of those in power. Indeed, critically engaging with the revenues and expenditures of public budgets and the factors that impact them – including tax policy, debt payments, and bilateral trade and investment agreements – can reveal biases in resource mobilization and allocation and help ensure financing is directed at advancing women’s human rights, including through the implementation of NAP UNSCR 1325. Financing can and ought to be subject to democratic participation and oversight.

Without adequate financing, NAPS lack teeth and cannot be effective tools for advancing the WPS agenda. To date, much focus has been placed on the process of developing NAPS with too little emphasis on the practicalities (including the funds needed) of implementing the priorities and activities identified in the NAP. However, as outlined in this section, specific commitments and provisions on financing for development on the one hand and financing for gender equality and women’s rights on the other have been made, with financing WPS (and NAP implementation) situated squarely at their conceptual intersection.<sup>10</sup> Therefore, although NAPS are relatively new, these commitments are not and, indeed, offer a framework to understand the existing obligations to provide adequate resources for NAP development and implementation.

While not exhaustive,<sup>11</sup> the remainder of this section outlines the most relevant international processes and outcome documents shaping the normative frame in which a discussion on financing NAP implementation is best understood.

### Financing for Women, Peace, and Security<sup>12</sup>

Financing for NAP implementation specifically, and WPS more broadly, is called for in numerous documents and processes. For example, in his 2010 report to the Security Council on WPS, the UN Secretary General (SG) Ban Ki-moon underscored the importance of funding and political commitment to ensure the full implementation and the ultimate success of NAPS. Concretizing this in a 7-Point Action Plan, the SG called for “at least 15% of UN-managed funds in support of peacebuilding [to be] dedicated to projects whose principal objective is to address women’s specific needs, advance gender equality, and/or empower women.”<sup>13</sup> This is further reiterated in the 2013 SG report on WPS, where the following is noted: “efforts to address

and finance the recovery needs of women and girls...must be accelerated, including through reaching the minimum 15% spending targets.”<sup>14</sup> Most recently, UNSCR 2122 (adopted in October 2013) encourages “Member States to develop dedicated funding mechanisms to support the work and enhance capacities of organizations that support the development of women’s leadership and the full participation in all levels of decision-making...through, inter alia, increasing contributions to local civil society.”<sup>15</sup>

In addition, the UN Strategic Results Framework on WPS (2011-2020), a framework to guide the UN’s implementation of UNSCR 1325 (and related resolutions) through 2020, calls for all UN entities and Multi-Donor Trust Funds operating in conflict and post conflict contexts to develop fund-tracking mechanisms to assess attention to gender equality issues. Additionally, the Framework calls for the development of specific targets and indicators for funding for gender equality (including funding channeled to civil society).<sup>16</sup> These documents provide clear targets for mobilizing resources and prioritizing a WPS agenda at the international level, including through the development and implementation of NAPS.

### Financing for Gender Equality and Women’s Human Rights<sup>17</sup>

The Beijing Platform for Action affirmed that funds to advance women’s rights and gender equality, and by extension UNSCR 1325, must come from all sources and sectors.<sup>18</sup> Similarly, the International Covenant on Economic, Social, and Cultural Rights (ICESCR) requires that a State allocate “the maximum of its available resources,” through both domestic means and via international assistance, for the fulfillment of each of the rights found in the Covenant and, importantly, demands the equal rights of men and women to the enjoyment of all economic, social, and cultural rights (principles of non-discrimination and equality). This is particularly relevant when discussing resource allocation to implement women’s rights policies and programs, including UNSCR 1325. The Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) obliges States to eliminate discrimination against women and ensure equal access to and enjoyment of the full range of human rights, including within contexts of conflict. Financing must therefore be gender equitable and advance the full enjoyment of rights for women and men. More recently, General Recommendation (GR #30) of the CEDAW Committee specifically notes the impact of donor financing on women’s rights in conflict prevention, conflict, and post-conflict processes.

### Financing for Development (FfD)<sup>19</sup>

The Financing for Development discussions emerged at the culmination of the UN World Conferences of the 1990s as a way to discuss development finance and, more specifically, the financing needed to implement the agendas that arose from these conferences.<sup>20</sup> Both outcome documents of UN FfD conferences, the 2008 Doha Declaration on FfD and its predecessor, the 2002 Monterrey Consensus, recognize the need for “dedicated resources” for gender equality and the importance of mainstreaming a gender perspective into development policies. In line with the outcome of the Monterrey Consensus, governments must incorporate gender perspectives into national budget processes.<sup>21</sup> The FfD discussions underscored the necessity of a comprehensive approach to financing development, situating aid discussions within the broader context of development finance and, importantly, global financial flows, including foreign direct investment (FDI), trade, debt payments,<sup>22</sup> illicit capital flows, remittances, and domestic resource mobilization.<sup>23</sup> Discussion on financing NAP 1325 and WPS more broadly must therefore take into account the full range of flows that impact on national public finances and, by extension, the ability to finance UNSCR 1325 implementation.

### Aid Effectiveness, including Aid for Fragile States<sup>24</sup>

The Aid Effectiveness process, led by the Organisation for Economic Development and Cooperation (OECD) and embodied in the Paris Declaration, the Accra Agenda for Action (AAA), and the Busan Partnership on Development Effectiveness (BPDE), provides an international framework to increase the effectiveness of aid. The AAA explicitly recognizes “gender equality, respect for human rights, and environmental sustainability as cornerstones for development” and notes that it is “vital that [development cooperation] policies address these issues in a more systematic and coherent way.”<sup>25</sup> The AAA acknowledges the unique environment faced by fragile states and calls on donors and partners “to help ensure the protection and participation of women” in contexts of fragility, while the BPDE highlights the need to “accelerate efforts to achieve gender equality and the empowerment of women.... including in peacebuilding and statebuilding.”<sup>26</sup> The aid effectiveness agenda has several significant shortcomings, as widely cited by feminists and others,<sup>27</sup> and the failure to uphold the commitments to gender equality is illustrated by the fact that, in 2012, support for gender equality (as measured by the gender equality policy marker of the OECD) accounted for only 16.3% of total ODA.<sup>28</sup>

In order to improve the way in which donors work in fragile states, the New Deal for Engagement in Fragile States was launched at the Fourth High Level Forum on Aid Effectiveness in Busan in 2011. The New Deal aims to emphasize country led and owned strategies, developed jointly with civil society, and identifies five peacebuilding and statebuilding goals (including one on revenues and

services) to enable better progress toward the Millennium Development Goals (MDGs).<sup>29</sup> The UNSG and women’s rights groups, as well as the signatories to the New Deal itself, have underscored the importance of ensuring women’s human rights and women’s priorities in the New Deal’s implementation.<sup>30</sup> Toward that end, it is critical that women’s voices are prioritized and engagement strengthened with civil society. Coherence between existing in-country activities to implement UNSCR 1325 and implementation of the New Deal must be ensured,<sup>31</sup> lest fragmentation and duplication occur.

### MDGs and the post-2015 development framework

As the 2015 MDG deadline approaches, the United Nations, Member States, and civil society are discussing the Post-2015 development agenda, the development framework that will succeed the Millennium Development Goals. The report of the High Level Panel on Post-2015<sup>32</sup> and the UNSG’s report on accelerating progress in the MDGs and advancing the Post-2015 framework<sup>33</sup> made efforts to define clear financing targets. Yet, as women’s rights groups and others have noted, these documents failed to discuss how funding ought to be delivered, particularly to women’s rights groups. This omission obscures the fact that the quality of funding (including its delivery modality) matters in the struggle to advance gender equality and women’s rights. Indeed, in the context of funding for women’s rights groups, “financing for gender equality must move away from fragmented, short-term funding to longer term partnerships that are predictable and flexible, and provide multiyear support.”<sup>34</sup>

Like the MDGs, the Post-2015 framework will likely define the funding priorities for most donors for the coming decade and beyond. As such, it will be critical that Member States “recognize the connections between the WPS agenda and the Post-2015 process, and ensure that discussions such as those of the Open Working Group on Sustainable Development Goals and other relevant processes reflect this.”<sup>35</sup> The Intergovernmental Committee of Experts on Sustainable Development Financing, which will “consider how to mobilize resources from a variety of sources and utilize effective financing...to promote sustainable development,” must also ensure that gender equality and women’s rights, including the WPS agenda, are central to their work. This is essential if sustainable peace is to be achieved,<sup>36</sup> as progress on the MDGs has been much slower in contexts of conflict and fragility.

UN Member States have affirmed the importance of financing gender equality and women’s rights through the international conventions, declarations, and agreements highlighted above, as well as many others. These obligations and processes, among others, shape the normative frame in which financing NAPs is embedded, and can be used as tools to hold governments accountable.<sup>37</sup>

However, while commitments to financing for gender equality and women's rights and, therefore, to financing the implementation of the WPS agenda, have been made, coherence between these commitments and other public policies that affect women's rights – such as macroeconomic policies – is often lacking. Similarly, coherence among policies and processes that aim to advance women's rights explicitly is often limited or non-existent. Therefore, there is a critical need to ensure that public policies writ large, including particularly economic policies, are consistent in advancing the ability of women to enjoy the full range of rights. At the same time, the NAP and other policies to advance women's rights explicitly (such as policies to end violence against women, promote women's political participation, or encourage women's economic empowerment) should be coherent and mutually reinforcing, with financing reflecting these policies systematically.

### 3. FINDINGS: HOW GOVERNMENTS FINANCE NAP 1325 IMPLEMENTATION

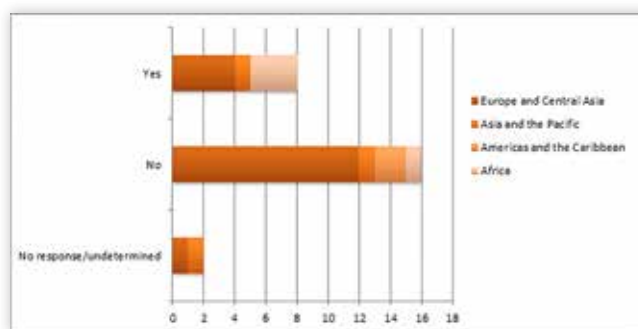
This section outlines the main findings of the survey on financing NAP implementation carried out in July 2013. The range of ways in which governments approach the financing and implementation of NAPs is broad. The survey examines whether governments with NAPs are providing sufficient funding for implementation and, if so, through which modalities, mechanisms, and sources. The survey also explores how issues are prioritized within NAPs and aims to capture the funding landscape in which civil society working to advance NAP implementation operates.

#### Finding 1: The majority of governments do not earmark funding for either the development or the implementation of NAPs.

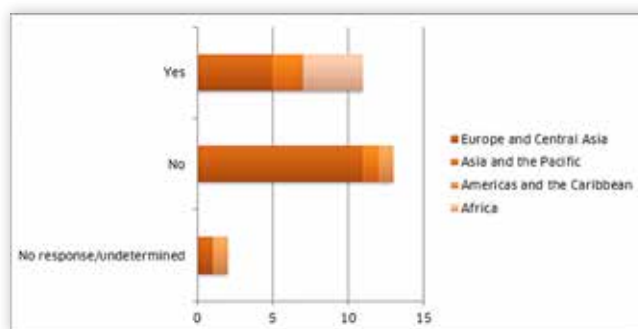
Earmarking funds (reserving funds for a specific use) can improve the effectiveness and outcomes of NAP development and implementation by ensuring that adequate resources exist. However, only a minority of respondents reported earmarking funds for NAP 1325 development and implementation:

- Of the 24 governments that replied to this question, 30 percent (8 countries) reported earmarking funds for the development of their NAP, while the remaining 60 percent (16 countries) reported that they do not (see **Figure 1**).
- A slightly higher proportion reported setting aside funds for the implementation of NAPs, with 11 countries earmarking funds for implementation and 13 countries opting against (see **Figure 2**).
- Notably, more governments earmarked funds for implementation than for the development, with one country in the sample, Ireland, reporting earmarked funding for the development of the NAP but not for its implementation.
- A breakdown of the data shows regional disparity, with the majority of European countries in the sample reporting they do not earmark funding for either the development or implementation of NAPs, while the majority of African countries do (see **Figure 1** and **Figure 2**).

**Figure 1.** Is there earmarked funding for the development of the National Action Plan on SCR 1325 in your country? <sup>38</sup>



**Figure 2.** Is there earmarked funding for the implementation of the National Action Plan on SCR 1325 in your country?



Earmarking funds for NAPs can occur at various levels: during the national appropriation process, within ministerial budgets once they have been received, or within sources not directly provided by the State, such as from bilateral aid agencies or the United Nations. As an example, when asked if there are earmarked funds for the development of the NAP, Macedonia noted that funds were earmarked through UN Women, under the regional project “Advancing Implementation of UNSCR 1325 on Women, Peace and Security in the Western Balkans (2011-2013).” Therefore, regardless of where funds originate, they can be earmarked for NAP-specific purposes.

Reflecting the range of answers received in the survey, earmarking can also vary in scope. Funds can be earmarked for an aspect of NAP implementation, NAP implementation holistically, UNSCR 1325-related activities, or for WPS more broadly. Norway, for example, has “chosen to earmark parts of relevant budgets [including within its development cooperation budget] to WPS, rather than earmarking funding for the implementation of the NAP.” Ghana reported



having earmarked GHC 15,524.00 (approximately USD 7,000) for the sensitization of security sector institutions, and the Netherlands reported earmarking EUR 4 million (approximately USD 5.5 million) by the Ministry of Foreign Affairs annually for Dutch civil society collaboration with local NGOs in priority countries. Further examination of the specific advantages and disadvantages associated with the scope of the earmark is warranted.

### **Earmarked funding vs. mainstreaming**

Gender mainstreaming, mainstreaming of NAP 1325, and/or mainstreaming UNSCR 1325 into existing offices, programmes, and/or budgets is often cited as to why earmarked funds for NAP implementation are not needed. As stated by Australia, for example, “gender equality is mainstreamed [and] for this reason, funds are not specifically earmarked for the implementation of the NAP. [Rather] funding is integrated into existing policies and programs.” Echoing this, Denmark notes “implementation of UNSCR 1325 is mainstreamed in Denmark’s defense, foreign, and security policy.” However, Denmark goes on to share that while “this has led to the implementation of many targeted initiatives...as is often the case with mainstreaming of cross-cutting issues, ensuring consistent consideration of UNSCR 1325 throughout all relevant programs has been a challenge.” In the United States, “departments and agencies leverage existing resources to advance the outcomes, actions, and commitments contained in the NAP,” while within the Philippines, the Gender and Development (GAD) Budget Policy stipulates that all government bodies at both national and local levels must allocate at least five percent of their total budget to gender and development and include gender in their plans and budgets. NAP 1325 activities are expected to be mainstreamed into each agency’s national GAD plan and budget, though the extent to which this actually occurs is uncertain. There are, therefore, different ways in which mainstreaming is occurring.

Mainstreaming can be an effective strategy if backed by high-level leadership and dedicated resources,<sup>39</sup> and may also have the advantage that, during times of austerity, initiatives can not theoretically be cut (as they are not a line item in a budget). However, mainstreaming can also become an exercise in ticking boxes, failing to transform power relationships and resource distribution.<sup>40</sup> As Grown et al. (2006) argue, when mainstreaming has been applied, policy initiatives for gender equality and women’s empowerment flounder and there may not be sufficient resources to bring about change.<sup>41</sup> Lydia Alpizar powerfully captures this sentiment:

*“If we are to transform development cooperation to advance the full range of women’s rights (and not simply a reductionist vision of empowerment), there is a need to move beyond gender mainstreaming conceptually...toward ensuring that women’s rights and gender equality are central development goals in their own right and at the core of development.”<sup>42</sup>*

Additionally, there can be difficulty in identifying and tracking mainstreamed initiatives, including those specifically relating to NAPs. This has implications for the ability to hold governments to account for their commitments outlined in their NAPs, including expenditure levels.

Ensuring that NAP 1325 is prioritized and addressed consistently and systematically throughout all government agencies and funded appropriately remains a common challenge.

### **Earmarked but inadequate resources**

Even those governments with earmarked NAP funding can find themselves struggling. While governments report earmarked funding for both NAP 1325 development and implementation, the earmarked amount was not always sufficient for its intended purpose. As Liberia noted, “even when [earmarked funding] was given, it was inadequate to effectively implement the activities [for which it was intended], adversely affecting the overall impact [of the NAP].” Additionally, earmarked funding may only be available for certain components of the NAP, as Switzerland explained: “[the] earmarked budget is available for the work of the gender advisors,” leaving other dimensions of the NAP potentially unaddressed.

Costing both the development and full implementation of the NAP at the onset is critical in order to ensure that where funds are dedicated, they are sufficient to carry out all activities, otherwise achieving the intended impact will be compromised if not entirely impossible. Where earmarked funds for NAPs are in place, it is also important to monitor how these funds are used in practice to ensure that they are, in fact, used for their intended purpose rather than diverted to unrelated activities.

### **Finding 2: The sources and sustainability of financing for NAP 1325 implementation vary greatly, with implications for tracking, monitoring, and accountability.**

Funding for the development and implementation of NAPs can originate internally through the public budget (via taxes), or externally through, for example, bilateral

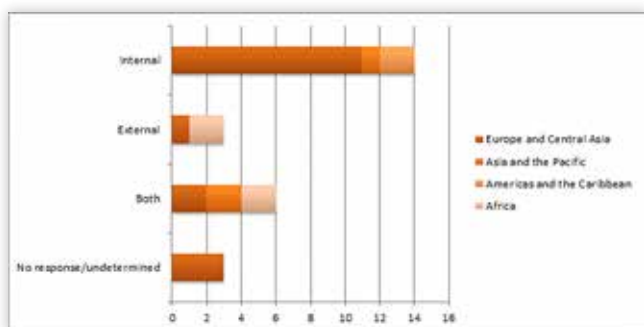
contributions, multilateral contributions, international/regional civil society organizations (CSOs), foundations, and corporate philanthropy. However, identifying the origin of financing can be complicated. For example, a local CSO may have reported funds originating from an international CSO, who may, in turn, have received funding from a UN country office, which itself may have been supported through a government's contribution.

Those that responded to the question about funding sources mostly reported financing NAP implementation with internal funds (taxes) via the public budget. This, however, is in large part due to the over-representation of European countries in the reporting.

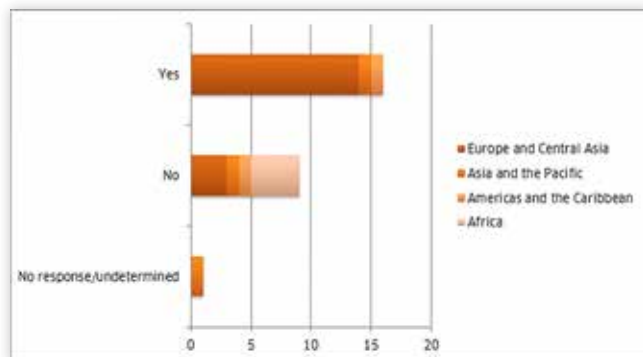
The following are the main findings relating to the origin of NAP financing:

- Of the 23 governments that responded, 14 reported exclusively internal funding for NAP 1325 implementation, three reported exclusively external funding, while six reported relying on both internal and external funding (see **Figure 3**).<sup>43</sup>
- In the case of internal funding, no survey respondents indicated the precise unit(s) or department(s) within a ministry responsible for financing NAP 1325.
- 16 countries reported providing funding to other countries to develop and implement their NAPs, however the majority (14) of these are European (the US and Australia being the other two) (see **Figure 4**).
- The major UN source of external financing for NAPs is UN Women, however UNDP (Liberia), OHCHR (Senegal), and UNFPA (Ghana and Nepal) were also mentioned.
- Two of the governments that responded (Georgia and Estonia) shared that some funds for NAP implementation came from CSOs.
- A majority of governments (16 out of the 17 countries that responded to the question) believe that the private sector should participate in implementing NAPs.

**Figure 3. If there are funds dedicated to the implementation of the activities in the NAP, from where do these funds originate (e.g. internally, through domestic resource mobilization, or externally, from bilateral contributions, private foundations, corporate philanthropy, international organizations, regional organizations and/or civil society?)**



**Figure 4. Does your government provide funding to other countries – both to the government and to civil society – to support the development and/or implementation of National Action Plans or any other SCR 1325 related initiatives?**



### Internal Funding

Internal funding is generated through domestic resource mobilization (taxation). What conditions contribute to improved domestic resource mobilization? What does an “enabling environment” for robust tax revenue to finance public goods and human rights require? In fragile states, domestic resource mobilization is often particularly challenging and alternatives for financing development tend to be limited.<sup>44</sup> An international environment conducive to domestic resource mobilization in fragile states (and indeed in developing countries more broadly) is critical, with the reform of the international financial architecture (including the international financial institutions), just trade arrangements, and a move away from neoliberal (or profit driven) macroeconomic dogma essential components. Internal funding for NAP implementation can strengthen national ownership and accountability.

As shared by Belgium (and echoed by Finland, Cote D’Ivoire, and others) “funding for NAP implementation [comes from the] budgets of responsible ministries; each responsible ministry must find the funds for implementation through their own budget.” Similarly, Georgia shared that each ministry “must allocate internal resources from its [already] approved annual budget for implementation without [...] prior calculation of the required budget.” And Sweden, for example, stated that “[NAP] funds are allocated through the implementing agencies, funded through the [overall] state budget.”

In most cases, internal funding for NAP implementation comes from lead implementing agencies, which can vary according to a country’s approach to peace and security and whether a country is experiencing armed conflict. While many countries explained that several agencies contributed funding, others, like Chile, noted that funding originates solely from the Ministry of Defense. Though it will take more to understand the context-specific implications of channeling funding through different ministries, ensuring that NAP 1325 is prioritized and addressed consistently and systematically throughout the whole of government is crucial to successful implementation.

It is important to underline here that the majority of the countries that noted *only* internal funding for NAP implementation are traditional OECD donor countries, implementing their NAPs as an extension of their foreign policy, with the Ministry of Foreign Affairs or the Ministry of Defense as the lead implementing agency. Indeed, donor countries tend to have an external focus in their NAPs: while funding originates internally, activities for implementation are often focused externally (in other countries). The implications of this on national and local ownership of the WPS agenda and policy space in partner countries ought to be further investigated.

Similarly, where foreign and defense policy and actions of donor countries contrast with the human security objectives of the NAP, tensions can arise. It is therefore critical to link diplomacy, defense, and development policies<sup>45</sup> and to ensure that these policies themselves are coherent with international law and human rights obligations. To truly advance WPS, NAPs must emphasize the inextricability of human rights and sustainable peace.

### External Funding

On the other hand, most developing countries, particularly those experiencing conflict or in post-conflict periods, obtain their funds for NAP development and implementation from external sources. Their NAPs tend to address the impact of conflicts domestically, with implementation coordinated by the Ministry of Social Affairs, Ministry of Gender, Ministry of Education, Ministry of Justice, and/or the Ministry of the Interior (inward facing/domestically concerned ministries). The following sections provide more detail on the range of external funding sources.

#### i. Government to Government Funding, including “Multi-bi” funds

Of the countries that reported external funding sources, few specified the actual source in the survey response. Of those that did, three noted receiving bilateral contributions: Nepal, Estonia, and Liberia. However, the *quality* of the contributions (were conditions attached to the funds? was the funding predictable? did funding support local systems, priorities, and strategies?) and its destination (to government, civil society, or both, via multilateral vehicles or not) were not always clear. Such details are key to gaining a fuller picture of funding.

In addition to direct bilateral support (one government directly to another government), a portion of donor funding for post-conflict reconstruction also travels through multi-donor pooled mechanisms (what is termed multi-bi funding by the OECD-DAC). One detailed example of a multi-bi approach is that of Nepal. Nepal finances its NAP primarily through the Nepal Peace Trust Fund (NPTF), a multi-donor fund led by the government of Nepal and comprised of eight bilateral donor governments that contribute their funds through this mechanism. The NPTF funds projects that advance peace and security, including projects that are under the remit of Nepal’s NAP.<sup>46</sup> The United States shared that their contributions to WPS in 2012 would be

made to multilateral funding structures as well as bilaterally (and, outside of government to government, to civil society directly). This underscores the complexity of the funding landscape and the need to examine the activities of individual donors to obtain a full picture of the impact of donor support to post-conflict countries.<sup>47</sup>

A discussion on bilateral funding for NAP implementation must be embedded in an examination of overall Official Development Assistance (ODA). The ongoing disconnect between donors’ rhetorical commitments and actual resource allocation is troubling. In 2012, total aid fell by 4% in real terms, following a 2% fall in 2011. Though individually some donors met the commitment, OECD donors on the whole fell significantly short of reaching the 0.7% of GNI target for ODA: net ODA in 2012 was USD 125.6 billion or just 0.29% of their combined gross national incomes.<sup>48</sup> Though aid rose in real terms in 2013, net ODA from DAC countries continued to hover at 0.3% of GNI.<sup>49</sup>

Similarly, donor results in fragile states have been modest, despite the fact that fragile states are furthest from achieving the Millennium Development Goals and will be home to more than half of the world’s poor after 2018. While in 2010, 38% of ODA was spent in fragile and conflict affected contexts, half of that went to just seven countries.<sup>50</sup> Gender equality focused aid to peace and security *specifically* fared poorly, as well. The OECD recently reported that “despite the call for a strengthened focus on women in fragile and conflict situations, the amounts of gender equality focused aid to peace and security over time have remained low...[Moreover] since 2002, a very small proportion of this money has had gender equality as a *principal* objective. [For example], in 2011 and 2012, DAC members committed USD 849 million on average per year to gender equality and women’s empowerment in the peace and security sector, with only 3% of this aid targeting gender equality and women’s empowerment as a principal objective.”<sup>51</sup> It is clear that funding for WPS must be scaled up if UNSCR 1325 implementation is to be achieved.

#### ii. The United Nations

Survey respondents mentioned the UN both as a source of financing as well as a destination for development assistance. Australia, Finland, Norway, and Denmark pointed to their support to WPS issues through the UN, including specifically UN Women and UNDP. UN managed Multi-Donor Trust Funds (MDTF) were mentioned as a source of finance for WPS. The UN Peace Fund for Nepal (a MDTF) was noted as an example, however, according to the 2012 UN Secretary-General report on WPS, only 22% of projects (representing 9% of the budget) addressed gender equality and/or the empowerment of women.<sup>52</sup> The percentage specifically focused on the implementation of Nepal’s NAP 1325 is not known, highlighting again the challenges in tracking NAP specific financing. Of the survey respondents, only two (Senegal and Macedonia) included the specific amount of funding contributed by the UN to their NAP processes. The Burundian and Philippines case studies (Annex I) offer

a slightly more robust picture with specific UN financing figures included.

The UN system and particularly UN Women – with a mandate to promote and monitor national and regional implementation of UNSCR 1325 – is an important source of financing for implementation of UNSCR 1325. Funding supports NAP 1325 development and implementation, capacity building and awareness raising, and women’s rights organizations advancing WPS. However, it has proved significantly challenging to capture the amount spent by the UN system in support of NAP implementation. As aptly shared by UN Women Burundi: “...there is, at present, no system to track expenditures [at this level].” Although the agreed conclusions from the 52nd session of the Commission on the Status of Women (2008)<sup>53</sup> underscored the need to more effectively track resources to advance gender equality within the UN System, tracking systems continue to be inadequate. As the 2013 UN Secretary-General report on WPS states, progress toward meeting the UN goal of “at least 15% of UN-managed funds in support of peacebuilding [are] dedicated to projects whose principal objective is to address women’s specific needs, advance gender equality or empower women” remains difficult to assess. This is due, in part, to variations among UN entities in the use and application of tracking mechanisms to capture gender equality spending. Only 22% of UN agencies use a gender marker<sup>54</sup> and, as with the OECD gender marker, inconsistency in application and sweeping subjectivity in scoring continue to pose serious challenges to the marker’s usefulness, as does the marker’s inability to capture the nature of the projects funded or the origin or destination of the funding. Nonetheless, ensuring a standardized and system-wide use of the marker would contribute to strengthening tracking efforts and, as an upshot, likely improve the mobilization of resources for WPS. An earmarked budget for NAP development and implementation at UN headquarters, regional, and national offices would also aid in tracking efforts.

### The role of the UN Peacebuilding Fund (PBF) in financing NAPs

While no survey respondents listed the PBF as a source of financing in their responses, its role was highlighted in several of the case studies. In line with the UN SC’s Seven-Point Action Plan on Gender-Responsive Peacebuilding, the PBF aims to allocate 15% of its resources to projects that address women’s specific needs, advance gender equality, or empower women. To track these commitments, the PBF uses a gender marker that is applied to all projects submitted for PBF funding. It is important to underscore that, to date, only projects that score a 3 on the gender marker – that is, those projects that are targeted 100% to women’s specific needs or have gender equality as a principal objective – are counted toward the 15%. In 2011, to help meet the 15% target, the PBF launched a

special funding window called the “Gender Promotion Initiative” (GPI), disbursing USD 6.9 million to projects that advance gender equality and women’s rights in eight different gender countries, with a second GPI launched in September 2014. Whether this funding specifically supported the implementation of NAPs (or will support NAP implementation) needs to be more closely examined. Moreover, while special funding windows to support gender equality are important, sustainable funding must be the goal.

To identify the successes and challenges in its gender portfolio so far, the Peacebuilding Support Office also commissioned a thematic review of gender and peacebuilding in 2013. The finalized report underscores that NAPs are “important entry points for gender-responsive peacebuilding particularly at country level...[though their operationalization] remains a challenge” in part due to the fact that they are often insufficiently linked to post-conflict financing and planning processes. Actively linking NAPs to post-conflict financing, the report notes, is important for implementation, as is working with UN Offices on the ground to ensure gender is a more prominent consideration in all peacebuilding priorities and projects.<sup>55</sup> Aiming to do just that, the PBF encourages project proposals submitted by UN agencies to reflect gender equality and women’s rights, and, where one exists, the NAP. Though, as the PBF aligns its priorities with a country’s post-conflict (such as the Poverty Reduction Strategy Paper (PRSP)), it is critical that NAP priorities are systematically integrated into PRSPs and other post-conflict planning documents *at the onset* and sufficient allocations made toward its implementation.

From 2007-2011, the PBF allocated a total of USD 264,862,180 within the countries in which it operates, with UN Women receiving 1.9% or USD 5,150,442.<sup>56</sup> Though UN Women leads in efforts on UNSCR 1325 implementation, gender equality and women’s rights ought to be integrated coherently and consistently into the plans and budgets of all UN agencies operating within conflict affected countries. As UN Women in Burundi shared, joint planning on WPS across UN agencies as well as a joint fundraising and monitoring and evaluation efforts would improve the impact of the UN system and strengthen efforts to mobilize and track sustainable financing.

Understanding the relationship between the PBF (which only funds UN agencies directly) and other financing channels for peace and reconstruction would allow us to more fully and accurately capture the amount of funding directed towards women’s rights and gender equality issues in a country. In Nepal, for example, the PBF, the NPTF, and the United Nations Peace Fund for Nepal (UNPFN) (through which PBF funding is channeled) all operate and fund activities

in support of the peace process. Understanding how different financing channels identify priorities, coordinate, and harmonize funding as well as how the NAP is (or is not) integrated across their portfolios is important for strengthening the financing landscape for NAPs and WPS more broadly.

### iii. International CSOs

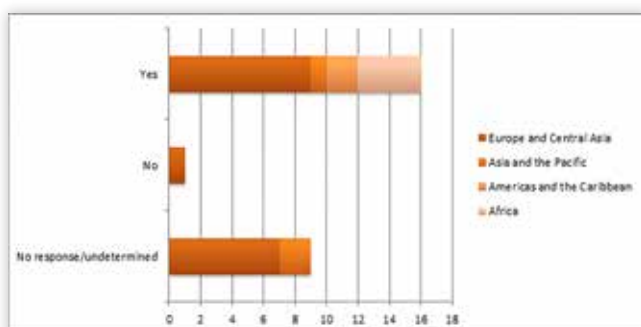
A few survey respondents mentioned international CSOs as a source of financing for NAP implementation, including Georgia and Estonia, though neither the particular organization nor the nature of the collaboration were noted. The Dutch shared that funds for NAP implementation are channeled through four “co-financing” international development organizations, namely Cordaid, Oxfam Novib, Hivos, and the Interchurch Cooperative for Development Cooperation (ICCO). These organizations work with and support local organizations in priority countries identified within the Dutch NAP. In addition to their own activities, international CSOs can play an important “re-granting” function, funding local civil society and smaller CSOs with funds they obtain through bilateral funding.

While further details on international CSO funding were not provided in the survey, the case studies (Annex I) more readily highlight the role of international CSOs in financing NAP development and implementation. The importance of international CSOs aligning priorities with local groups, ensuring local ownership, and respecting local strategies for change is repeatedly underscored.

### iv. The Private sector

According to the survey findings, there is significant government interest in the role of the private sector in NAP implementation (see **Figure 5**). Indeed, most governments believe that the private sector could be an important financing source, complementing existing financing for NAP development and implementation.<sup>57</sup> However, some countries, like Germany, were a bit more cautious, noting that private sector involvement could be considered, but would need further assessment. Ireland voiced that they did not want the private sector involved, but did not provide information as to why this was the case.

**Figure 5. Does your country want the private sector to be involved in NAP 1325 implementation?**



Public-private partnerships (PPPs) within development are witnessing an upswing as more traditional sources of development finance dwindle or become uncertain. As noted by Muchhala (2013), “private partnerships, which are being upheld as a central mechanism to carry out infrastructure, development and public services projects, raise several concerns and risks for development, equity, affordability, governance, accountability and the developmental role of the state.”<sup>58</sup> Indeed, private sector actors, though heterogeneous, ultimately face a profit motive, with women’s human rights, justice, peace, and sustainability – key goals of NAP implementation – potentially taking a back seat to capital accumulation and economic growth.<sup>59</sup> While the private sector has supported important work related to advancing women’s rights and gender equality – including, for example, programs tackling violence against women and research on reproductive health – further reflection on the role of the private sector in advancing WPS is warranted.

### Finding 3: Many governments finance the implementation of their NAPs based on shifting national priorities and do not fund all pillars equally or adequately.

In responding to questions around the key priorities and gaps in NAPs, survey respondents gave a wide variety of answers. While some NAPs identify specific activities, others are focused on one or two thematic areas broadly. For example, the Dutch NAP does not outline specific activities, but rather broader themes and objectives such as women’s leadership and political participation frame the NAP’s objectives.<sup>60</sup> While intended for flexibility and responsiveness, identifying funding for NAP implementation specifically is a distinctive challenge in these instances, as particular activities are not explicitly identified under broader themes. The key findings were:

- The most common NAP priorities were strengthening women’s participation in decision-making, particularly within peace processes, and the prevention of sexual and gender based violence.
- The most frequently cited gap in funding identified in the sample was for participation and inclusion of women in the security sector and security sector reform broadly, followed by access to justice for survivors of sexual violence and fighting impunity for sexual violence in conflict. Gaps in the “relief and recovery” pillar generally and lack of funding for awareness-raising on UNSCR 1325 were also mentioned.
- According to the survey, the main causes of gaps in NAP financing and implementation are limited political will, a lack of technical capacity, a failure to prioritize the NAP within policy and programming, discriminatory social norms, and the 2008 financial crisis affecting available budgets.
- Realistic costing of NAP implementation and the development of stronger partnerships among stakeholders are highlighted as two approaches to better meet NAP financing needs.

To illustrate the range of answers provided, additional NAP themes identified as priorities by respondents included public awareness campaigns around UNSCR 1325, increasing the capacity of civil society and governments to implement UNSCR 1325 (particularly through conflict and gender-sensitive planning, programming, and budgeting), the provision of social services, including dignified housing for internally displaced persons, and education. Interestingly, while not specified in their NAPs, Germany, Estonia, and the Netherlands mentioned other development cooperation priorities that would, in theory, thematically fall under implementation of UNSCR 1325. This included support for victims of sexual violence and female ex-combatants, improving access to justice for women, and improving judicial, health, and education sectors. Only Ireland listed security sector reform as a priority.

Even well-funded NAPs are unevenly funded across thematic and priority areas and survey respondents detailed a range of gaps and challenges, including several intersecting causes for funding gaps that compound the challenges of implementing NAPs. As the United States notes “political will is a key element of closing funding gaps.” Both Estonia and Liberia also mentioned this as a concern. Limited capacity to implement the NAP was also noted as a challenge for ensuring financing for NAP implementation. Estonia, for example, shared that “lack of human resources and insufficient topical knowledge” contributed to financing and subsequently implementation shortfalls, while Liberia noted that a “lack of technical capacities and ineffective or poor coordination among stakeholders [among other issues]” posed significant challenges. The US shared that “increased staff capacity to support [WPS efforts is critical] and can be achieved through expanded training opportunities, as well as improved tools and references.” Some governments explained that funding gaps are simply a consequence of prioritizing some goals over others in a given time period and, in time, those gaps would be closed. Implementation gaps were also attributed to an overall funding challenge due to the ongoing fallout of the 2008 financial and economic crisis. To wit, Portugal stated “given the current budgetary constraints, there is a general difficulty in funding the NAP’s implementation across [all] thematic areas. Maintaining the current level of funding in the coming years will be particularly challenging.”

The survey responses also suggested that the constraints to NAP financing and implementation may sit much deeper in underlying societal attitudes about the need for and importance of gender equality. Senegal’s response, for example, elaborates that “[gaps] are due on the one hand, to gender stereotypes and secondly, the existence of some laws that have long hindered the involvement of women in...peacekeeping.”<sup>61</sup> This problem is echoed by the Finnish government, which explains gaps “might be more a question of attitudes than funding as far as peace processes are concerned.” Gaps, therefore, may also be caused by a underlying belief that women’s rights and gender equality are simply not critical to a just society or conflict prevention

and resolution efforts, rather than on technical or capacity constraints alone.<sup>62</sup>

Addressing the causes of funding gaps is difficult, and many governments report that a multi-dimensional and inclusive approach is necessary to tackle the underlying issues involved. Denmark, for instance, argued that “a stronger political focus could ensure better mainstreaming of UNSCR 1325,” while the Estonian government added that the “promotion of gender equality, lobbying, and education” would be critical to address gaps in the funding of NAPs. The United States shared that “dedicated personnel would [also] assist in advancing WPS engagement and in bridging the different work undertaken across [the sector]...[as would] standardized ways of capturing success or gaps in programming, better capturing the impact of WPS engagement and programming and guiding future programming decisions.” According to Nepal, resolving broader political and economic challenges could also help: “overall development in the political situation in the country could [address] gaps [and would also] enable stronger coordination between stakeholders. Central and local level mapping [of stakeholders and initiatives] and monitoring [should] also be enhanced.” Broadening the base of actors working to implement the NAP and specifically “encouraging private sector corporate social responsibility support” was noted by Ghana as a way of addressing financing constraints. Finally, including a detailed costing of implementation in the NAP itself was put forth as a way to tackle funding gaps. As Liberia points out: “The Liberian NAP [LNAP] when developed was not costed...this has created a serious challenge and setback in the implementation of the LNAP. A key challenge has been trying to mobilize financial support from donors and partners to implement the NAP.”

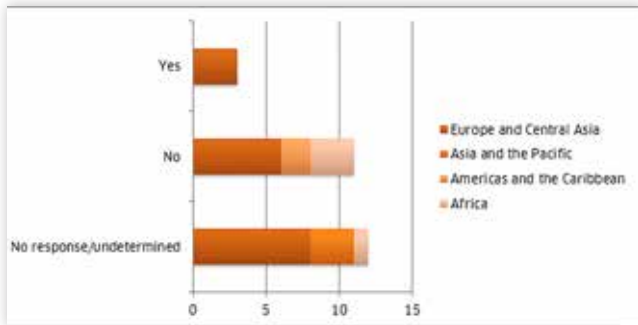
#### **Finding 4: Mechanisms for tracking and monitoring NAP financing are often non-existent or inadequate.**

Governments have an obligation to ensure transparency, accountability, participation, and equality in public policies, yet these standards are often unmet in the context of financing for NAP implementation. Indeed, from the survey findings, it is clear that the majority of governments do not have adequate monitoring mechanisms for NAP implementation in general or financing in particular.

- Almost half of the 26 responses to the following question – *Is there a way that your government monitors or tracks how much money is allocated and spent by different ministries or government agencies for the implementation of NAP 1325?* – were unclear. That is, from the replies provided, we could not determine whether monitoring and tracking mechanisms existed and, if they did, whether they tracked NAP financing specifically.
- Only three countries (Iceland, the Netherlands, and Sweden) reported the ability to track the money allocated and spent on NAP implementation (see **Figure 6**).

- Tracking expenditure for NAP implementation in the cases where the NAP or NAP financing is mainstreamed is particularly challenging.
- There is a need to incorporate indicators focused specifically on the financing of NAPs within monitoring frameworks and regularly assess progress against these.

**Figure 6. Is there a way that your government monitors or tracks how much money is allocated and spent by different ministries or government agencies for the implementation of NAP 1325?**



Although the survey asked specifically about the ability to track and monitor financing for NAP implementation, many of the replies focused on monitoring NAP implementation more generally. While monitoring frameworks are in place in some cases, the extent to which they capture financial commitments was not always clear from the survey replies. Monitoring and tracking how much is allocated and spent for the implementation of NAP 1325 remains a challenge across all countries. Estonia captures this well: “treatment of [NAP financing specifically] is inhibited by the complexity of processing the statistical data... only financial allocations for development assistance and humanitarian aid are clearly measurable. As a consequence, [NAP reporting] focuses on qualitative rather than quantitative indicators for the majority of the activities, which makes it difficult to make year-to-year comparisons [on financing].” Encouragingly, some countries reported that they are currently developing an M&E system for their NAPs. For example, Germany’s inter-ministerial working group on UNSCR 1325 is in the process of developing a monitoring and evaluation system for the second NAP (2016-2019), although it was unclear if financing in particular would be monitored.

As mentioned above, mainstreaming NAP 1325 poses particular challenges for tracking financial commitments. As illustrated by Denmark “while different cross-cutting issues...are rated in Denmark’s internal program and project database for development cooperation, UNSCR 1325 does not constitute a separate issue [and thus can not be captured as such].” Estonia concurs, noting “there is no uniform monitoring mechanisms [to track the amount spent on the NAP]. This is mostly due to the fact that the activities of the NAP are not earmarked in budgets [and] monitoring is carried out [at the] state budget [level].”

Clearly, the ability to track and thus monitor financing for NAP implementation would benefit from earmarking.

One particularly important dimension of M&E is the use of appropriate indicators to track NAP financing. Although various indicators to track the implementation of UNSCR 1325 exist at the country and global level,<sup>63</sup> consistent and systematic use remains a challenge. Several indicators developed by the United Nations and the Global Network of Women Peacebuilders (GNWP) focus on financing specifically and could be integrated into NAPs:

**Table 1: Indicators on NAP-related financing**

|                        |  |
|------------------------|--|
| <b>GNWP indicators</b> | <ul style="list-style-type: none"> <li>■ Allocated and disbursed funding marked for women and peace and security (WPS) programs to CSOs.</li> <li>■ Allocated and disbursed funding marked for women and peace and security (WPS) programs to government.</li> </ul>   |
| <b>UN indicators</b>   | <ul style="list-style-type: none"> <li>■ Actual allocated and disbursed funding in support of programs that address gender sensitive relief, recovery, and peace and security in conflict-affected countries.</li> <li>■ 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.</li> </ul> |

While individual government agencies may utilize their own internal mechanisms to track funding (as in the case of the US, where the Office of U.S. Foreign Assistance Resources within the State Department utilizes M&E tools to track WPS attributed funding in foreign assistance programs), an overarching, government wide monitoring and tracking body remains an essential component that could ensure coherence across government agencies and increase transparency. Frameworks should include indicators and time-bound targets (including for financing) and progress should be regularly assessed. A clear delineation of M&E responsibilities across actors is crucial.<sup>64</sup>

**Finding 5: While many governments employ gender responsive budgeting (GRB), the particular approach used varies, with funding for NAP implementation typically not an upshot.**

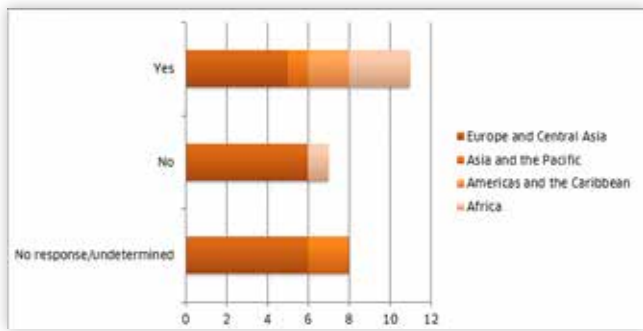
Gender responsive planning and budgeting is a tool to analyze revenues and expenditures from a gender equality perspective. It reveals the gendered nature of budgets and can illuminate biases in resource allocation. This is especially relevant for advancing WPS, as inequalities in resource allocation can be severe or exacerbated in conflict and post-conflict contexts. GRB can contribute to ensuring that the pool of conflict and post-conflict financing is gender equitable<sup>65</sup> and as “the macroeconomic frameworks set during the post-conflict period are likely to endure for many years,”<sup>66</sup> a GRB lens is particularly critical in post-conflict contexts.

- The majority of governments (eleven out of eighteen) reported using some form of GRB, though whether

funds were generated for NAP implementation specifically was often unclear from survey responses (see **Figure 7**).

- There appears to be a wide variety of interpretations and applications of GRB, making it difficult to compare the practice across countries.

**Figure 7. Does your government practice gender responsive budgeting?**



While some governments reported employing GRB, as Cote D’Ivoire and Nepal shared, “[the practice] does not necessarily produce funds for NAP implementation.” Both Georgia and Estonia shared that government received training on GRB and, while not presently as widely employed as would be preferred, GRB is occurring. However, the specific manner in which GRB is actually applied was not revealed, suggesting that governments may have different understandings of how to utilize GRB, with varying outcomes in terms of advancing gender equality and women’s human rights. As insufficient resources remains a key, if not the main, culprit in the lacuna between policy and implementation, GRB can play a critical role in identifying funds for interventions,<sup>67</sup> including for NAP implementation, and ought to be utilized.

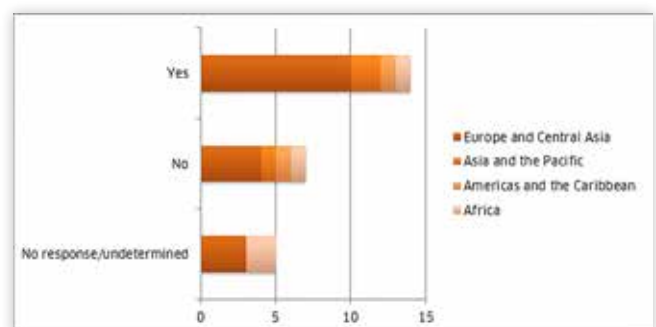
**Finding 6: Though rhetorically supported, the critical role of civil society – particularly women’s human rights organizations, networks, and movements – in NAP development and implementation is not adequately supported or resourced.**

Funding the work of CSOs is crucial to the promotion and implementation of UNSCR 1325. It is particularly important to fund women’s rights groups, including grassroots groups and community-based initiatives that work directly with those affected by conflict. Although they often face challenges in accessing funding, local/grassroots groups are often at the frontlines of advancing WPS and are typically the only providers of services and support in post-conflict contexts.<sup>68</sup> The landscape of funding for civil society in general and women’s groups in particular is complex, with an increasing array of actors providing funding. However, despite the multitude of actors funding women’s rights groups, “little information is available on allocation to these organizations...with much of women’s

conflict prevention work still unrecognized and [lacking] consistent funding and institutional support.”<sup>69</sup> The survey asked about the role of civil society in NAP development and implementation, as well as the financing landscape in which civil society operates. The main findings are as follows:

- Of the 24 respondents that answered the question, all reported that civil society, including women’s rights groups, are involved in NAP development. Similarly, in replying to the question of CS involvement in implementation, nearly all of the 24 respondents replied that CSOs were involved in implementation. Cote d’Ivoire, however, noted that civil society was not involved in NAP implementation, citing the lack of an effective coordination mechanism for NAP implementation.
- Although important considerations, the particular role of civil society in development and implementation, the extent to which civil society shaped the vision of and priorities included in the NAP (as opposed to validating or implementing the vision of others), and civil society’s ability to be critical of government, were almost never addressed in survey replies.
- While 14 governments replied that funding was channeled directly to CSOs, the type of organizations, including whether women’s groups were included, was not always reported, despite the importance of disaggregating at this level (see **Figure 8**).
- Survey responses also revealed that a range of sources fund CSOs, including bilateral funds, the United Nations, foundations, women’s funds, or larger international CSOs. However, the specific amount(s) of funding were generally not provided, with respondents sharing that this information is extremely difficult to obtain.
- A few countries also reported that wider networks and coalitions of CSOs are directly funded by either national governments or external sources. Women Engaged in Action on 1325 (WE Act 1325) in the Philippines was one example cited.

**Figure 8. Are funding or resources channeled to civil society organizations, including particularly women’s rights organizations, to advance the implementation of SCR 1325? If so, how much (estimates acceptable)?**





## i. The Role of Civil Society Organizations

The survey responses revealed that civil society organizations were seen as strong advocates for the development of NAPs and involved in the development process itself through consultations, submissions of substantive papers, membership in national steering committees, as experts to government and, at times, as lead authors of the NAP, as was the case in the Philippines. The formation of networks or “working groups” comprised of CSOs working to advance WPS was, in certain cases, an upshot of the NAP development process itself. At other times, such networks were formed precisely to lobby governments to develop a NAP, such as *Coalición 1325* in Colombia or *Team 1325* in Sri Lanka.

Respondents also shared that CSOs have been critical to implementation, conducting awareness raising campaigns and sensitization (of government employees, for example) programs. NAP localization efforts were also cited, as was CSOs role as government watchdog. On the latter, Australia shared that “CSOs developed annual report cards which comment on the implementation of the NAP and are publically available.” CSOs in the Netherlands have come together in an independent working group on UNSCR 1325, the watchdog role a critical aspect of the groups’ work (further elaborated in the Dutch case study). Germany shared that representatives from civil society are involved in the government’s inter-ministerial work groups on UNSCR 1325 implementation.

## ii. Funding for Civil Society Organizations

Funding for civil society organizations working to implement NAPs or UNSCR 1325 more broadly was reported to originate from a range of sources: a country’s own government, bilateral funds, the United Nations, foundations, women’s funds, and larger international CSOs were cited. While the majority of respondents did not provide the specific amount of funding or the *specific source* of financing, some (such as Sweden, Australia, and Finland) shared that they funded civil society through their international development agencies and Georgia and Macedonia reported that local women’s groups received funding from UN Women. The Netherlands stated that the Ministry of Foreign Affairs provides Euro 4 million annually for CSO collaboration in their NAP focus countries and the MENA region.

The survey also revealed that CSOs can receive funding from a consortium of governments or donors via multi-donor trust funds. In Nepal, for example, the Nepal Peace Trust Fund has piloted an initiative to fund civil society directly, the Peace Fund for Non-government Actors (NCA). Under this initiative, the NPTF has allocated USD 888,888.90 for CSOs. However, the process encountered challenges: there was no open call for proposals and the selection of CSOs lacked transparency. This prompted the 1325 Action Group, an alliance of CSOs and networks working on WPS, to raise concerns. As a result, the NPTF

expressed its commitment to follow a consultative, open, transparent process for the next phase of the project. As the US wrote “the goals set forward in the NAP can only be realized through partnership and collaboration with [among others] civil society actors.” While the importance of civil society (and women’s rights groups) involvement in NAP development and implementation is clearly rhetorically supported, further examination on the role, level of substantive engagement, diversity of groups involved, and sustainability of engagement is needed. Moreover, funding (particularly core funding) for women’s rights groups (and civil society more generally), critical for sustained efforts to advance WPS, remains difficult to track and, as is well known, insufficient and unpredictable, belying the rhetorical commitment. According to the 2012 GNWP Global Monitoring Report, despite the fact that CSOs (and especially women’s rights organizations) are driving the WPS agenda forward in many countries, CSOs (and particularly women’s rights groups) lack resources, capacity, and access to formal structures.<sup>70</sup> The 2013 Global Monitoring Report echoed this, stating that while the amount of funding to civil society is difficult to capture, there is an evident gap between demand and availability of funds, with the lack of sustained, regular, and flexible funding identified by women’s rights organizations as a persistent hindrance to their ability to carry out their work. Access to sustainable financing continues to be one of the strongest demands of women’s rights groups across the world.<sup>71</sup>

### Understanding the broader context of funding constraints facing CSOs working to support gender equality

According to the OECD-DAC, from 2010-2011, USD 457 million of DAC donors’ funds went to women’s organizations and gender institutions (including national machineries), representing only 2.2% of all DAC screened funds dedicated to gender equality.<sup>72</sup> Moreover, the largest dedicated multilateral agency for gender equality, UN Women, received only USD 218 million in total contributions from governments in 2012,<sup>73</sup> equaling roughly 4% of the total UN budget for 2012. This was not even half of the USD 500 million that feminists and women’s rights groups expected (and lobbied hard for) UN Women to have in its first year.<sup>74</sup> Data from the Association for Women’s Rights in Development’s (AWID) 2011 global survey on funding trends for women’s rights groups reveals that while the median annual income from 2005-2010 has increased, the large majority of women’s groups remain small due to challenges in mobilizing resources needed to fulfill program plans and visions. Strikingly, the survey revealed that the combined 2010 income of 740 women’s organizations totaled a mere USD 106 million.<sup>75</sup> For comparison, Greenpeace alone has a budget nearly three times that amount, Save the Children’s budget hovered at USD 1.4 billion, and World Vision has a budget of 2.6 billion.

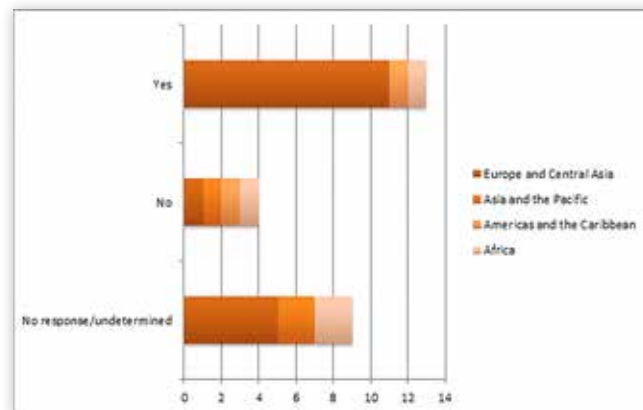
While funding for WPS has increased since the adoption of UNSCR 1325, most of the funds that have been made available for WPS do not reach smaller women's groups and activities on the ground where they are most needed.<sup>76</sup> Furthermore, funding is often project-based rather than “core”, undermining the ability of women's rights groups to be responsive and flexible and undercutting the development of sustainable organizations and movements.<sup>77</sup> As AWID shares, while a sharp spotlight on women and girls has emerged, it seems to have had relatively little impact on improving the funding situation for a large majority of women's organizations around the world. Many women's organizations reported having to cut activities or staff due to funding limitations.<sup>78</sup> Furthermore, AWID's survey findings confirmed that women's groups “most commonly received funding restricted for direct service provision, although groups themselves prioritized capacity building and women's empowerment programs. Direct service provision was not even among the top ten strategies used.”<sup>79</sup> Indeed, “the ‘leaves’ – the individual women and girls – are receiving growing attention, without recognizing or supporting ‘the roots’ – the sustained, collective action by feminists and women's rights activists and organizations that has been at the core of women's rights advancements throughout history.”<sup>80</sup> These findings were corroborated within our case studies.

### Finding 7. There is an expressed interest in contributing to funding a Multi-Stakeholder Financing Mechanism for NAP implementation at national level.

A basket fund is a pooled funding arrangement where donors' funds are combined into a common pool to support a specific project or program. Basket funds are typically housed in an independent account and transferred directly to a government agency or department; funds do not pass through the national treasury or go through the budgetary process. Basket funds aim to support harmonization in donor contributions and alignment with country priorities.<sup>81</sup> In principle, most governments surveyed were open to the emerging idea of contributing to a multi-stakeholder financing mechanism (MFM) at national level to specifically support NAP implementation (see **Figure 9**). The replies to this question revealed the following:

- All European countries that responded to the survey question and the United States indicated their support for such a fund.
- Of the two African countries that responded, Liberia would consider contributing funds to a basket fund (or MFM), while Cote d'Ivoire would not.
- Chile, Georgia, Estonia, and Nepal answered that they would not contribute to a basket fund (or similar modality) in a specific country for NAP implementation.

**Figure 9. Would your government contribute to a basket fund (or multi-stakeholder fund) dedicated to financing the implementation of NAP 1325 in a specific country?**



## 4. CONCLUSION AND RECOMMENDATIONS

As of October 2013, 43 National Action Plans on UNSCR 1325 have been adopted. Between 2012 and 2013, one third of NAPs were up for review or renewal, and several other countries are presently in the process of drafting NAPs. This presents an excellent opportunity to examine existing gaps and continue to strengthen the development and implementation of NAPs, with sustainable financing spotlighted as a critical ingredient to success. In this spirit, the recommendations emerging from this study aim to contribute to the dialogue on financing and the effective implementation of NAPs.

Firstly, the recommendations presented in the GNWP and Cordaid Costing and Financing report (2011) should be revisited, as they remain acutely relevant.<sup>82</sup> The 2011 report emphasizes overarching components that remain critical to the success of any NAP: wide-reaching awareness raising campaigns; capacity-building; constituency building; generating political will at national and local levels; promoting and facilitating coordination between different actors involved in implementation; and a robust monitoring and evaluation framework. These components continue to resonate strongly and were mentioned in both survey responses and case studies.

Both the survey responses and the case studies offered thoughtful recommendations on ways to strengthen financing for NAP implementation. These recommendations were validated by and further enriched through inputs shared by participants at UN Women's Global Review in November 2013. While relatively general and thus requiring nuance at the national and local level, the ensuing recommendations aim to provide a springboard for further discussion and action.

### 1. Carry out realistic costing of NAPs and earmark specific funding for implementation.

Costing implementation and including this figure within the NAP itself provides a clear picture of financing needs and is a critical step toward full and effective implementation. 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 NAP 1325...and resource mobilization should be based on this assessment."<sup>83</sup> Funds should be earmarked for NAP implementation specifically and a "whole of government" approach should be taken for NAP financing. That is, all government bodies should contribute some part of their budget to NAP implementation. Local ownership and buy-in of key government actors and ministries is critical for generating financing. If the NAP is politically supported, then government will be more inclined to allocate resources for implementation.<sup>84</sup>

As demonstrated by the survey replies, the financial resources to fund NAP implementation at national and international levels are difficult to identify and track. Earmarking would go a long way toward addressing this and would have the benefit of improving transparency and accountability. Budgets related to WPS (at both the international and national levels) should include earmarking for NAP-specific work. If, instead, a mainstreaming approach is adopted, assurance against policy evaporation must be made.<sup>85</sup> Ensuring high-level leadership and support, committing additional resources to implement the mainstreamed actions, and guaranteeing the ability to track and monitor implementation (as well as the funds spent) is critical to the success of mainstreaming and ultimately NAP implementation.

### 2. Ensure adequate and sustainable funding for all pillars and all activities within NAPs.

While recognizing that some pillars or activities within a NAP may take priority at certain times, the goal should be to achieve full implementation. Furthermore, while activities to implement the NAP may often be sequenced, funding should aim to support a holistic vision (rather than project-based) of implementation, keeping in mind the broader goal of advancing the WPS agenda and women's human rights.

### 3. Guarantee clear lines of responsibility and accountability for NAP development and implementation.

All NAPs should include an accountability matrix, clearly detailing the actions, expectations, and contributions of all stakeholders involved in implementation. The specific actor responsible for carrying out a particular activity should be explicitly noted and timelines for implementation included.

### 4. Improve coordination and promote collaboration among different actors involved in financing and implementation of NAPs.

As demonstrated by the findings from the survey, the financing landscape is complex and multiple actors are involved in financing and implementing NAPs. Coordination among these actors – and specifically among financing sources – continues to be a challenge, with efforts often ad hoc and opaque. The formation and adequate funding of a national secretariat or forum mandated to ensure effective coordination of all stakeholders, including in relation to financing, should be considered in all countries. As Cote d'Ivoire shared, this is critical for action, accountability and, often, further funding: "because we are lacking an effective coordination mechanism, no strategy for resource mobilization could be implemented." High level strategic planning and a mapping of actors financing NAP 1325 im-

plementation in a given context may prove useful toward improved coordination, as well.<sup>86</sup>

The case studies and surveys pointed to the power dynamics within governments that can shape the implementation (or lack thereof) of NAPs. These dynamics must be brought to light and discussed in an inclusive and transparent manner. Women, peace and security must not be used as a “bargaining chip,” disregarded or subverted to advance other aims and changes in government leadership should not stem implementation.

### **5. Ensure coherence among public policies, including those advancing women’s rights and gender equality, and reflect the NAP within post-conflict financing.**

Coherence among policies and processes that aim to advance women’s rights, including the NAP, is often limited or non-existent. Similarly, policies that advance women’s rights explicitly and other public policies, such as macroeconomic policies, can be at odds, with the approach to taxation and public spending, for example, effectively eroding women’s rights. Therefore, there is a critical need to ensure that public policies writ large, including particularly economic and defense policies, are consistent in advancing the ability of women to enjoy the full range of rights. At the same time, the NAP and other policies to advance women’s rights explicitly (such as policies to end violence against women, promote women’s political participation, or encourage women’s economic empowerment) should be connected, coherent, and mutually reinforcing. As mentioned above, the development of an inter-ministerial forum for NAP coordination and information sharing could advance efforts toward this end.

In a similar vein, ensuring that post-conflict programming documents – such as the post-conflict needs assessment – are consistent with and reflect the NAP is critical, with post-conflict financing following suit. In other words, NAP 1325 should be reflected in all post-conflict planning documents and in the financing for their implementation. At the global level, funding for policy implementation, for example, the New Deal for Engagement in Fragile States, must be in line with and support the implementation of UNSCR 1325.

### **6. Develop (or utilize existing) monitoring and evaluation mechanisms and include gender-sensitive indicators to track NAP implementation.**

Include a monitoring framework within the NAP, with gender-sensitive indicators, targets, outcomes, and concrete timelines for implementation. Without this, the ability of civil society and the public at large to hold governments to account for their commitments is severely compromised.

An institutional structure to track the progress of NAP implementation through regular assessment and reviews should be developed or utilized if already in place. Data

collection on NAP implementation (disaggregated by sex, region, ethnicity, and other identities) should be strengthened, adequately funded, and undertaken on a regular basis. Funding for NAP implementation should be tracked, as well. An evaluation of NAP implementation should be conducted (potentially at the mid-point and at the end of the NAP) and should highlight the areas in which gaps exist, including financing gaps. M&E information should be accessible publicly in a timely manner. Crucially, all stakeholders, particularly women’s groups and CSOs working on WPS, should have meaningful participation in monitoring and evaluation efforts.

### **7. Donors should provide predictable, long-term, and substantial financial and other resources for NAP implementation, and channel these resources through women’s rights groups.**

Donors should finance specific projects linked to the NAP as well as implement more general projects that mainstream objectives contained within the NAP or UNSCR 1325. Financing must be predictable and timely, and disbursed rapidly if needed. Most importantly, donor funding must genuinely align with national and local priorities and be responsive to the needs of women’s rights groups themselves, a challenge at times as (some) donors face increasing pressure to show “value for money” and implement a program of work that may not align with partners. Conditions that undermine local ownership should not be attached to funding.

As critical knowledge holders and actors in advancing peace, human security, and justice, donors should focus on channeling funding to women’s rights groups and movements. Funding should be delivered in a way that fosters movement building, including for example, by supporting joint proposals among groups, providing core rather than project-based funding, and funding advocacy and longer-term transformational work, not only service delivery. Additionally, funding windows should be wide and applications should be flexible and accepted in multiple languages, allowing organizations of varying sizes, including women’s organizations with smaller budgets, to apply. Criteria for project approval should be publicly available and approval processes transparent. M&E should be seen as a learning partnership, reflective of the complexities of capturing social transformation work.<sup>87</sup>

Grantmaking for specific initiatives – those to increase women’s participation in peace mechanisms, support justice and reparations for survivors of sexual and gender-based violence (SGBV), or shore up and increase the role of women in media and politics – were highlighted in the case studies as particularly needed. Donors should also consider supporting a multi-stakeholder funding mechanism for NAP implementation at national level.

Finally, donors should disaggregate and track funding at the level of the NAP or, at a minimum, implementation of UNSCR 1325. Earmarked budgets at ministerial level or

within the budgets of embassies, for example, would improve tracking and, in addition, support planning.

### **8. Respect the rights and strengthen the institutional capacity of women's human rights defenders, organizations, networks, and movements.**

Promote the full participation of women's rights organizations in all phases of NAP development and implementation, including in monitoring implementation and evaluating the NAP's impact and success on advancing WPS. Women human rights defenders must be supported in their work and their critical role in advancing peace and security fully recognized. The marginalization of civil society, particularly feminist or women's rights groups, and the suppression or criminalization of dissent or critique is a violation of the right to freedom of opinion and expression and the right to peaceful assembly and association.<sup>88</sup> Civil society and particularly women's rights groups should be encouraged to operate freely and without fear of recourse.

Networks of CSOs – including networks of women's rights organizations – advancing WPS should be created at the national and local levels. This has at times emerged organically from the NAP development process itself, but in other cases needs to be actively supported. As noted above, providing core support to CSOs, investing in capacity development and institutional strengthening, and supporting information sharing among women's groups (on future work plans and work in progress, for example) encourages collective and collaborative action and the development of networks.

International CSOs operating in local contexts should be aware of power dynamics and ensure that their operation (the way in which they work) does not undercut or marginalize local organizations. The ways of working adopted by all stakeholders should support genuine partnership, respect local knowledge and strategies/actions for change, and guarantee local ownership.

Speaking specifically to the *work* that women's groups should have the space to do, several case studies highlighted the importance of lobbying national governments to ratify and implement existing international and regional human rights commitments, including the CEDAW, ICESCR, the Beijing Platform for Action, and the African Union's Women's Protocol. Implementation of these and other international human rights commitments will, in turn, advance the WPS agenda.

### **9. Public budgets should be reviewed from a gender equality perspective, and allocations should support the advancement of human rights and social justice.**

Both revenue generation and expenditures should be analyzed from a gender equality perspective and guided by human rights and social justice principles. Gender respon-

sive planning and budgeting is a useful tool for examining expenditures, and efforts should be made to develop the capacity to implement this tool. The UN should support governments to further build capacity in this area.

Expenditures should be critically examined, with military and defense budgets under particular scrutiny and revised, shifting funds to support health, education, water, care work, and infrastructure in a gender equitable way. Similarly, revenues from extractive industries, such as mining, should be used to support the implementation of NAPs, although this would require, *inter alia*, international cooperation on taxation and revisions of bi and multilateral trade and investment agreements.

### **10. The United Nations should increase financing for the development and implementation of NAPs, support information exchange, including through South-South cooperation, and fund capacity building for civil society and government, including in gender responsive budgeting.**

The UN should ramp up efforts to foster spaces for sharing experiences and lessons learned in developing and implementing NAPs, leveraging the significant knowledge and expertise of different actors and countries and further supporting cross-country exchange and capacity building initiatives. The UN should also increase funding for initiatives to strengthen the WPS agenda, including the development and implementation of NAPs, Regional Action Plans, Local Action Plans, and localization efforts more broadly, as well as awareness and knowledge-raising work on UNSCR 1325. UN Women HQ has a critical role to play in mobilizing and allocating funds toward this end.

As outlined in the UN SG 7-Point Action Plan, the target of “at least 15 percent of UN-managed funds in support of peacebuilding [to be] dedicated to projects whose principal objective (consistent with existing mandates) is to address women's specific needs, advance gender equality or empower women” should be met. Ensuring that NAPs and, more broadly, a gender equality and women's rights perspective are integrated in post-conflict development planning, including post-conflict financing, and within the plans of all UN offices operating within a country is a critical step toward reaching this goal. Similarly, increased coordination (in NAP implementation and the advancement of women's rights and gender equality) among UN agencies operating within a country is needed and would also move us further toward the 15% goal. Finally, UN Women should earmark funds for NAP at HQ, regional, and country levels, with improved tracking (and therefore ability to assess progress) an upshot.

As already highlighted, the UN can also play a role in strengthening the capacity of policy-makers in government and civil society organizations to advance gender equality and women's rights. Training on gender equality and women's rights concepts and policies, gender main-

streaming tools, and gender responsive planning and budgeting ought to be further supported.

UN country offices should ensure that funding modalities, including for example the manner in which calls for proposals are initiated, the contours of the terms of reference, and the budget offered, support and strengthen the diverse range of local women's rights groups and movements advancing WPS. Calls for proposals at the country level ought to be open only to local organizations and budgets for projects must be sufficiently robust to enable smaller organizations to be able to "afford" to apply.

### **11. Further reflect upon and examine the role of the private sector in NAP 1325 implementation.**

The potential role of the private sector in NAP 1325 implementation should be further analyzed. While the private sector is heterogenous with varying visions and ways of working, some in the private sector (particularly transnational corporations operating in the extractive industries) have undermined human rights, threatened human rights defenders, encroached on national policy space and sovereignty, and eroded democratic practice. Nuancing this discussion by examining the sector in its diversity, including the variety of engagement strategies used, will be important to determine if and how cooperation and partnerships are possible. The UN Global Compact,<sup>89</sup> though currently voluntary, offers a starting point for developing binding agreements for private sector actors to ensure that human rights are protected.

### **12. Coordinate the Formation of a WPS Financing Discussion Group.**

At present, while the United Nations holds constructive meetings to bring stakeholders together, exchanging information and strengthening capacity in relation to NAPs and WPS, these are often costly and few and far between. There is, at present, no global space dedicated to discussing the financing of NAPs. A NAP Financing Discussion Group (NFDG) could contribute to filling this gap. Though a host of factors contribute to the success (or lack thereof) of NAP implementation, funding remains paramount among these. In recognizing dedicated and adequate financing as a critical component to successful NAP implementation, a NFDG would address the factors hampering adequate financing and work toward securing funds for the implementation of NAPs. A NFDG would bring together a range of stakeholders such as the United Nations, including representatives from the Peacebuilding Support Office (PBSO) and UN Women, governments (including conflict, post-conflict, and donor governments), civil society (and particularly women's rights groups working on WPS), and, potentially, the private sector to stimulate cross-learning on NAP financing and to explore different mechanisms for sustainable financing.

**Update:** *The Women, Peace and Security Financing Discussion Group has since been formed under the coordination of Cordaid, the Global Network of Women Peacebuilders, and UN Women. The inaugural meeting, hosted by UN Women, was held on June 20, 2014 at the UN Women Headquarters in New York. The Group is comprised of donor governments, post-conflict Member States, civil society organizations and United Nations entities. It will develop and present concrete proposals for increasing funding and accelerating action in the lead up to the 15-year High-level Review of UNSCR 1325.*

### **13. Establish a transparent and inclusive financial management platform for the implementation of NAPs at national level.**

The establishment of a dedicated funding mechanism for NAP implementation at the national level, such as a multi-stakeholder financing mechanism (MFM), could enhance harmonization, coordination, accountability, and transparency in financial management. As underscored by the recently published OECD report on fragile states, development finance in fragile contexts is insufficient to meet the needs for peace and development, with aid levels falling and alternative financing sources often inaccessible.<sup>90</sup> An MFM could contribute toward increasing levels of sustainable financing for NAP implementation specifically (and peace and development, more broadly), and encourage domestic resource mobilization toward this end.

An MFM should be composed of all NAP stakeholders, including donors, governments, civil society (and particularly women's rights groups working to advance WPS), the UN, and potentially the private sector and offer a space for coordination, knowledge sharing, and political dialogue.<sup>91</sup>

### **14. Establish a Global Acceleration Fund on WPS (GAF WPS)**

A Global Acceleration Fund on WPS should be established which, coupled with dedicated multi-stakeholder financing mechanisms at country level, would contribute significantly to sustainable funding for NAP and UNSCR 1325 implementation. A GAF would urgently and in a time-bound manner help address the gap in financing for WPS implementation, assisting Member States to overcome barriers to national financing. The Fund would complement existing funds at global level and feature a democratic governance structure, which includes civil society, the UN, governments, donors and, potentially, the private sector. Funding would be directly accessible to government and civil society, particularly women's rights groups advancing WPS. It will also offer a collective platform to exchange knowledge and experiences, generating innovative methods to address challenges to financing WPS implementation as well as ensuring transparency and accountability in resource generation, fund usage, and management. The recently formed Women, Peace and Security Financing Discussion Group offers a space for continued discussion on such a Fund.

# ANNEX I: CASE STUDIES

## FINANCING FOR THE IMPLEMENTATION OF NATIONAL ACTION PLAN ON UN SECURITY COUNCIL RESOLUTION (UNSCR) 1325

### CASE STUDY: BURUNDI

#### Authors:

Seconde Nyanzobe, Chairperson /Fountain-ISOKO for Good Governance and Integrated Development  
Christian Ngendahimana, Executive Director/ Fountain-ISOKO for Good Governance and Integrated Development

#### Reviewer:

Catherine Mabobori, Burundi NAP Steering Committee member

#### Key issues:

- The NAP is funded through both internal and external sources, with the majority (85 percent) originating externally. Existing funding remains insufficient for NAP implementation.
- Enhancing the synergy between the NAP, the National Gender Policy, the National Strategy against sexual and gender-based violence (SGBV), and parts of the Poverty Reduction Strategy Paper (PRSP) II and ensuring coordination and coherence in their implementation would support more effective and efficient funding of activities.
- While the NAP Steering Committee provides an existing structure for potential coordination and oversight, it is underfunded and lacking capacity. As a result, there is no standardized system of tracking and monitoring NAP implementation or financing toward that end.
- A Multi-stakeholder Financing Mechanism (MFM) for the implementation of the NAP held promise for dedicated, coordinated, and transparent NAP financing, however challenges in continuity and buy-in from various stakeholders have stalled its implementation.

#### Acronyms

**AFRABU:** Association des Femmes Rapatriées du Burundi ( Burundian Repatriated Women's Association)  
**AF-WPS:** Award Fund for Women Peace and Security  
**BLTP:** Burundi Leadership Training Program  
**BWPD:** Burundian Women for Peace and Development  
**CAFOB:** Collectif des associations et ONG féminines du BURUNDI (Collective of Women's Associations and Non-Governmental Organizations in Burundi)  
**CECI:** Canadian Center for International Studies and Cooperation  
**CEDAW:** Convention on Elimination of all forms of Discrimination Against Women  
**CSLP:** Cadre Stratégique de Croissance et de Lutte contre la Pauvreté (Poverty Reduction Strategy Paper)  
**CSO:** Civil Society Organization  
**DDR:** Disarmament, Demobilization and Reintegration  
**FAS:** Femmes Africa Solidarité  
**GBV:** Gender Based Violence  
**GNWP:** Global Network of Women Peacebuilders  
**ILO:** International Labor Organization  
**M&E:** Monitoring and Evaluation  
**MFM:** Multi-stakeholder Financing Mechanism  
**MNSHR&G:** Ministry of National Solidarity, Human Rights, and Gender  
**MPs:** Members of Parliament  
**NAP:** National Action Plan  
**NGO:** Non-governmental Organization  
**NSC:** National Steering Committee  
**PBF:** Peacebuilding Fund  
**PLUVIF:** Project de lutte contre les Violences faites aux femmes (Project to fight violence against women and girls in the African Great Lakes region)  
**REDEX:** Repartrees, Demobilized and Ex-combatants  
**SCR:** Security Council Resolution  
**SGBV:** Sexual and Gender-based Violence  
**SSD:** Security Sector Development  
**UN:** United Nations  
**UNDAF:** United Nations Development Assistance Framework  
**UNDP:** United Nations Development Program  
**UNFPA:** United Nations Population Fund  
**UNSCR:** United Nations Security Council Resolution  
**UN Women:** United Nations Entity for Gender Equality and Empowerment of Women  
**USA:** United States of America  
**USD:** United States Dollar  
**WAP:** Women and Allies for Peacebuilding  
**WPS:** Women, Peace and Security

## I. Background

Despite the significant impact of conflict and the crucial role women play in peace and reconstruction, women were prevented from participating equally in the Arusha peace negotiations in 1998.<sup>92</sup> However, through strong advocacy, women obtained permanent observer status in the negotiations. Women came together across ethnicities and articulated common demands, such as the inclusion of at least 40 percent women in all governing or decision-making institutions, including within the judiciary and the security sector, and women's genuine representation within peace processes. It is important to note, however, that at the time of the peace negotiations from 1998 to August 2000, UNSCR 1325 had not yet emerged and women used existing international instruments such as the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) to advocate for women's participation in peace processes and decision-making, women's rights, and against discrimination in all its forms.

While progress on peacebuilding and recovery has been made, supported in part by programs of the UN Peacebuilding Commission,<sup>93</sup> challenges in reconciliation, disarmament, demobilization and reintegration (DDR), transitional justice, and women's rights continue. In order to ensure the equal participation of women in peacebuilding, economic recovery, and development efforts, a National Action Plan (NAP) on UNSCR 1325 was developed. Adopted in December 2011, the NAP is grounded in and shaped by existing policies, including the national gender policy, the national strategy against GBV, Vision Burundi 2025, and the PRSP<sup>94</sup> as well as by international human rights instruments such as CEDAW and the Beijing Platform for Action. A National Steering Committee (NSC), comprised of government, the UN, and civil society, including women's rights groups, leads the NAP's implementation.

The priority areas within the NAP are: 1) awareness-raising and promotion of the NAP; 2) equal participation of women in decision-making; 3) the inclusion of women in peace negotiations and peacekeeping operations; 4) strengthening the mechanisms that protect women's rights in conflict and post-conflict contexts; and 5) integrating women's specific needs in post-conflict programs. While insufficient funding for the above continues, deeper gaps in other areas persist.<sup>95</sup>

## II. Financing for NAP implementation

Funds, though insufficient, are available for NAP implementation from both internal and external sources. While the large majority (roughly 85%) of funding originates externally,<sup>96</sup> the NAP has existed as a line item in the national budget since 2010, with funds allocated to the Ministry of National Solidarity, Human Rights, and Gender (MNSHR&G), the lead NAP implementing agency. In 2011, 44,000,000 BIF (or USD 28,292.00) was allocated, though this has since been reduced to 13,065,486 BIF (or USD 8,401.00) in the 2014 budget, reflecting a shift in priorities and/or decreased revenue. It must be noted that in 2012

the entire budget of the MNSHR&G was only 8,434,721,149 BIF (or USD 5,495,218.74), about 0.70% of the national budget overall, with the NAP comprising roughly 0.18% of the Ministry's budget (see Table 1 below). This suggests a lack of sensitivity to and priority of gender equality and women's rights overall as well as slow "uptake" of related women's rights and gender equality commitments.

**Table 1: Ministry of National Solidarity, Human Rights, and Gender Expenditures**

| Budgets  | 2012 BIF                    | 2012 USD                |
|--|-----------------------------|-------------------------|
| Contribution to the project on capacity building for family development center | 50,000,000.00               | \$32,574.99             |
| HUMURA Contribution  | 160,391,000.00              | \$104,494.70            |
| Implementation of National Gender Policy                                       | 72,000,000.00               | \$46,907.98             |
| Implementation of NAP UNSCR 1325   | 16,020,000.00               | \$10,437.03             |
| Fight against SGBV   | 71,478,000.00               | \$46,567.90             |
| Support to CDF   | 14,418,000.00               | \$9,393.32              |
| Project « Genre »  | 259,445,871.00              | \$169,028.92            |
| Project « Maison des femmes »  | 27,000,000.00               | \$17,590.49             |
| <b>Total</b>   | <b>670,752,871.00</b>       | <b>\$436,995.33</b>     |
| <b>Total for the Ministry of National Solidarity, Human Rights, and Gender</b> | <b>8,434,721,149.00</b>     | <b>\$5,495,218.74</b>   |
| <b>Total Expense Budget for the State</b>                                      | <b>1,196,794,876,227.00</b> | <b>\$779,711,565.57</b> |

Source: General budget receipts, expenses, and cash budget of the Republic of Burundi (Revised Budget). 1 USD = 1534.92 BIF (on 17 September 2014).

## External funding for NAP implementation

A large percentage of the funding for the NAP is from Official Development Assistance (ODA), direct program/project support from the United Nations, and from international development organizations and CSOs including Femmes Africa Solidarité, Cordaid, and GNWP. Funding is directed at both the Burundian government as well as to civil society. Though the large majority of NAP financing originates externally, the Burundian government also allocates funds for NAP implementation from its national budget (as noted above). This is critical for national ownership, and is particularly important in a post-conflict setting.



Concerning the UN, both UN Women and UNFPA contributed funds for NAP implementation. UNFPA's funding was dedicated to addressing gender based violence (USD 100,000.00 in 2012, for example) while UN Women has focused on the promotion of women's leadership, awareness-raising on UNSCR 1325, and NAP implementation specifically.

While a source of financing for peace and reconstruction more broadly, the Peacebuilding Fund for Burundi has, as of 2013, allocated a total of USD 49.2 million. UN Women (the lead UN agency in advancing UNSCR 1325/NAP implementation) received roughly 7% of this funding.<sup>97</sup> Though UN Women has contributed financially to NAP implementation, it is not clear how much of the PBF's funding to UN Women has subsequently gone to NAP implementation. Like other donors, the PBF aligns its priorities with Burundi's PRSP II. As such, it is critical to examine the extent to which the PRSP II is coherent with UNSCR 1325 and the NAP.<sup>98</sup> CSOs advocated for the integration of women's priorities in the PRSP II and specific demands, such as women's participation, economic recovery, and the promotion of women's rights, were included within the document itself.<sup>99</sup>

Financing remains a challenge for several reasons, including a lack of awareness of the NAP itself among some government officials, despite being adopted in 2011, a lack of gender sensitivity among certain Burundian authorities, and conceptual confusion about that which is funded under the NAP and that which falls under other gender equality promotion programs.<sup>100</sup> On the latter, clarifying the relationship between the NAP, the National Gender Policy, the National Strategy against SGBV, and parts of the PRSP II and ensuring coordination and coherence in their implementation would go far in addressing confusion and ultimately support improved financing across the board.

Furthermore, the Government has not invested enough in supporting the implementation of the NAP. For example, the government has not initiated a donor roundtable for NAP funding, and has not instigated a broad-based campaign for its implementation. A government wide budget, including contributions from all government agencies, would better address the cross-sectoral nature of gender and the need for it to be implemented as such.<sup>101</sup>

At present, there is no standardized tracking and monitoring system for NAP financing and/or activities that contribute to NAP implementation. Since there are a range of different strategies and programs that aim to advance gender equality, peace, and security put forward by both government and national and international organizations, it is very difficult to capture NAP spending in particular. While the NAP Steering Committee provides an existing structure for potential coordination and oversight, it is underfunded and lacking capacity, particularly in the areas of fundraising, coordination of interventions to advance NAP implementation, and monitoring and evaluation. Strengthening the NSC and further clarifying its mandate,

particularly in relation to funding and fund management, would improve the body's effectiveness and, subsequently, NAP implementation. A technical unit, providing institutional support to the NSC, for example by developing a work plan and a fundraising strategy, could also contribute to a strengthened NSC.<sup>102</sup>

### **Basket Fund: A Central Bank Fund In Progress**

A Multi-stakeholder Financing Mechanism (MFM) for the implementation of the NAP held promise for dedicated, coordinated, and transparent NAP financing. Despite much effort, continuity challenges and issues of buy-in from various stakeholders have stalled its implementation. As noted above, confusion on that which is being funded under NAP 1325 and that which falls under other gender programs has also posed challenges to the development of an MFM.

An interview with two key informants from civil society and government revealed that, as the government approach to fundraising is meant to be "global" (guided by the PRSP), the NAP 1325 is not specifically "separated out"<sup>103</sup> for fundraising efforts. Indeed, it appears that, for the government, financing the PRSP means financing all other development policies and plans, including the NAP. This is criticized by civil society as the specificities of the NAP are not comprehensively captured in the PRSP.

In a donor meeting in Bujumbura in July 2013 that focused on the PRSP II, the "gender sector" was on the agenda but there was no direct link to the NAP despite the fact that the NAP is mentioned in the PRSP itself, in point 270. Rather, the MNSHR&G presented three projects to advance gender equality and peace: 1) women's economic empowerment 2) women's participation in decision-making and 3) sexual and gender based violence. Though the three project areas are based on the priorities of the NAP, the plan itself was not explicitly discussed for reasons that remain unclear. Indeed, even if the government's fundraising approach is "global," ministries can set their own priorities and, within those, refer to specific policies. Familiarity with policies related to women's rights and gender equality, including the NAP, appears to be a key determinant as to whether those policies are adequately integrated into project design and implementation, and prioritized in government's efforts in resource generation and mobilization.

Conceptually similar to the previously proposed MFM, the government has opened a bank account in the central bank as an initial effort to manage the funds contributed by donor governments and UN agencies toward these three gender projects. UN Women has contributed USD 740,000.00 to the economic empowerment project to support microfinance programs for women, and a Steering Committee has been created to specifically manage UN Women's contribution.<sup>104</sup> Should all three projects be fully funded, a basket fund or MFM set-up is being considered and further arrangements, including the name of the fund, its management, and its M&E structures will be decided upon by the Ministry, the Central Bank, and all potential donors.<sup>105</sup>

### III. Civil Society's Involvement in the Development and Implementation of the NAP

From NAP visioning and development onward, CSOs have played a key role. For example, Dushirehamwe (a women's rights organization) led NAP drafting and civil society organizations, including women's groups, have been involved in the implementation of the NAP. Civil society is also a member of the NAP Steering Committee, though questions on the quality of their participation and the level of their involvement remain, in part due to the fact the NSC itself is not operational.<sup>106</sup>

CSOs receive funds from a range of sources. Fountain-ISOKO, BLTP, CAFOB, DUSHIREHAMWE, WAP, AFRABU, and the National Women Forum, among others, have received funding (including multi-year funding) for NAP implementation from the UN (UN Women),<sup>107</sup> the Dutch and Swiss governments, and international development organizations and CSOs (see Table 2 below for more detailed information).<sup>108</sup>

Regarding the UN specifically, it is important to remember that UN agencies themselves have various donors and funding sources, providing both general funding and WPS-specific funds. There is no system to track NAP expenditures specifically and, based on information from UN Women Burundi, though the UN Secretary General, Ban Ki Moon, called for "at least 15% of UN-managed funds in support of peacebuilding [to be] dedicated to projects whose principal objective is to address women's specific needs, advance gender equality, and/or empower women,"<sup>109</sup> UN Women Burundi does not reference this in their strategy

documents. This is a crucial point that can potentially improve coordination and increase coherence between UN headquarters and country offices. UN entities should adhere to the principle of "Delivering as One," and better coordinate their programs and projects to reduce competition and redundancy, achieve coherence, and create positive impact on the lives of those affected by conflict.

Broader challenges to funding remain. Both government and civil society lack fundraising capacity and a lack of transparency around and coordination of financial flows for UNSCR 1325 continues. In an attempt to address this, the Civil Society Working Group on Women, Peace and Security composed of CSOs that actively advocate for the WPS agenda was created. A key aspect of the Working Group is to track funding and its impact on beneficiaries. To better do so, the Working Group hopes to build the capacity of civil society (and specifically those sitting on the NSC) on advocacy, fundraising, coordination of interventions, and monitoring and reporting on NAP implementation. The Working Group together with Cordaid is moving this conversation forward, with the support of the Dutch Embassy and the MNSHR&G presently being discussed.

Civil society has emphasized that women cannot, without significant economic empowerment, access power.<sup>110</sup> Therefore, funding should be sustainable and donors ought to provide core funding for civil society groups to engage in longer term programs "instead of short term project [based funding], including training workshops and conferences with limited impact on rural women."<sup>111</sup> Additionally, funding to fight GBV in particular must increase, as GBV rates continue to grow.

**Table 2: Funds received by Civil Society for NAP implementation (This is not exhaustive, and captures only what was shared by CSOs with the researchers.)**

| Organization   | Funds                                    | Donor  | Thematic Focus   |
|--|--|--|--|
| Search for Common Ground- Burundi, AFEPABU, DUSHIREHAMWE, and Fontaine-ISOKO | <b>USD 830,325.11</b><br>(600,000 Euros) | Ministry of Foreign Affairs<br>(The Netherlands) | Women's participation  |
| BLTP   | <b>USD 221,424.09</b><br>(600,000 Euros) | CORDAID  | Women's participation  |
| AFRABU   | <b>USD 124,556.12</b><br>(90,000 Euros)  | -  |  |
| CAFOB  | <b>USD 225,000</b>                       | FAS/UNDAF  | UNSCR 1325 promotion<br>and advocacy for women's<br>leadership |
| DUSHIREHAMWE   | <b>USD 69,197.84</b><br>(50,000 Euros)   | TROCAIRE   | Women and Citizenship  |
|  | <b>USD 9740.25</b><br>(15,000,000 BIF)   | Switzerland Cooperation                          | Communities and Conflict<br>Resolution                         |
|  | <b>USD 130,000</b>                       | UN Women   | Capacity building for women at<br>local level                  |

|   |   |                     |  |
|---|---|---------------------|--|
|   | <b>USD 53,601.57</b><br>(60,000 Canadian Dollars) | PLUVIF/ CECI        | Gender based violence prevention   |
| Fontaine-ISOKO for Good Governance and Integrated Development | <b>USD 207,603.34</b><br>(150,000 Euros)          | CORDAID             | Sexual and Gender based Violence prevention  |
|   | <b>USD 219,309.00</b>                             | AF- WPS/USA         | Promoting Victims' rights and women effective participation in Truth and Reconciliation Commission for a lasting peace |
| Fontaine-ISOKO and WAP  | <b>USD 17,319.13</b><br>(EUR 13,500.00)           | GNWP                | 2010 in country monitoring of NAP 1325 implementation  |
|   | <b>USD 57,500.00</b>                              | GNWP                | Localization of NAP 1325 (2010)  |
|   | <b>USD 33,220.00</b>                              | GNWP                | 2011 in country monitoring of NAP 1325 implementation  |
|   | <b>USD 26,770.00</b>                              | GNWP                | 2012 in country monitoring of NAP 1325 implementation  |
| WAP   | <b>USD 39,467.00</b>                              | GNWP                | Localization of NAP 1325 (2013)  |
| National Women's Forum  | <b>USD 71,424.54</b><br>(109,993,700 Bif)         | Republic of Burundi | Capacity building  |

## CASE STUDY: CHILE

### Author:

Maria Ines Salamanca

### Key points:

- The drafting of the first NAP was the result of a collaborative process, where inputs were sought not only from across government ministries, civil society organizations and academia, but also from government representatives from Argentina, Bolivia, Ecuador, and Spain. Though civil society did not participate in the drafting of the second NAP (NAP II), the draft itself underwent an inclusive review process which included inputs from civil society.
- The NAP is funded solely through government contributions, but the exact financial contributions are not known and financing for the NAP and WPS more broadly is not earmarked within government budgets.
- Although the new NAP has more detailed activities and indicators, the goals are not very ambitious and despite the existence of a coordination committee, there is no systematic monitoring of NAP implementation.
- Creating a network of civil society organizations working on issues of women's rights, peace and security to act as an advisory committee to the NAP at national level would enable more effective monitoring of the NAP's implementation, including the funds utilized for implementation.

### I. Background

The first draft of the National Action Plan (NAP), authored by the Ministry of Foreign Affairs (MoFA), the Ministry of Defense (MoD), and El Servicio Nacional de la Mujer (SERNAM), was launched in August 2009. The NAP was a collaborative effort, and during the drafting process, meetings were held with various stakeholders, including civil society organizations (CSOs), women's rights organizations, and academia, as well as other ministries and institutions, such as the Ministry of Health, the Ministry of Education, the Ministry of Planning, and the Armed Forces. Additional inputs were contributed by government representatives from Argentina, Bolivia, Ecuador, and Spain who were invited to a NAP development workshop in Chile. In addition, two workshops on gender and peace-keeping operations were held in Guatemala and Argentina. Similarly, to learn of their experiences in the field, a workshop with women in the armed forces also took place. The discussions and outcomes of these workshops fed into and shaped the contours of the first NAP.

Since the 1970s, women's participation in the Chilean armed forces has increased, building upon a 1974 order formally legalizing women's entry into the armed services. Women's role in peacekeeping operations has also increased, spurred by the *Policy for Integration and Participation of Women in the Armed Forces and Order and Security*, which was implemented by Michele Bachelet during her term as the first female Minister of Defense in the country and within Latin America. The NAP has strengthened the normative framework around women, peace and security issues (WPS), but the increase in itself is a result of multiple policies and factors. Chile has played a key role in the United Nations Stabilization Mission in Haiti (MINUSTAH) as a troop contributor, deploying (as of August 2014) 406 troops, of which 12 are women.<sup>132</sup> However, since 2009 the total number of peacekeepers contributed globally by Chile decreased (from 521 in 2009 to 497 in December 2013) and only 13 are women.<sup>133</sup> Even as the role of women in the Chilean armed forces, within peace processes and peace-keeping operations, and within politics are emphasized in the NAP, it is important to note that women's political participation in Chile remains an ongoing challenge.

The launch of the first NAP reaffirmed the Chilean government's commitment to human rights, non-discrimination, women's participation in decision-making, and a holistic concept of human security. Existing international and regional agreements including the Convention on the Elimination of Discrimination against Women (CEDAW), the Beijing Declaration and Platform of Action, the Rome Statute, and the Inter-American Convention on the Prevention, Punishment, and Eradication of Violence against Women (or the Belém do Pará Convention) formed the basis of the NAP and supported the incorporation of human rights obligations into national law. Following a workshop to evaluate the first NAP in 2011, organized by the MoD, a consensus emerged among various stakeholders to draft a new NAP with specific indicators, activities, and lines of responsibility.

### II. Financing NAP Implementation

Financing for the NAP originates solely from government resources. The responsibility to finance the implementation of the NAP is shared by the MoFA, MoD, and SERNAM with the majority of funding coming from the MoD. Specific financing figures are not available, and financing for NAP 1325 and WPS is not earmarked in the government budget. Ministries must find the funds within their general budgets to implement NAP activities, and because of this it is difficult, if not impossible, to identify the specific amounts dedicated for NAP implementation, compound-

ing challenges in transparency and accountability. On the other hand, the decision to not earmark NAP funding may have been, in part, strategic. Should the NAP have been earmarked in the budget up front, its approval process would have been considerably lengthier, requiring both the National Budget Office (*Dirección de Presupuestos del Ministerio de Hacienda*) and Congress to sign off, delaying its adoption. However, six months after the NAP was launched an earthquake struck Chile, shifting national priorities and re-sources to the reconstruction process. Allocating adequate resources for the implementation of the NAP became even more difficult, suggesting the importance of earmarking funds for consistent prioritization.

Despite the shift in resource allocation, the government has pursued the implementation of the NAP. It carried out different activities including a side event organized by the MoFA, and held in 2013 during the 57<sup>th</sup> Commission on the Status of Women (CSW), that examined the experiences of implementing UNSCR 1325 in Latin America. USD 6,000 was earmarked and allocated by the MoFA for this event. In addition, at the regional level, from July 1-12, 2013 the Chilean Joint Centre for Peacekeeping Operations (CECOPAC) together with the United States Naval Postgraduate School organized a seminar in Santiago on “*Women, Peace and Security: Implementation of resolution 1325 and new challenges*”, which was attended by professionals from the region. The seminar concluded with the adoption of an action plan, agreed upon in group discussions, that offers initiatives reflecting the international norms discussed during the seminar.<sup>144</sup> The Naval Postgraduate School and the Global Peace Operations Initiative of the United States Department of State contributed financially to the seminar, though the specific amount is not known. This illustrates, once again, the difficulty in capturing the amount spent on NAP implementation, despite the importance of doing so for improved transparency and accountability.

During Michelle Bachelet’s first term as president, the Council of Ministers for Equal Opportunities (*Consejo de Ministros para la Igualdad de Oportunidades*) was responsible for providing the political vision for the NAP’s implementation. A coordinating committee (*Mesa de Coordinación*) coordinated by the MoD and comprised of the MoD, MoFA, and SERNAM was created to oversee the implementation and coordinate activities. Though the *Mesa de Coordinación* is noted in the NAP as an oversight mechanism, there is, at present, no systematic monitoring of the NAP and no information available publicly on the extent to which the first NAP has been implemented. This reveals a disconnect between discourse and practice and implies that the implementation of the NAP is, in fact, a low political priority for the government.

#### The Second National Action Plan (2014 – 2018)

The launch of the second NAP (NAP II), originally planned for the fall of 2013, has been repeatedly postponed. However, the current government has finalized the NAP II,

and an official launch date is pending. While the details of the financing arrangement for the second NAP are not fully clear, the new NAP does state that “each coordinating institution shall provide, from its annual budget, funds to finance the activities in accordance with the objectives of this Plan. Similarly, participating institutions are encouraged to do the same.”<sup>145</sup> Participating institutions include the Ministry of Justice, the Ministry of Health, the Ministry of Planning and Development, the Ministry of the Interior, the National Academy of Political and Strategic Studies, and the Joint Center for Peace Operations Chile, while the coordinating bodies, as noted above, are the MoD, the MFA, and SERNAM.

The MoD has submitted its 2013 budget request for 2014 funding to the Ministry of Finance, and will use funds from its general budget to implement the second NAP. However, in the 2014 budget process (for disbursement in 2015), it is expected (though certainly not confirmed) that this financing modality will change. All three implementing ministries – the MoD, the MoFA, and SERNAM (comprising the *mesa de coordinación*) – and participating institutions will be expected to request a specific budget for NAP implementation. There is lack of clarity on whether the *mesa de coordinación* will request a budget for NAP implementation as a separate entity. Clarity and government transparency on these and other financing matters is crucial in order to hold the government to account for its commitments.

Financing from the general budgets of ministries is subject to review. Hence, budget oversight, performed annually by the Ministry of Finance, will provide an accountability mechanism, at least theoretically, for NAP financing. However, as financing for NAP implementation is not earmarked within budgets, tracking will be difficult to carry out. Undeniably, the second NAP’s successful implementation will depend on sustainable, multi-ministerial funding with clear lines of responsibility and monitoring mechanism.

According to the *mesa de coordinación*, the second NAP’s priority areas for funding will be the prevention and participation pillars of UNSCR 1325. More specifically:

- **Prevention:** In order to increase awareness of and defend the fundamental rights of women and girls in situations of armed conflict and post-conflict, education programs will be targeted at the military, police, and other officials who serve in peacekeeping operations. In addition, Chile will aim to strengthen monitoring systems in order to address the violations of women’s rights in conflict situations.
- **Participation:** Participation will be advanced by boosting the inclusion of women in peacekeeping missions, achieving greater representation of women in peace-building processes, and promoting the participation of CSOs vis-a-vis UNSCR 1325.

The goals, as set out in the new NAP, are not particularly ambitious and are not in line with Chile's existing and more robust international commitments. For example, only "one woman in a decision-making position" is set as a goal under the participation pillar, with "at least one activity per year [organized] jointly with civil society organizations" as another. Greater involvement of all stakeholders, particularly women's civil society organizations, will be needed if the participation pillar is to advance a more comprehensive vision of women's participation.

While the new NAP has more detailed indicators and activities, it remains to be seen how these outcomes will be achieved. For example, it is not clear what the government's strategy will be to strengthen monitoring systems or achieve greater representation of women in peacebuilding processes. The lack of clarity is further compounded by the transition in government from Sebastian Piñera's government to Michelle Bachelet's second term as President, which began in March 2014.

### III. Civil Society's Involvement in the Development and Implementation of the NAP

A few CSOs and academic institutions participated in the drafting of the first NAP, including Corporación Humanas (the only women's rights organization), Facultad Latinoamericana de Ciencias Sociales (FLACSO-Chile), and two national universities, Universidad de Chile and Universidad Arcis. These organizations raised the importance of the creation of a civil society run national monitoring and accountability body (*observatorio nacional*) for the implementation of UNSCR 1325, providing a "watch-dog" function on the implementation of the NAP. However, this has not yet been established due, perhaps, to funding shortfalls.

As noted above, civil society participation with the NAP II occurred only after the NAP was drafted. Civil society was asked to be involved in a review, sending feedback on an already drafted NAP, rather than being involved on equal footing in the visioning, development, and drafting itself. Civil society should be recognized as critical actors advancing peace and security in their own right. Thus, meaningful participation throughout the whole NAP process is essential, from drafting and implementation to monitoring and evaluation. Civil society's limited participation in the development, implementation, and monitoring of the NAP raises broader questions on the ways in which government works with, consults, and involves civil society in policy development and implementation. How the government selects who to invite or to consult is also another question.

Of the CSOs that were involved in the review, prevention and protection emerged as the main themes on which they will work. On paper, civil society will also continue to participate in the *mesa de coordinación*, but civil society has raised concerns of the quality of participation thus far.

More generally, limited civil society participation around the NAP may, in part, be due to a lack of awareness of UNSCR 1325 and the NAP among CSOs and Chilean society

at large, and of UNSCR 1325's perceived relevance (or lack thereof) to national and local struggles. Therefore, it is critical to raise awareness among CSOs, including those that do not operate at the international and/or regional levels, of the importance and relevance of UNSCR 1325. It is also important to emphasize the connections between local work on human rights and the international WPS agenda as well as Chile's commitments within this arena. Lack of civil society participation may also be due to the fact that progress in NAP implementation is unclear and concrete results from the first NAP are limited and/or difficult to see.

### Funding for Civil Society's Initiatives on WPS/NAP

Following the removal of Pinochet from power in 1990 and the formal end of the dictatorship, the landscape of civil society and how it is funded shifted. The newly democratic governments of the region, and Chile in particular, began to support civil society's work in order to strengthen democracy and increase awareness and prioritization of social policies. As the state stepped in financially and economic growth improved in Chile, international financial cooperation dropped, as did outside funding for civil society organizations.

The Chilean state remains the primary source of funding for civil society. However, groups working in more "traditional" sectors, such as education and health, and those that provide services to the government are favored. Women's groups – particularly those few working on WPS – remain underfunded and face increasing competition for continuously diminishing funds. As a result, there is a lack of advocacy initiatives, which take dedicated funding and organization, from groups working on WPS and civil society in general. Indeed, funding for human rights and advocacy on women, peace, and security is one of the main challenges for Chilean women's rights organizations and, as a result, there are few CSOs working in this area. Furthermore, there is no specific financing directed at women's rights organizations to support the implementation of the NAP. While the state wishes to engage civil society, challenges continue and many of the financing pledges made remain unfulfilled even to the "traditional" sectors.

Though challenges for CSOs remain, civil society ought to have a more active role in holding the government to account, including by urgently demanding an explanation as to why the new NAP's launch has been repeatedly delayed. Creating a network of civil society organizations working on issues of women's rights, peace and security to act as an advisory committee to the NAP at national level would be a step in the right direction. Civil society could also work more actively to monitor the NAP's implementation, including tracking financing. Finally, to have a better understanding of the WPS landscape in Chile, a systematic mapping of the work of women's rights organizations in the area of WPS would be useful for coordinating activities for NAP implementation.

# CASE STUDY: NEPAL

**Author:** Bandana Rana of SAATHI

## Key issues:

- Different levels of priority have been given to the five pillars within the NAP, and the focus has been on participation and women's economic empowerment, with projects to assist the recovery of survivors of sexual and gender-based violence (SGBV) notably marginalized.
- NAP funding is not disaggregated at pillar level and, as a result, a lack of clarity on achievements at pillar level remains.
- The NAP is financed through the Nepal Peace Trust Fund (NPTF), as well as through other sources, including individual Nepali government agencies, the UN, and civil society organizations. The Ministry for Peace and Reconstruction (MoPR) is the lead agency for NAP implementation.
- The NAP High Level Steering Committee is tasked with providing strategic direction to the NPTF on its NAP projects and monitoring implementation. However no progress reports have yet been submitted, and a lack of political will and political instability have presented challenges to implementing the NAP.
- While the NAP includes specific activities and indicators that are critical to tracking progress and identifying gaps, indicators to track funding are inadequate.
- Tracking the funding for NAP implementation could be strengthened by developing a road map that clearly identifies various stakeholders' roles, projects, and deliverables, and by making all financing figures for NAP related programs and projects publicly available.
- Civil society organisations have played an important role in drafting, implementing, and monitoring the NAP, particularly through the 1325 Action Group.
- The NPTF funds have recently been opened up to CSOs working to support NAP implementation, although initial grants were not made on the basis of a transparent and accountable process.

## I. Background

Women and men suffered in different ways during the period of Maoist insurgency from 1996 to 2006 in Nepal. 10,297 men and 1,013 women were killed, while 2,034 people continue to be unverified. 84,969 people were abducted.<sup>116</sup> Women faced SGBV, including rape and, together with children, were targeted for abuse and exploitation solely on the basis of gender, age, and/or status within society.<sup>117</sup>

In line with the Charter of the United Nations and the fundamental principles of human rights, Nepal has adopted a range of policies and mechanisms to promote and protect women's human rights and gender equality, including a National Action Plan (NAP) on UNSCR 1325 and 1820, adopted in February 2011.<sup>118</sup> The NAP presents the peace and security landscape in Nepal as well as the specific impact of conflict on Nepali women, the key impetus for developing the NAP. Constitutional, legal, and policy provisions on women, peace, and security (WPS) embodied in the Interim Constitution of Nepal, the Gender Equality Act 2006, the Nepal Peace and Development Strategy (PDS) 2010-2015, and the Convention on the Elimination of all Forms of Discrimination against Women, underpin the NAP. In the case of the PDS, it also emphasizes the importance of targeting funds specifically to gender-sensitive interventions to advance long-term peacebuilding efforts.<sup>119</sup>

The NAP was developed in consultation with a range of stakeholders, including networks of women's organizations and women's rights groups such as Sankalpa, Shanti Malika, Forum for Women in Law and Development, and Saathi, who worked closely with the MoPR in drafting the NAP.<sup>120</sup> In addition to women's groups and women's rights activists (and civil society more generally), conflict-affected women and girls, members of local peace committees and local government authorities, central government officials, and international development partners represented by the Peace Support Working Group (PSWG) also participated in the consultations.

A High Level Steering Committee (HLSC) for UNSCR 1325 implementation was formed prior to the development of the NAP precisely to expedite the NAP's development process. This HLSC has since become the NAP HLSC. The NAP HLSC is co-chaired by the Minister of Foreign Affairs and the Minister of Peace and Reconstruction, the lead agency in NAP implementation. The other members of the NAP HLSC are the Ministry of Women, Children and Social Welfare (MWCSW), the Ministry of Home Affairs (MoHA), the Ministry of Defense (MoD), the National Planning Commission (NPC), the National Women's Commission (NWC), the Ministry of Finance (MoF), and ten women's organizations.

The main role of the NAP HLSC is to provide strategic direction on NAP implementation to concerned agencies, including to the Nepal Peace Trust Fund (NPTF) on its NAP projects. Under the NAP HLSC, an implementation sub-committee exists, which is responsible for a range of tasks, including contributing to mobilizing the necessary resources for NAP implementation and monitoring implementation. However, the sub-committee has not been able

to carry out all its roles fully or adequately. For example, while the sub-committee is responsible for monitoring the NAP's implementation status and submitting a progress report to the HLSC, no report has been prepared to date. Indeed, while the NAP has institutional arrangements in place at both central (HLSC and implementation sub-committee) and local levels (District Coordination Committees) for monitoring implementation and reporting accordingly, such important functions have not been undertaken. Political instability and a lack of political will have contributed to the inability of government bodies to perform their duties adequately. Coordination challenges across government also pose challenges.

The NAP focuses on five pillars: 1) Participation 2) Protection & Prevention 3) Promotion 4) Relief & Recovery and 5) Resource Mobilization and Monitoring & Evaluation. While there are budget lines for all pillars, activities that fall under Participation have been prioritized thus far, with a particular emphasis on women's economic empowerment. The areas of Promotion and Protection & Prevention have faced funding shortfalls. Investing in and advancing the recovery of survivors of SGBV, which falls under the Relief & Recovery pillar, has been marginalized. Despite the widespread occurrence of SGBV during the conflict, documentation and reporting remain scarce and no nation-wide research has been carried out to gather data on SGBV during the conflict. A particular focus on survivors of SGBV, including their access to justice, is urgently needed.

## II. Financing NAP Implementation

The NAP itself recognizes the need to leverage both national and international resources for "conflict management, transformation, and social reintegration," and the importance of auditing resources allocated for conflict transformation and the establishment of sustainable peace from a gender perspective. However, while the NAP includes specific activities and indicators that are critical to tracking progress and identifying gaps, indicators to track funding are inadequate.

### The Nepal Peace Trust Fund

The NAP is financed through the Nepal Peace Trust Fund (NPTF)<sup>121</sup> as well as through other sources, including individual Nepali government agencies (that fund NAP implementation directly, not through the NPTF structure), the UN, and civil society organizations.

Established in 2007 and running through January 2016, the NPTF coordinates various peace and development initiatives, acts as a funding mechanism for peace and reconstruction, and monitors the peace process via, inter alia, the implementation of the Comprehensive Peace Accord. The NPTF is a joint funding mechanism owned and operated by the government of Nepal with technical and financial support from donors. Funding for the NPTF comes from both the government of Nepal and seven donor governments (Denmark, Finland, Germany, Norway, Switzerland, United Kingdom and United States of America)

as well as the European Union. As of 2008, the NPTF is included within the national budget allocation process, with funds requested by the MoPR.

In September 2011, a basket fund under the NPTF was allocated for NAP implementation under the project "Engendering Conflict Transformation and Peace building Process: Implementing National Action Plan on UNSCR 1325 and 1820." As of 2013, the NPTF's board approved over USD 6 million for NAP implementation (10 projects led by various ministries).<sup>122</sup> There is no information available for the 2014 allocation for NAP implementation. The majority of the NAP programs under the NPTF are focused on building capacity of implementing agencies, awareness-raising on UNSCR 1325 and the NAP, and information dissemination. The issue of SGBV remains unaddressed in these projects. In addition to the 10 projects listed under the NPTF, the Ministries of Home Affairs, Local Development and Federal Affairs, Industries, and Women, Children, and Social Development have independently initiated various projects to advance NAP implementation.<sup>123</sup>

Significant efforts have been made to mainstream gender and social inclusion in projects of the NPTF that do not fall directly under the NAP category. Several projects include components on the increased participation of women and socially excluded or marginalized groups. Though a step in the right direction, women's representation and participation in decision-making remains low.

### Ministry of Peace and Reconstruction

For the last two years, the Government of Nepal (GoN) has allocated more than USD 40 million for peacebuilding activities, of which some has gone specifically to NAP implementation. As the lead agency for NAP implementation, the MoPR received 2.55% of the government budget in fiscal year 2010/2011 (slightly lower than in previous years) of which USD 50,252.55 (NPR 5,000,000) was allocated for and spent on NAP orientation (familiarizing/sensitizing government employees to the NAP).<sup>124</sup> In 2011/2012, USD 10,050.51 (NPR 10,000,00) was allocated for two activities under the NAP: sectoral planning for NAP implementation and NAP orientation. However, only the sectoral planning was completed. Because of the lack of proper coordination and the sense that other implementing agencies were focusing on awareness raising projects at the time, orientation by the MoPR did not take place.

As the allocated budget in 2011/2012 was not fully spent, an allocation to MoPR was not made in 2012/2013. For 2013/2014, the MoPR holds USD 2,512.63 (NPR 250,000) for the planning of an inter-agency review meeting. A Gender Unit within the MoPR has been set up, with a mandate to ensure that gender equality is a core principle in all projects and programs implemented by MoPR and all other government agencies. The unit is also tasked with the reinforcement of NAP implementation at the local level, and to monitor NAP projects funded both by the NPTF and through other sources.



## Gender Responsive Budgeting

Officially introduced in Nepal in 2007/2008, gender responsive budgeting (GRB) requires the budgets of all government ministries, commissions, and committees to be categorized as directly gender responsive, indirectly gender responsive, or neutral. While the introduction of GRB has moved the issue of resource allocation for gender equality and women's rights to the forefront and an increase in budgets that are gender responsive has occurred, a truly gender equitable resource distribution remains elusive and greater affirmative action is needed. The practice of GRB could, theoretically, contribute funds for NAP implementation, though we cannot say precisely how much financing has been generated for the NAP through GRB. Furthermore, allocation of funds for gender equality does not ensure timely dispersal or proper usage, and women have raised concerns of instances where such funding has been used for road construction, for example, justified on the grounds that "women also use roads."

## Other Funding Windows

In addition to the NPTF and funds from individual government ministries, funding for NAP implementation has been provided through CSOs and the UN. The Peace Support Working Group (PSWG), a consortium of UN Agencies, foreign embassies, and major donors in Nepal working collectively for WPS, has contributed to the development and implementation of the NAP by providing financing on a project-by-project basis.

To complement the NPTF, the United Nations Peace Fund for Nepal (UNPFN) was created in 2007, supporting the mobilization of resources for short-term activities relevant to the Nepali peace process. While some of its projects may advance the NAP's implementation, it does not explicitly fund NAP projects. The private sector, through corporate social responsibility, has the potential to support NAP implementation, but has not done so thus far. It should be noted, though, that the government has not yet approached the private sector as a potential contributor to NAP implementation.

NAP funding is not disaggregated at pillar level and, as a result, a lack of clarity on achievements at pillar level remains. The significant gaps in the implementation of the Relief & Recovery and Resource Mobilization and Monitoring & Evaluation pillars are a serious concern. Furthermore, there is a lack of coordination among the various funding agencies financing NAP implementation outside of the NPTF mechanism and among projects themselves. This contributes, in part, to challenges in tracking and monitoring funding. Improved coordination through, for example, robust strategic planning across organizations and funders and the development of a road map that clearly identifies various stakeholders' roles, projects, and deliverables, would facilitate collaboration and help to avoid duplication. It is also important to make all financing figures for NAP related programs and projects publicly available.

## III. Civil Society's Involvement in the Development and Implementation of the NAP

CSOs have been critical actors in all aspects of peace-building, both during and after the conflict period. CSOs, including women's groups, contributed to the drafting of the NAP through, for example, district and regional consultations and are deeply involved in implementation. In fact, a recent mapping revealed that there are a considerable number of women's organizations that are actively involved in NAP implementation, including Sankalpa, Shanti Malika, and the recently formed 1325 Action Group, whose vision and mission is to work with conflict-affected women and girls and reduce gender-based violence in the post-conflict context, a critical component of NAP implementation.<sup>125</sup> In addition, community level women's groups and networks have worked to bridge gaps between community and central level institutions in the on-going peace-building process.<sup>126</sup>

Civil society is engaged in implementation in different ways. For example, the Global Network of Women Peacebuilders (GNWP)<sup>127</sup> contributed to initiating and financing a NAP Localization Program in Nepal. Under the Localization Program, Saathi, together with the MoPR, developed NAP Localization Guidelines. The NAP Localization Guidelines serve as a standardized reference for local authorities in integrating the NAP into local development plans. Successful implementation of the NAP is ultimately contingent on its full awareness by, ownership, and participation of local authorities, grassroots women's organizations, and other key local actors. Consequently, NAP localization is being emphasized as a key strategy for implementation at local level.

CSOs have also been involved in monitoring the implementation of the NAP. A joint government and civil society NAP monitoring report was conducted in 2012, with CSOs contributing to the drafting, data collection, qualitative assessment, and technical advice, as well as providing financial support through international development partners. Such an approach supports broad-based ownership and increases transparency and accountability for implementation. That said, it is important to continue to hold the government, particularly the NAP HLSC, accountable for its monitoring and evaluation mandate. As noted above, political instability and a lack of political will have hampered the government's ability to fulfill its duties fully. However, a better understanding of the range of challenges the government faces in fulfilling its monitoring role is needed.

In addition to localization and monitoring efforts, awareness-raising and NAP orientation activities, psychosocial support, and the training of trainers, are among the other activities civil society spearheads.

## Funding for Civil Society

The efforts of civil society to advance WPS and specifically NAP implementation are funded by a range of sources.

Although data on funds allocated and disbursed to CSOs for women, peace and security specifically is limited, there has certainly been an increased interest in the WPS agenda by funders due, in large part, to the adoption of the NAP.<sup>128</sup> Key civil society organizations, including women's rights organizations, and the alliances working on WPS, have been the main beneficiaries of this funding.

While an exhaustive list of funders is not available, CSOs received funding from UN agencies, the Peace Support Working Group, international civil society organizations, the EU and, more recently, the NPTF, among others. Funding typically occurs on a project-by-project basis either through a request for proposals or through the integration of WPS issues in ongoing programs.

### Loopholes in funding for CSOs

While the NPTF has, thus far, been open only to government agencies, several NPTF donors recently launched the "Peace Fund for Non-Governmental Actors (NGA)" which uses NPTF's mechanisms and procedures to fund NAP implementation projects proposed by CSOs. A result of civil society advocacy, this pilot initiative was well received and seen as a step toward more robust and sustainable financing for civil society. Under the initiative, it is believed that the NPTF has allocated USD 888,888.90 for civil society groups working to advance peace and security. To date, 7 NGAs have been awarded the grant though only four projects are related to NAP implementation. These are:

- Gender Mainstreaming in Local Peace Building Programs
  - a. Budget: USD 116,337.17 (NPR 11,575,250) (NPTF budget requested of USD 99,399.54 (NPR 9,890,000) and a self contribution of USD 16,937.62 (NPR 1,685,250))
  - b. Implemented by Antenna Foundation Nepal
- Promotion of Nepal Action Plan and Livelihood Enhancement of Poor Vulnerable Women and Girls
  - a. Budget: USD 114,973.66 (NPR 11,439,585) (NPTF budget requested of USD 99,754.78 (NPR 9,925,345)

and a self contribution of USD 15,218.88 (NPR 1,514,240))

- b. Implemented by Backward Society Education
- Grassroots intervention for sustainable peace
  - a. Budget of USD 100,495.05 (NPR 9,999,000)
  - b. Implemented by Media Initiative for Rights, Equity and Social Transformation (MIREST)
- Peace building from below
  - a. Budget: USD 112,921.48 (NPR 11,235,398) (NPTF budget requested of USD 100,505.10 (NPR 10,000,000) and a self contribution of USD 12,416.38 (NPR 1,235,398))
  - b. Implemented by Rural Reconstruction Nepal

However, to the dismay of CSOs, no public announcement, call for proposals, or consultation occurred in the awarding of the above grants. Instead, the NPTF shortlisted CSOs internally, undermining transparency and democratic practice. It is believed that officials of the NPTF were each asked to recommend two CSOs and, based on these names, the pilot projects were selected. CSOs working actively for the implementation of UNSCR 1325 and 1820 and historically for peace and justice were not only excluded in the selection process, they were uninformed of the process itself.

The 1325 Action Group, a consortium of civil society organizations formed primarily to monitor and contribute to the effective implementation of the NAP, actively opposed this selection process, sending a protest letter to the MoPR. Attention was drawn to the need for an open, transparent, and clear modality of NGA selection, lest the broader project of peace be undermined. While restarting the process correctly was ideal, this was not accepted by the NPTF, and ultimately an agreement was reached. The NPTF gave assurance that, in the next round, open, transparent, democratic consultation would take place. Additionally, the NPTF agreed to a close monitoring of the projects currently funded to ensure the mandate of UNSCR 1325 and 1820 was appropriately taken up.

| NAP UNSCR 1325- related Projects Financed by NPTF as of July 2013                         |  |   |  |   |   |           |
|---|--|---|--|---|---|-----------|
| Programme Area/<br>Project (Cluster)  | Implementing Agency  | Total Project Approved Budget<br>(in Nepalese Rupee and US Dollars) | Funds Released To Date<br>(in Nepalese Rupee and US Dollars) | Accumulated Expenditure to Date<br>(in Nepalese Rupee and US Dollars) | Accumulated Expenditure as % of Approved Budget | Status    |
| Project: 3/09 NAP 1325 and 1820: Sensitizing Local Bodies and Key Stakeholders            | Ministry of Federal Affairs and Local Development (MoFALD) | 20,560,000.00 (USD 209,688.93)                                      | 20,560,000.00 (USD 209,688.93)                               | 20,326,827.00 (USD 207,310.83)  | 98.87   | Completed |
| Project: 3/04 NAP 1325 and 1820: Promoting Ownership for Women's Empowerment and Recovery | Ministry of Peace and Reconstruction (MoPR)                | 37,679,000.00 (USD 384,283.53)                                      | 37,679,000.00 (USD 384,283.53)                               | 9,314,901.00 (USD 95,001.54)  | 24.72   | Ongoing   |

|   |  |   |   |   |              |                                    |
|---|--|---|---|---|--------------|------------------------------------|
| Project: 3/05<br>NAP 1325 and<br>1820: Partnership<br>on Women<br>Empowerment and<br>Representation   | Ministry<br>of Women,<br>Children and<br>Social Welfare<br>(MoWCSW)                                  | 56,700,000.00<br>(USD 578,276.39)                   | 56,625,000.22<br>(USD 577,511.48)                   | 41,956,764.00<br>(USD 427,911.92)               | 74           | Ongoing                            |
| Project: 3/06 NAP<br>1325 and 1820:<br>Enhancing Access to<br>Justice for Women,<br>Girls and Conflict<br>Affected Peoples                              | Ministry of<br>Law, Justice,<br>Constituent<br>assemble and<br>Parliamentary<br>Affairs<br>(MoLJCPA) | 42,590,000.00<br>(USD 434,370.22)                   | 42,590,000.00<br>(USD 434,370.22)                   | 5,757,441.50<br>(USD 58,719.44)                 | 13.52        | Ongoing                            |
| Project: 3/07<br>NAP 1325 and<br>1820: Prevention,<br>Protection and<br>Recovery Programme  | Ministry of Home<br>Affairs (MoHA)   | 146,590,000.00<br>(USD<br>1,495,053.54)             | 146,590,000.00<br>(USD<br>1,495,053.54)             | 122,627,506.00<br>(USD 1,250,662.9)             | 83.65        | Ongoing                            |
| Project: 3/08 NAP<br>1325 and 1820:<br>Enhancing Capacity<br>of Conflict Affected<br>Women and Girls<br>for Employment<br>and Enterprise<br>Development | Ministry of<br>Industry (Mol)  | 60,956,640.00<br>(USD 621,689.34)                   | 60,965,640.00<br>(USD 621,781.13)                   | 54,325,105.00<br>(USD 554,055.12)               | 89.12        | Ongoing                            |
| Project: 3/10<br>Capacity<br>Enhancement of<br>NP to Contribute<br>to Peace Process<br>Effectively  | Police<br>Headquarter<br>(PHQ)   | 236,406,450.00<br>(USD<br>2,411,080.57)             | 236,406,450.00<br>(USD<br>2,411,080.57)             | 92,251,952.75<br>(USD 940,866.42)               | 39.02        | Ongoing                            |
| Project: 3/13 NAP<br>1325 and 1820<br>Promoting Women's<br>Participation in Peace<br>Building Process<br>and Economic<br>Opportunities                  | Ministry of<br>defense (MoD)   | 133,873,694.00<br>(USD<br>1,365,361.49)             | 133,873,694.00<br>(USD<br>1,365,361.49)             | 0   | -            | Ongoing<br>(Approved<br>July 2013) |
| Project: 3/14 NAP<br>1325 and 1820<br>Empowering Conflict<br>Affected Women<br>and Girls through<br>Livestock based<br>Enterprises                      | NFEC   | 84,080,000.00<br>(USD 857,521.67)                   | 84,080,000.00<br>(USD 857,521.67)                   | 0   | -            | Ongoing<br>(Approved<br>July 2013) |
| Project: 3/15 NAP<br>1325 and 1820<br>Promoting Equal<br>Participation of<br>Women and Girls<br>in peace building<br>process                            | NWC  | 25,100,000.00<br>(USD 255,991.84)                   | 25,100,000.00<br>(USD 255,991.84)                   | 0   | -            | Ongoing<br>(Approved<br>July 2013) |
| <b>Sub Total</b>  |  | <b>1,689,005,568.22<br/>(USD<br/>17,225,961.94)</b> | <b>1,191,030,281.47<br/>(USD<br/>12,147,172.68)</b> | <b>1,342,379,071.19<br/>(USD 13,690,760.54)</b> | <b>79.48</b> |                                    |

## CASE STUDY: THE NETHERLANDS

### Author:

Vera Kleine Staarman, Tamara Kool & Anne Sophie Keselaar (WO=MEN Dutch Gender Platform)

### Key findings:

- The NAP process has been based on a close and productive collaboration between the Dutch government and civil society partners, including women's groups.
- Funding for the Dutch NAP comes from ministerial allocations (primarily from the Ministry of Foreign Affairs) as well as through contributions from other NAP signatories.
- The lack of clarity between projects in support of NAP implementation, UNSCR 1325 implementation, and WPS-related activities and the complexity of the funding landscape means that identifying and tracking the financial resources available and spent specifically on NAP-related activities is difficult.
- The monitoring and evaluation matrix is limited by its focus on quantitative data, but is currently being reviewed to improve assessment of impact.
- Although the Dutch government and CSOs are joint signatories to the NAP, there is a need to further discuss and define the various responsibilities of signatories (including between government and CSOs as well as among the CSOs themselves) and continue to deepen the discussion on accountability for implementation.
- The Fund for Small NGOs (Fonds Kleine Organisaties 1325) supports small organizations (including diaspora organizations) to participate actively in NAP activities by providing small grants to cover basic operational costs (such as travel and telephone costs). However, demand is much higher than the fund is able to cover.
- The NAP 1325 Pilot Fund "Small Seeds for Big Baobab" has the potential to address some of the funding gaps faced by organizations who apply for a (relatively) small but innovative and/or rapid action grant. The fund will also have a capacity building component for smaller organizations that wish to grow their funding base.

### I. Background

Women's rights movements and civil society organizations, including development NGOs and diaspora organizations, have consistently stressed the importance of women's roles in conflict affected situations and have played an important role in lobbying for women's engagement as peacebuilders. Sustained activism by women's

groups and civil society more generally, combined with a renewed commitment to gender by the former Dutch Minister of Development Cooperation, Bert Koenders (2008-2010), ultimately led to the establishment of the first Dutch NAP in 2008.

The first NAP (2008-2011) was a comprehensive document covering a wide variety of themes. However, it lacked benchmarks, a monitoring and evaluation (M&E) mechanism and, critically, budgetary allocation. Building upon the first NAP and integrating recommendations from a 2010 mid-term review, a second NAP was adopted in 2012. Similar to its predecessor, the second NAP (2012 – 2015) is a collaborative effort among government, research institutions, and civil society organizations (CSOs), including women's organizations. It features a sharpened thematic focus on women's leadership and political participation, with the following specific objectives:

- Equal participation by women and men in peace and reconstruction processes at all decision-making levels.
- Consistent integration of gender and UNSCR 1325 into all Dutch signatories' policies and actions on fragile states and countries in transition and/or peacebuilding and reconstruction efforts in these states.
- Increased awareness in the Netherlands, the European Union, the United Nations, and other regional and international bodies and among their Member States of the importance of a gendered perspective to conflict and conflict resolution and increased public support for UNSCR 1325.
- Effective and efficient cooperation between NAP signatories and other relevant stakeholders to ensure worldwide implementation of UNSCR 1325.<sup>129</sup>

The current NAP projects focus on raising awareness (locally, nationally, and regionally) of the importance of gender equality and women's leadership in various spaces, including within political institutions and institutions specifically responsible for peace and security, within peace processes, and within security sector reform. The projects focus on providing training and capacity building on this topic as well.

The NAP focuses on six priority countries and a region: Afghanistan, Burundi, Colombia, the Democratic Republic of Congo (DRC), Sudan, and South Sudan and, regionally, the Middle East and North Africa (MENA). While these countries were selected due to the existing presence of the Dutch government and CSOs, as well as the strategic opportunity to advance WPS and the NAP objectives, a flexible case-by-case approach continues to be adopted, allowing the Dutch government to respond to unpredictable developments and crises in other countries and regions.

Two critical elements of the second Dutch NAP are the inclusion of a monitoring and evaluation (M&E) mechanism and a budget, made available by the Ministry of Foreign Affairs (MFA). While the inclusion of an M&E matrix within the second NAP is laudable, it is limited by a heavy focus on quantitative data. For example, the matrix focuses on counting the number of collaborations between signatories rather than the quality and impact of those collaborations, obscuring the complexity of advancing social and political change, and the various actions leading to such change. It also overlooks the nuanced ways in which NAP signatories collaborate among themselves and with partners to ultimately contribute to change.

A mid-term review of the second NAP has been completed. While the review intended to capture the most significant changes that occurred in the focus countries as a result of collaboration between NAP signatories – addressing, concomitantly, the shortcomings with the M&E matrix included within the NAP itself – respondents often provided a descriptive report of their own organizational activities instead. The impact of signatories' joint work and the change it produced vis-à-vis implementation of UNSCR 1325 remained unsatisfactorily reflected, suggesting shortcomings in, inter alia, the design of the questionnaire used to prepare for this meeting. The review also attempted to assess the budget spent on various activities to implement the NAP. As there is presently no uniform definition of what constitutes NAP spending, responses were difficult to compare and a robust analysis impossible.

Improving the current M&E mechanism is crucial. Toward that end, civil society and government are working to develop a new way to monitor implementation. It is hoped that such a mechanism will be based on the “most significant change” evaluation method (as noted above) and will feature self-assessment, highlighting the extent to which groups have contributed toward achieving the NAP objectives. In March 2014, civil society together with government discussed the results of the mid-term review and the outputs of the reflection meeting on NAP monitoring. The results of this meeting will contribute to building a stronger M&E mechanism.

## II. Financing NAP Implementation

Funding for the Dutch NAP comes from ministerial allocations (primarily from the Ministry of Foreign Affairs), as well as through contributions from other NAP signatories. The first NAP lacked clarity on how the activities were to be financed. Though USD 19,255,810.00 was earmarked for activities related to UNSCR 1325, funding was ad hoc rather than planned, and often included other issues and activities not directly related to the NAP.<sup>330</sup> To contribute to transparency (and planned funding), the MFA has committed USD 5,501,800.00 annually for “collective action on 1325 in the NAP II,” supporting Dutch and local CSOs working collaboratively to advance the women, peace, and security agenda. Of the yearly USD 5,501,800.00, half (or USD 2,750,400.00) is earmarked for NAP activities in the six focus countries and another half (or USD 2,750,400.00) is ear-

marked for NAP projects in the MENA region. In addition to the USD 5,501,800.00 allocated for the NAP specifically, the MFA's 2013 budget for gender-related projects more broadly is divided as follows: USD 46,344,240.00 has been set aside for the Funding Leadership and Opportunities for Women (FLOW) fund which focuses on safety, economic empowerment, and political participation by women and USD 8,252,100.00 has been budgeted for UN WOMEN, of which USD 2,750,400.00 is for the UN WOMEN Trust Fund to Eliminate Violence Against Women.

Though presently the MFA provides the only earmarked NAP budget, other ministries contribute. For example, the Ministry of Defense (MoD) is expected to contribute Euro 60,000 a year (or USD 76,067,54) to NAP-related activities.<sup>331</sup> However, given the lack of standardization and, subsequently, tracking of NAP spending, the extent to which this commitment has been reached remains unclear. Over the past two years, the MoD has contributed to a NAP 1325 event and to financing the participation of gender experts in civil military exercises, totaling roughly USD 48,377.34. Despite this, concern remains about the limited and unclear role in financing NAP implementation by the MoD and other ministries. As such, it would be beneficial to develop a monitoring system that captures the contributions of other ministries and, generally, 1325 expenditure in the government's annual planning.

Despite the inclusion of financial resources by most of the signatories within the second NAP itself, clear and consistent criteria delineating that which constitutes “budget for WPS,” “budget for UNSCR 1325” and “budget for NAP implementation” is lacking – as is the ability to track the specific amount spent on UNSCR 1325 implementation when gender and/or WPS has been mainstreamed in more generic peace and security reconstruction programs. UNSCR 1325 implementation covers both joint NAP-specific projects between signatories as well as broader and independent UNSCR 1325 projects or activities by signatories.

Moreover, not all signatories have included their spending on UNSCR 1325 within the NAP and, after the launch of the second NAP, 18 additional organizations have become signatories. These signatories, have not, as of yet, shared their financing contributions to NAP implementation. Therefore, caution should be exercised when using the list of financial resources included in the NAP as it does not reflect the complexities of the funding landscape, nor does it delineate how the amounts are accounted for.

### Funding for country-specific implementation

Projects within the scope of the NAP are implemented through country working groups composed of NAP signatories that are active and have partner organizations in the country of implementation. Country working groups are encouraged to apply collectively to demonstrate complementarity, collaboration, and local ownership by partner organizations in the focus countries. Prior to official submission to the MFA, proposals must be agreed upon by the country-working group and then “green lighted” by the

Dutch Embassy in the focus country, or a specific department within the MFA in cases where an embassy within the focus country does not exist. While collective writing and submission of project proposals is intended to promote deeper collaboration on NAP implementation in the priority countries, shifting criteria and lack of transparency on project proposal processes makes the submission process complicated and burdensome, and detracts from impact. Moreover, coordination among the organizations within a country working group can be difficult, due to differences in size and type of organization, varying visions of change and interests among groups, as well as levels of financial management capacity. It takes time and effort to work collectively through potential challenges and develop a joint proposal with a focused theme, with the potential of collaboration challenges (re) emerging during the implementation period. Though the submission process is time-consuming and complex due, in large part, to collaboration and coordination among stakeholders taking time, the process of jointly developing a proposal should be reviewed.

Generally speaking, only NAP signatories can apply directly to the MFA's annual USD 5,501,800.00 NAP funds. However, in cases where NAP signatories are unable to develop a joint proposal and non-NAP partners are better placed to implement the goals of the country working group, non-NAP partners have been invited by the country group to apply. This was the case, for example, in Burundi and the Democratic Republic of the Congo. From 2012 to the present, tailor-made projects have begun in all six priority countries (Afghanistan, Burundi, Colombia, DRC, Sudan and South Sudan) and, within the MENA region, two NAP projects have been approved (with a total disbursement of USD 11,077,924.93) and are presently underway.<sup>132</sup>

In addition to funding CSOs directly, there was an attempt to fund NAP implementation via a multi-stakeholder approach. In Burundi (a focus country), the Netherlands Embassy and Cordaid, a Dutch organization with a field office in Burundi, were in discussion with the Burundian Gender Ministry to support the establishment of a multi-donor fund that would, in part, support the implementation of the Burundian NAP, were in discussion with the Burundian Gender Ministry to support the establishment of a multi-donor fund that would, in part, support the implementation of the Burundian NAP.<sup>133</sup> Though ultimately the initiative did not go forward, the effort offers an example of an approach intended to support coordination among the multiple stakeholders involved in NAP implementation and generate sustainable financing.

On private sector funding for NAP implementation, the Dutch private sector provides resources for WPS initiatives through Women on the Frontline, a program of the FLOW Fund by Hivos, Oxfam Novib, and the MFA with PricewaterhouseCoopers as advising partner.

It is important to note that certain activities that fall under the scope of UNSCR 1325 are placed under the purview of other funds: for example, economic empowerment and

access to justice for survivors of sexual violence in conflict are addressed through the FLOW fund. Similarly, UNSCR 1325-related and gender-sensitive programs are also funded through the Human Rights Fund, Stabilization Fund and the Reconstruction Fund of the Dutch MFA. The elimination of violence against women, sexual and reproductive health and rights, women's participation and leadership, and monitoring UNSCR 1325 are focus areas in the recently published Human Rights Policy.<sup>134</sup> Financing for activities advancing UNSCR 1325 and WPS implemented by non-signatories and those not included in country working groups are carried out under the purview of these funds.

Despite the efforts of the authors to map the resources for NAP implementation, doing so remains incredibly difficult. As noted above, there is no specific monitoring mechanism in place to track NAP funds and there continues to be a lack of shared understanding of the criteria that constitutes funding for NAP 1325 implementation. Furthermore, UNSCR 1325 and gender are often mainstreamed in more general programs on peace and security, contributing to the difficulty in capturing NAP specific financing. Only upon explicit request is information provided on how NAP funds are allocated and disbursed. This information should be publicly available in order to contribute to transparency and accountability.

### III. Civil Society's Involvement in the Development and Implementation of the NAP

Dutch civil society holds a unique position as joint signatories to the Dutch NAP and, as such, shares responsibility with government in ensuring that the desired outcomes are achieved. The status of NAP projects is discussed in the NAP General Signatory meeting. The NAP General Signatory working group meets three times a year and is the general coordinating body under which the various country-working groups are placed. Through the MFA, funds are made available directly to Dutch civil society to support collaboration between Dutch and local CSOs in partner countries.

While theoretically shared, responsibility and accountability between government and CSOs can be skewed in practice. For example, while civil society is responsible for implementation of activities in joint endeavors, the government controls budgetary decisions. While both government and civil society are committed to the NAP, priorities and visions between CSOs and government (and indeed among CSOs themselves) vary, with each approaching the NAP differently. Regular monitoring and evaluation, through annual self-assessment and third party evaluation assessment, would contribute to greater mutual understanding. Additionally, though the MFA is first and foremost a grant-maker, their role as strategic collaborative partner to CSOs could be improved and deepened. For example, the MFA (and Dutch Embassy personnel) could more actively participate in working groups and task forces on UNSCR 1325, better share analyses and information on UNSCR 1325, and more effectively strategize with other NAP signatories on ensuring UNSCR 1325 implementation

in focus countries. These steps would further contribute to dismantling the unbalanced power relationship between the MFA and CSOs. It should, however, be noted that austerity measures (elaborated further below) by the Dutch Government have affected the capacity of the MFA and Dutch Embassy personnel, as well as many Dutch CSOs, to invest time and resources in the NAP partnership.

### Civil Society Coordination

The WO=MEN NGO working group on UNSCR 1325 (NGO WG 1325) is an independent working group focusing on the wider implementation of UNSCR 1325 by relevant stakeholders. The working group consists of individual experts, activists, and CSOs (NAP signatories and non-signatories alike) engaged in initiatives related to WPS. This working group provides a safe, self-organizing space for CSOs to strategize and has played a key role in advocating for the creation of a NAP and, indeed, in drafting the first and second NAPs. Members of the NGO WG 1325 also conduct policy advocacy toward the Dutch government and parliament on UNSCR 1325 implementation and gender sensitive programs more broadly.

### Financial Uncertainty

Between 2010 and 2012, the total amount of development aid by the Dutch government dropped from 0.8% to 0.7% of the Gross National Product.<sup>335</sup> This will decline further to approximately 0.6% of GNP by 2014.<sup>336</sup> Though women's rights and sexual and reproductive health and rights are the only thematic areas that will not be affected by the austerity measures, CSOs working on these (and other issues) continue to face financial uncertainty.<sup>337</sup> Staff decentralization to local offices coupled with an increasing pressure to raise funds from different sources, will likely lead to a decline in time devoted to UNSCR 1325, as staff based in the Netherlands must juggle various existing responsibilities. Furthermore, tension between and/or competition among Dutch-based CSOs may increase due to the decreasing pot of funding, creating a counterproductive dynamic for building sustainable movements and organizations. Hence, transparency in funding decisions and a collaborative approach to fundraising become all the more critical.

Civil society is heterogeneous and varies in size, operating budget, strategies for change, and in the nature of the change that is sought. Given the lack of capacity by the MFA to process smaller grant requests and a concern about the "absorption capacity of NGOs", funding priority has often been given to large CSOs or multilateral organizations including the UN. CSOs with smaller operating budgets, such as the majority of women's peace groups, often must partner with larger organizations and tend not to be able to take the lead in a proposal, resulting in marginalization and an obfuscation of their visions and priorities.

Women's groups and smaller organizations play a crucial role in the struggle for gender equality, and grant-making approaches and funding structures must account for this. At present, the Fund for Small NGOs (Fonds Kleine Organisaties 1325), a small fund available to NAP 1325 signatories

working on a voluntary basis, is available to cover the basic expenses of small NGOs, supporting them to actively participate in the NAP 1325. In 2013, a total of USD 33,697.30 was made available by the MFA for this purpose, with grants typically around USD 1,375.40. Despite the small size of the grant, the grant is a welcome contribution for many voluntary organizations.

CSOs from around the world have consistently lobbied for the establishment of a grassroots fund to finance activities for organizations working on the promotion of WPS with smaller budgets. Similarly, WO=MEN's member organizations have advocated for a fund to finance innovative, smaller, and rapid action activities and pilot projects related to WPS. Responding to this, the Dutch Foreign Affairs Ministry has agreed to establish a new fund – "Small Seeds for Big Baobab." The fund will be available to smaller or middle-range Dutch CSO NAP signatories and their partners in the six focus countries and MENA region and will also feature a capacity building and coaching component for organizations that wish to grow their funding base.<sup>338</sup> The fund will become operational in October 2014 and house an initial budget of roughly USD 640,450.00 (EURO 500,000.00). Cordaid Nederland will serve as fund manager.

As CSOs deepen their participation on a range of policy issues including on trade and security policy, regular discussion with other ministries aside from the gender unit of the MFA will be critical. Indeed, with the current NAP projects underway, more time should be allocated to joint policy strategizing between government and CSOs, with increased advocacy efforts on the WPS agenda more broadly. Dutch civil society has the potential to go beyond its watchdog role to be a constructive partner to the government who, in turn, should aim to strengthen its role as a strategic collaborator and learning partner.

## CASE STUDY: THE PHILIPPINES

### Author:

Ma. Lourdes Veneracion-Rallonza, Ph.D.

### Key issues:

- In line with the Philippine Gender and Development (GAD) Budget Policy that requires all government bodies to allocate at least five percent of their total budget to gender-related activities, NAP activities are to be integrated into each agency's national GAD plan and budget (GPB) at the national and local levels.
- NAP activities are funded both internally through GPBs as well as externally through ODA and the UN. Several donors have earmarked funds for implementation of specific NAP activities.
- Tracking of NAP implementation would be strengthened by explicitly earmarking NAP-related allocations, rather than simply including them within the broader GAD projects, programs and activities.
- Although funds are available and activities are underway to implement the NAP, the varying levels of understanding of GAD planning and how it relates to armed conflict and WPS issues, as well as a lack of standardization on what constitutes a GAD activity, remain as challenges that need to be addressed.
- CSOs played an important role in initiating the drafting of the NAP and, together with government agencies, have further refined the NAP and developed indicators.
- The Localization of UNSCR 1325 and 1820 Program has enabled the integration of the NAP into local development plans, ensuring that NAP-related activities more accurately reflect the socio-political and cultural context of local communities.

### I. Background

In a collaborative process that began in 2007, government agencies and civil society organizations (CSOs), including women's human rights organizations and women in peace groups formulated the Philippine National Action Plan (NAP) on UNSCR 1325 and 1820. The International Women's Tribune Center, through its Senior Program Associate Mavic Cabrera Balleza, approached Sulong CARHRIHL and inquired whether the group was interested in leading a process to ensure implementation of UNSCR 1325 in the Philippines. In 2009, Sulong CARHRIHL (Comprehensive Agreement on the Respect for Human Rights and International Humanitarian Law), Center for Peace Education (CPE), Gaston Ortigas Peace Institute (GZO) as well as the

National Commission on the Role of Filipino Women (now Philippine Commission on Women (PCW)) drafted the NAP. This was presented to the Office of the Presidential Adviser on the Peace Process (OPAPP), inviting the OPAPP to join the process.

Consultations with various government agencies and CSOs were held in August and September 2009. The consultations were followed by national validation workshops after which inputs from various groups were integrated.<sup>139</sup> Participants in the consultations and validation workshops included women's rights organizations, peace advocacy groups, and government agencies and institutions such as the Department of Interior and Local Government (DILG), Department of Social Welfare and Development (DSWD), National Commission on Indigenous Peoples (NCIP), OPAPP, PCW, National Economic and Development Authority (NEDA), National Anti-Poverty Commission (NAPC), National Commission on Muslim Filipinos (NCFM), the Commission on Human Rights (CHR), Armed Forces of the Philippines (AFP), and the Philippine National Police (PNP).

On 1 March 2010, Executive Order 865 entitled "Creation of a National Steering Committee on Women, Peace and Security to Implement the UN Security Council Resolutions 1325 and 1820 and Providing Funds Thereof" was signed by the Philippine President and on March 25, 2010, the 14-Point Philippine NAP was launched. Eight months later, the Women Engaged in Action (WE Act) on UNSCR 1325 was launched as the key civil society network that would assist in the localization of WPS as well as monitor government implementation of the NAP.<sup>1402</sup>

As part of the country's commitment to UNSCR 1325, the NAP nationally grounds and institutionalizes the international norms on women and peace and security in the Philippines. Along with the 2009 *Magna Carta of Women*, the NAP provides the framework for women's protection in situations of armed conflict and recognizes the importance of women's leadership and participation in conflict resolution, peacebuilding and peacemaking. The NAP also affirms the value of gender mainstreaming in policies and strategies in the context of armed conflict and peace processes. In this regard, the NAP rests on four pillars: (1) Protection and Prevention; (2) Empowerment and Participation; (3) Promotion and Mainstreaming; and (4) Capacity Development & Monitoring and Reporting. For both government and CSOs, the promotion and mainstreaming of a gender perspective in peace and security as well as the empowerment and participation of women emerged as priority themes in the last three years.



## I. Financing the Implementation of the Philippine NAP

Funding for the implementation of the NAP by the government originates both internally, through the existing GAD budget of government bodies, as well as externally, through Official Development Assistance (ODA) and the United Nations.

The Philippine GAD Budget Policy stipulates that all government bodies must allocate at least five percent of their total budget to gender and development and include gender in their plans and budgets.<sup>141</sup> In theory, NAP activities are to be integrated into each agency's national GAD plan and budget (GPB), with funds for NAP implementation drawn from the GPBs of national government agencies (NGAs) and local government units (LGUs) that are specifically involved in conflict and post-conflict work.

As a matter of strategy, each member agency of the National Steering Committee on Women, Peace and Security (NSCWPS),<sup>142</sup> the key implementing body of the NAP, is encouraged to identify one to two NAP related initiatives to implement, financed through their GAD budget. In 2013, for example, the Department for Social Welfare and Development (DSWD) used USD 44,801,548.37 (PhP 2,010,469,184.00) (or about 11.84% of the overall GAD budget) to support implementation of the NAP in *PAyapa at MASaganang PamayaNaN* (Peaceful and Prosperous Communities) (PAMANA) areas and other conflict-affected communities.

In 2012, OPAPP spent USD 26,740.52 (PhP 1.2M) charged against OPAPP's GAD budget on NAP implementation. As part of the model-building strategy in OPAPP's PAMANA conflict-affected areas, the provincial government allocated USD 445,681.00 (PhP 20M) from its GAD budget to fund NAP-related activities, including NAP localization efforts in Maguindanao province. The project is a concrete example of a local government's initiative to mainstream NAP in their GPB. OPAPP also allotted funds for NAP orientation activities in Samar, among other areas.

Similarly, the PCW provided USD 22,142.91 (PhP 993,663.50) in 2012 for NAP-specific activities for *Bangsamoro* and indigenous women leaders. Other NSCWPS member agencies, such as the Department of Foreign Affairs (DFA), have integrated the NAP in existing programs such as the "Establishment of a Temporary Passport Enrolment Center (TPEC) at the One-Stop Processing Center in Bongao, Tawi-Tawi." The DFA allotted USD 19,910.57 (PhP 893,487.38) to address trafficking of women from conflict-affected areas.

However, tracking of NAP implementation would be strengthened by not only integrating NAP-related programs and projects in the GPBs of NGAs and LGUs, but by also explicitly earmarking them within the GAD projects, programs and activities. Currently, the NSCWPS as well as NGA and LGU partners in OPAPP's PAMANA conflict affected areas under the closure track of peace agreements are systematizing efforts to mainstream the NAP

in their GPBs. In January 2014, NGAs underwent a training program on how the NAP can be integrated in their respective GPBs. Similar training activities were conducted with PAMANA LGUs beginning in October 2013.

As stipulated in the *Women in Nation-Building Act*, a substantial portion of ODA should be used by agencies to support programs and activities for women. Indeed, as a complement to the government's own GAD funds, between five and thirty percent of ODA is used for GAD activities. Within this mechanism, GAD projects, programs and activities funded from ODA are encouraged to integrate NAP-related initiatives. The Spanish Agency for International Cooperation for Development (AECID), for example, earmarked, within its overall bilateral cooperation with the Philippine government, a certain percentage of total project funds to supporting NAP initiatives. More specifically, for 2013, nine percent of the total budget of USD 3,792,129.23 (2,750,000 Euros) provided to the Commission on Human Rights (CHR) for their 2011-2014 "Institutional Strengthening of the Commission on Human Rights of the Philippines" was earmarked to support NAP-related activities. Ten percent of USD 2,068,434.12 (1,500,000 Euros) is earmarked for the NAP components in PCW's 2011-2014 "Institutional Strengthening of National and Local Governance on Human Rights and Economic Empowerment with Gender Focus: Implementation of Magna Carta of Women" and thirty percent of USD 2,068,434.12 (1,500,000 Euros) will address the NAP in OPAPP's 2011-2015 "Mainstreaming Peace and Development in Local Governance in the Philippines."

Additionally, during the 2013 Philippine Development Forum, 15 ODA-GAD Network members,<sup>143</sup> two government agencies,<sup>144</sup> and two international NGO partners,<sup>145</sup> signed a Statement on *Implementing President Benigno Aquino III's Social Contract to Achieve Inclusive Growth* that affirms their commitment to UNSCRs 1325, 1820 and 1960. Accordingly, under the governance and security cluster, they renewed the call to the Philippine Development Forum to "address the impacts of armed conflicts on women and children, Christians, Muslims, and Indigenous Peoples, to strengthen the representation of women in peace building, peacemaking and peacekeeping [and to] ensure that *Bangsamoro* women are represented, involved in decision-making and consulted in the shaping of the *Bangsamoro* entity." These calls fall under the remit of the NAP.<sup>146</sup>

The UN, including UNDP and, to a lesser extent, UN Women, also finances NAP implementation. Though the exact amount is unknown, UN Women's support for NAP implementation in the Philippines has been relatively small - compared to the support provided by other UN agencies, such as UNDP, and in relation to UN Women's allocation to other programs identified as priority in the Philippines.

Fifteen percent of total project costs for UNDP are allotted for gender equality and empowerment projects, including NAP implementation. Through the UNDP's "Strengthening the National Peace Infrastructure (SNPI)," funds were provided for NAP activities, including a localization project

(executed by OPAPP with the Gaston Z. Ortigas Peace Institute) for USD 11,121.24 (Php 500,000.00).<sup>147</sup>

To ensure accountability, the Commission on Audit (CoA) assesses whether the GAD budget was indeed utilized for the purpose of advancing gender equality. The audit of agencies' financial statements "shall determine, [inter alia], whether the amount of at least five percent (5%) of the total appropriations authorized for gender and development under existing laws and regulations were appropriated and utilized for the purpose."<sup>148</sup> A key informant from OPAPP shared that "the CoA should extend their gender audit to include NAP in GAD budget and utilization." These audits, which, in theory, must include utilization of funds for the purpose of implementing the NAP, are submitted annually to the PCW and the National Economic and Development Authority (NEDA).

While funds are available for NAP implementation through the broader GAD initiatives, challenges remain. There are varying levels of understanding of GAD planning and a lack of standardization on what constitutes a GAD activity, and thus, a range of experiences in implementing GAD services and programs. Additionally, while funding for the NAP is to be acquired from the GAD budget (among other sources), there continues to be a lack of clarity in moving this forward. The conceptual link between GAD initiatives and the context of armed conflict has posed a challenge for some departments/agencies and LGUs, underscoring the continued importance of including both gender equality and conflict-sensitivity in planning. The OPAPP recently responded to this challenge through capacity development of LGUs in PAMANA areas on gender and conflict analysis as applied to socio-economic profiling and gender-responsive and conflict-sensitive assessment and planning. It is also currently working on the review of NAP implementation.

## II. Civil Society's Involvement in the Development and Implementation of the NAP

Civil society, including particularly women's rights groups, have been integral to peacebuilding and reconstruction processes and have been actively involved (both presently and historically) in the political project on WPS. CSOs initiated the drafting of the NAP and, together with government agencies, further refined the NAP and developed indicators. In November 2010, the Women Engaged in Action on UNSCR 1325 (WE Act 1325) was launched as a key civil society network on women and peace and security, further formalizing civil society's involvement. WE ACT 1325 works on the localization of the NAP and monitors government implementation.

With support from the Global Network of Women Peacebuilders (GNWP), WE Act 1325 convenes local government officials, grassroots women's organizations, indigenous leaders, religious leaders, local police and military officers and other community leaders in implementing the Localization of UNSCR 1325 and 1820 program. Implemented in various barangays (local communities), cities and municipalities affected by conflict, the Localization program has

enabled the integration of the NAP into local development plans. Furthermore a number of LGUs have developed their Local Action Plans, the local configuration of the NAP that accurately reflects the socio-political and cultural context of local communities. WE Act 1325 also collaborates with GNWP in the civil society monitoring of UNSCR 1325 implementation.

Although civil society is not an official member of the NSCWPS, the committee is meant to "partner with civil-society organizations, particularly with women and peace groups, in the implementation, monitoring, and evaluation of the NAP." The government (through OPAPP and NSCWPS) and civil society organizations, including members of WE Act 1325 as well as others, have implemented women and peace and security initiatives jointly as well as independently.

Civil society, both members of WE Act 1325 and other women and peace organizations, receives funding through OPAPP as well as other sources, including through bilateral aid agencies and from the UN for the implementation of the NAP.<sup>149</sup> For example, UN Women (Philippines) provided USD 18,690 to women's groups for capacity building under the project "Women for Justice in the Bangsamoro to Undertake Capability Building for Bangsamoro Women on Local Implementation of UNSCR 1325 and the Philippine NAP 1325." WE Act 1325's activities are supported by the Royal Norwegian Embassy (RNE) and the Australian Embassy within the Philippines. Funds from the RNE are used by the network to localize the NAP and increase the peace constituency in the country. Funds from the Australian Embassy are used by the network to build the capacity of women in the Bangsamoro region on normalization,<sup>150</sup> and to gather perspectives from women on what they would like included in the Bangsamoro Basic Law.<sup>151</sup> Additionally, international civil society groups, such as the Global Network of Women Peacebuilders, have extended advocacy, technical, and financial support for the Localization of UNSCR 1325 and 1820 program and civil society monitoring of UNSCR 1325. Conciliation Resources has also financially supported the printing of a WE Act publication.

NAP activities are, at times, implemented collectively by WE ACT 1325 members, but are also taken on independently by individual members or others, as shown in Table 1 below.

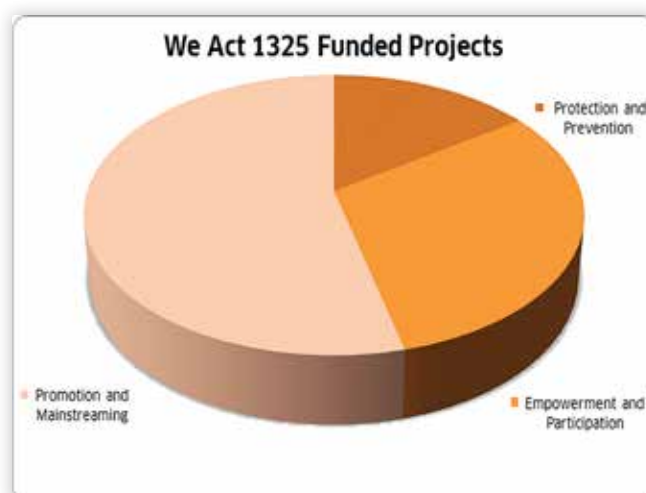
**Table 1. WE Act 1325 Funded Projects for NAP Implementation**<sup>152</sup>

| Title of NAP Project/Activity and year of implementation  | NAP Pillar  | Source of Funding                                    | Amount of Funding                               |
|---|---|--|---|
| WE Act for Peace: The Philippine National Action Plan on UNSCRs 1325 and 1820 Publication (2011)      | Promotion and mainstreaming   | UNDP Philippines                                     | <b>USD 5,642.12</b><br>(Php 253,000.00)         |
| Philippine National Action Plan on UNSCRs 1325 and 1820 Brochure Production (2011)                    | Promotion and mainstreaming   | Conciliation Resources (UK)                          | <b>USD 2,229.61</b><br>(Php 100,000.00)         |
| WE Act 1325 Initiatives 2012-13   | Protection and prevention;<br>empowerment and participation;<br>promotion and mainstreaming | The Royal Norwegian Embassy in the Philippines       | <b>USD 70,414.59</b><br>(Php 3,158,388.42)      |
| In-country Monitoring of 1325 Implementation in the Philippines                                       | Promotion and mainstreaming   | GNWP (USA)   | <b>USD 8,800.00</b>                             |
| WE Act 1325: Initial Initiatives at NAP Implementation - November 2010 to Mid-2012 Publication (2012) | Promotion and mainstreaming   | Conciliation Resources (UK)                          | <b>USD 2,229.61</b><br>(100,000 British Pounds) |
| Monitoring, Assessment and Validation Workshops (2013)  | Promotion and mainstreaming   | GNWP (USA)   | <b>USD 31,023.84</b>                            |
| 153Women's Project for Peace (2012-2013)<br><sup>154</sup>  | Empowerment and participation;<br>promotion and mainstreaming                               | The Royal Norwegian Embassy (Philippines)            | <b>USD 30,208.63</b><br>(Php 1,355,583.22)      |
| Women's Project for Peace (WE Act 1325 Network Members Initiatives) for Implementation (2013-2014)    | Protection and prevention;<br>empowerment and participation;<br>promotion and mainstreaming | The Royal Norwegian Embassy (Philippines)            | <b>USD 98,852.79</b><br>(Php 4,436,000.00)      |
| Normalization in ARMM (2013)  | Empowerment and participation   | Australian Agency for Development (AusAID), Canberra | <b>USD 67,069.93</b><br>Php 3,009,750.00        |
| Monitoring, Assessment and Validation Workshop (2014)   | Promotion and mainstreaming   | GNWP (USA)   | <b>USD 7581.00</b><br>PHP 335,004.01            |
| Follow up and expansion of Localization of UNSCR 1325 and 1820 program                                | Promotion and mainstreaming   | GNWP (USA)   | <b>USD 38,865.00</b><br>(PHP 1,722,342.89)      |

The promotion and mainstreaming of gender equality and the empowerment and participation of women are the main thematic focus of WE Act 1325 members, with key strategies including localization through capability development, consultations, and discussions. The percentage distribution of these initiatives is reflected in Chart 1.

**Chart 1: WE Act 1325 Network's Funded Projects for NAP Implementation (dates reflective of those in Table 1 above)**

Donor agencies agree that the rationale of their support for NAP-related initiatives draws from their own country's national action plan on gender. For example, for AECID, the NAP is addressed through gender mainstreaming programs of government agencies while RNE's emphasis is



on strategies that integrate the NAP in peace efforts where both women and men are involved. In the case of AusAid, the assistance framework responds to issues affecting women and men during and after conflict, ensuring women's participation in peace processes, and promoting effective ways to prevent sexual violence and help women and families go about their daily activities safely in conflict-affected environments.

### **III. Conclusions**

As previously noted, funds from both government and foreign agencies are available to implement the NAP. Given that the Philippine government has institutionalized GPB, including monitoring and evaluation, it would be logical to integrate the NAP within this mechanism.

However, mainstreaming the NAP needs further nuancing on two levels. First, the NAP, when integrated in the GAD plans of government agencies and LGUs, must specifically be identified as NAP programs, projects and activities (PPA) and not just under the broader GAD PPA. This essentially means that national government and LGUs must not only "add and stir" the NAP in their gender-responsive and gender-sensitive programs, projects and activities, but should clearly stipulate those activities that specifically implement the NAP. The GAD budget should have earmarked funds specific to NAP implementation to support those ends. In the same manner, donor agencies that do not specifically fund the NAP but instead address the NAP as part of funded gender mainstreaming projects (i.e. through indirect support) should also begin to think about financing NAP-specific projects (i.e. direct support).

Secondly, NAP programs, projects and activities of government agencies and LGUs as well as CSO projects must also be well-defined, particularly in conflict and post-conflict contexts. Substantively, this means that both gender and conflict-sensitivities must inform NAP localization, capability development training and humanitarian assistance, services and programs. Additionally, the misperception that gender only pertains to women must be rectified. In as much as affirmative action is the first level of achieving gender equality, there must also eventually be a conscious effort to include both women and men in processes and spaces for conflict resolution and peacebuilding. In this regard, funding and implementing NAP-specific activities must pay particular attention to these specificities.

# CASE STUDY: SIERRA LEONE

## Author:

Mariama Fofana

## Reviewer:

Dr. Nana Pratt

### Key issues:

- The implementation of Sierra Leone's NAP has been costed at USD 21.3 million, but the lack of earmarked budgets and specific monitoring mechanisms for NAP financing makes it difficult to track expenditures and impact.
- Funding for the NAP comes from a variety of sources including the government, donors, and international civil society organizations. There is potential to involve the private sector more directly in financing implementation.
- Resources obtained through the mining sector should be used to fund NAP-related activities.
- The National Steering Committee could better coordinate NAP activities by creating a forum where potential donors could be matched with local partners, preventing duplication of efforts and supporting aid organizations to pool resources to maximize impact.
- It is important to link NAP implementation to other policies and processes such as the Poverty Reduction Strategy Paper III and National Gender Strategy, as they can be used to strategically advance the objectives of the NAP.
- Women's groups have worked hard to bring WPS issues to the public discourse, and have been important partners of the government in the development and implementation of the NAP, including through membership in the NAP National Steering Committee.
- Uncertainty around the availability of funding can lead to competition among civil society organizations, undermining collaboration and impact.

## I. Background

Though Sierra Leone's decade long civil war formally ended in 2002, daily reports of physical and sexual violence against women and girls continue and the need for accountability further galvanized women and human rights organizations to translate UNSCRs 1325 and 1820 into practice. A national task force known as WANMAR, comprised of line ministries, civil society organizations (CSOs), parliamentarians, United Nations (UN) agencies, interfaith groups, tribal leaders, and the media, was tasked with

developing a National Action Plan (NAP) for the implementation of UNSCRs 1325 and 1820.

The Ministry of Social Welfare, Gender, and Children's Affairs (MSWGCA) in collaboration with the WANMAR Task force conducted two days of consultative workshops in major towns in the four regions: Kailahun, in the Eastern region, Makeni in the North, Bo in the South and Freetown in the Western area. The participants at the regional consultations were drawn from community-based organizations identified by the MSWGCA, the Women's Forum (a women's rights organization advocating for gender equality in all fields of governance and the umbrella organization for all women's groups in Sierra Leone), and the Mano River Women's Peace Network (MARWOPNET). Local leaders and individuals from local government were also present.

Participants provided critical input on sexual and gender-based violence (SGBV) and women's participation and representation in political and public life as well as within the peace and reconstruction processes specifically. A national consultative conference was convened in Freetown to author the NAP and on June 8th, 2010 the NAP was launched. The NAP is grounded in the international human rights laws and policies to which Sierra Leone is party. These include the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), the Convention on the Rights of the Child, and the African Union Protocol on the Rights of Women. At the national level, the Policy on the Advancement of Women, the National Gender Mainstreaming Policy, and the Poverty Reduction Strategy Papers (PRSP), among others, provide grounding for the NAP.

The NAP is a five-year plan detailing activities, lines of responsibility, indicators, and timelines. It is a public document available to donors, government, CSOs, and others wishing to promote women's empowerment, peace, and security issues. The prevention of SGBV and the protection of survivors are of particular importance to Sierra Leone. On 8<sup>th</sup> March 2013, International Women's Day, the President Dr. Ernest Bai Koroma stated that: "Violence against a woman is violence against the state."

Various government initiatives further demonstrate commitment to preventing SGBV and protecting survivors. In October 2012, the MSWGCA, with support from the Inter-

national Rescue Committee (IRC) and UNICEF, completed and launched the National Referral Protocols for SGBV and the National Action Plan on GBV, which will provide better support to survivors of SGBV.

## II. Financing for NAP Implementation

The estimated budget for the full implementation of the NAP is USD 21,301,314 (2010-2013) with a monitoring and evaluation strategy estimated at USD 1,625,750. As there is no mechanism to track funding for NAP implementation specifically, including funds channeled to civil society/women's groups for implementation, it is difficult to discern whether the estimated budget for full implementation has been raised. Funders do not specifically "mark" funds for NAP implementation, though the activities supported may be aligned with the NAP.

While the MSWGCA recognizes its role in leading resource mobilization for NAP implementation, members of the National Steering Committee (which include civil society, academia, parliament, and the government) must also fundraise. As the NAP underscores, "government resources...in the national budget always fall short of the requisite finance to implement its development programmes." As such, other sources of finance and in-kind support for NAP implementation are detailed with the NAP itself. Among others, the NAP has identified the following as potential sources of financing for the NAP:

- Multilateral organizations (such as the United Nations and the World Bank)
- Bilateral aid agencies (such as USAID)
- Private sector (such as commercial banks in Sierra Leone and mining and oil companies)
- International non-governmental organizations (NGOs) (such as Care International)
- Other government agencies (such as the Decentralization Secretariat (DECSEC), Development Aid Coordination Assistance (DACO), and National Action Commission for Social Action (NACSA))
- Local councils
- State lottery
- Individuals

### Government funding

While government does not have earmarked funds for the implementation of NAP, it has contributed funding to activities for NAP implementation. While the United Nations and other donors provide funds for implementation (including to the government), the government itself also contributes domestic revenue for NAP implementation. This is critical for local ownership. The MSWGCA, for example, received USD 15,000 from government and USD 43,000 from the UN Population Fund (UNFPA) to treat victims of SGBV during conflict, to support legislation of the Sexual Offences Act, and for training and establishment of community advocacy groups on gender equality and sexual and reproductive health and rights. Additionally, the MSWGCA, using funds from the Peacebuilding Fund (PBF), has helped to build the capacity of the Women's Forum by providing

equipment and furniture. Similarly, the Democratic Centre for the Control of Armed Forces (DCAF) based in Geneva has recently contributed USD 53,000.00 to MSWGCA for training women to effectively participate in security apparatuses.

It should, however, be noted that annual budgetary allocation to the MSWGCA is small, both nominally and as compared to other social sector ministries like health and education. In 2013, the MSWGCA received USD 1,900,000.00, which is roughly 0.44% of the total annual budget of government. Following a request by the Gender Director of MSWGCA for funds from the Ministry of Finance to coordinate the implementation of the NAP, parliament has recently approved an increase in the budget of the Ministry to 1.2%, although it was not specifically stated that the additional funds were to go to NAP implementation.

The priorities of the NAP, and by extension the objectives of UNSCR 1325 and 1820, will also be addressed through the implementation of other policies and strategies. For example, a gender equality and women's empowerment pillar (Pillar 8) has been included in Sierra Leone's third generation Poverty Reduction Strategy Paper (PRSP III: The Agenda for Prosperity, 2012-2018) and USD 49,000 has been earmarked for implementing activities within the PRSP III that are aligned with the NAP. In the PRSP III Medium Term Expenditure Framework (MTEF), it is projected that USD \$2.9 million will be raised from domestic revenue to implement Pillar 8.

### Other funding windows

Donor countries, international organizations, and the UN pledged to support the NAP implementation process during the launch of the NAP in New York in 2010. In fulfillment of these commitments, some donors have supported civil society, and in particular women's groups, to take on activities to advance the NAP's implementation. The United Nations Integrated Peacebuilding Office in Sierra Leone (UNIPSL), UN Women and UNFPA, international NGOs (such as TROCAIRE, the Global Network of Women Peace Builders (GNWP), and Cordaid), and a quasi government agency (the National Telecommunications Commission) have provided financial, technical capacity, education, and communication support as well as in-kind contributions to advance NAP implementation. This support is channeled through local civil society organizations, including women's groups. It cannot, however, be ascertained whether all the commitments made by donors at the launch have been fulfilled or that the amount of funding matches the initial pledges. It is difficult to track these contributions as both donors and recipients often do not track NAP funding specifically and, if it is tracked, the amount is not always disclosed.

There is also a general sentiment that the private sector could and should, as part of its corporate social responsibility, contribute funds for NAP implementation, particularly to support victims and survivors of SGBV.

## Analysis

While the government and donors have contributed resources to NAP implementation, financing remains a pervasive challenge, and policies on paper without the necessary funding for implementation of activities can lead to “policy evaporation”. However, specifically allocating a percentage of revenue, for example from the mining sector, to NAP implementation could help close the funding gap. As women suffer disproportionately from the environmental hazards and sexual exploitation associated with mining activities, using the resources in this way would also be a move toward equity and justice.

It is clear that while there is a range of funding sources, funds are often insufficient and unpredictable. Funds are also difficult to track, due in part to the lack of earmarking. This poses challenges in verifying the amount spent on NAP implementation and in holding governments and donors accountable to their commitments.

## Monitoring

Various stakeholders often focus on areas of the NAP related to their own priorities and objectives, at times resulting in uncoordinated and duplicated efforts at addressing women, peace, and security issues, and a neglect of some areas within the NAP. The National Steering Committee (which includes the WANMAR task force) should lead the coordination of NAP activities by setting up a website to publicize the NAP and creating a forum where potential donors could be matched with local partners that share the same interest. This may help reduce duplication of efforts and support aid organizations to pool resources, maximizing impact and benefits.

Although the NAP document itself contains a Results Framework with indicators and annual targets, including the obligation for data collection by the responsible body/stakeholder, the ability to track NAP financing within government systems specifically does not exist. However, several existing tracking and accountability systems could, potentially, be used to capture NAP implementation and expenditure specifically. For example, tracking public finance is currently captured in the general audit, where the Auditor General audits all expenditures incurred by government, submitting these to the parliamentary committee on finance. Concomitantly, the Ministry of Finance & Economic Development (MOFED) uses the Public Expenditure Tracking Surveys (PETS) to track the flow of public resources from budgetary allocation to end-users. This has resulted in improved transparency and accountability of public expenditures. Though these mechanisms are not currently used to track NAP implementation specifically, they could, theoretically, capture that. Additionally, there is a monitoring component within the PRSP III. The monitoring of Pillar 8 of the PRSP, which is aligned with NAP activities, could also contribute to the monitoring of NAP implementation.

The government also monitors how funds received from donors are spent by CSOs by requiring organizations to submit annual audited reports and their activity plans to the Ministry of Finance and Economic Development to have their operational licenses renewed. However, since CSOs do not report specifically on NAP financing to MFED, it is difficult to determine the amount of funding for NAP implementation.

## III. Civil Society’s Involvement with the NAP

Women’s groups have worked to bring WPS issues to the public discourse. Civil society organizations, including women’s rights organizations, were involved in the development of the NAP and are members of the National Steering Committee. Indeed, it was civil society (NOW SL, MARWOPNET, and WANEP) who wrote the funding proposal needed for the drafting of the NAP, underscoring a fruitful example of joint effort between government and civil society.

As members of the National Steering Committee, civil society lead concrete actions for the NAP’s implementation, contribute to monitoring, make recommendations on enhancing the NAP’s success, mobilize resources, and complement the government’s role in reporting to stakeholders on implementation. Civil society is also engaged in advocacy and lobbying to ensure that the NAP is fully implemented. More specifically, civil society has worked to implement the NAP through awareness raising campaigns and capacity building on gender laws, SGBV, and women’s economic empowerment. Civil society has also taken a lead in monitoring NAP implementation. For example, GNWP member organizations – the National Organization of Women (NOW) SL, MARWOPNET (SL), Women’s Partnership for Justice and Peace (WPJP), and the Women’s Forum – received USD 284,233.00 from GNWP (who itself received funds from Folke Bernadotte Academy in Sweden and the Government of Canada) to conduct Sierra Leone’s Localization program and in-country monitoring on the implementation of UNSCRs 1325 & 1820 between 2012 and 2014.

Under the Localization of UNSCR 1325 and 1820 program, civil society worked closely with the MSWGCA and the Ministry of Local Government (Decentralisation Secretariat), ensuring the involvement of local authorities, traditional leaders, and grassroots women’s groups in the implementation of the SiLNAP. Moreover, GNWP and its partners in Sierra Leone collaborated with the Ministry of Local Government and Rural Development and the MSWGCA to formulate guidelines for integrating WPS into legislative processes and development plans of local councils.

Other civil society groups such as the 50/50 group, NOW SL, Women’s Forum, and the Advocacy Movement Network (AMNET) have also received both in-kind and financial contributions to implement the NAP from the UN, international NGOs, and the government. For example, the

Campaign for Good Governance received funds from the Open Society Initiative Foundation and NOW SL received a micro grant of USD 6000 from the Democratic Centre for the Control of Armed Forces (DCAF) to raise awareness of the Sexual Offences Laws of 2012 and the role of women in the security sector.

The UN also funds civil society. For example, with funds from UNFPA and UN Women (some of which were committed during the international launch of the NAP), Women's Forum is conducting a pilot project on teenage pregnancy in several districts. The Women's Forum also received institutional support from UNFPA and UN Women to develop its secretariat along with a Toyota Jeep to aid mobility. UN Women provided USD 37,042.91 to the Independent Media Commission (IMC) for training of media practitioners on the challenges facing female candidates for public office and how to better support their campaigns in the media. The United Nations Integrated Peacebuilding Mission in Sierra Leone (UNIPSIL) contributed USD 602,000.00 to then UNIFEM (now UN Women), a portion of which went to the Women's Forum to build capacity and implement other WPS activities.

Finally, quasi government organizations such as National Telecommunications Commission (NATCOM) and Sierra Leone Roads Authority (SLRA) have also supported the activities of civil society. For example, they supported a coalition of women civil society organizations to create the Women's Situation Room, a space and a process to support inclusive, fair, and peaceful elections, a key component of NAP implementation.

#### **IV. Challenges to Financing NAP Implementation**

However, funding for civil society remains uncertain and insufficient, further exacerbated by the continuing global economic crisis. Some donors have scaled funding back and/or narrowed their focus to projects that match their interests, which may (or may not) be in line with local women's groups' work and strategies of change. As a result, women's groups have, at times, had to reshape their agenda to align with the donor's program of work, undermining local ownership. Other donors have diverted investment away from women's groups working on women's human rights and gender equality to fund broader development programs and goals.

Additionally, lack of information on available funds, limited proposal writing capacity, onerous funding forms, and bureaucracy related to accessing larger funds pose further challenges to local women's organizations' access to sustainable financing. Indeed, small-budgeted organizations, particularly women's rights organizations, have been perceived by some donors as lacking the capacity or being too small to manage large sums of money.

Moreover, as funding for women's rights work is already inadequate and, in many cases, shrinking, women's organizations often find themselves in competition with one an-

other, targeting the same funding sources. Donors should ensure that funding is delivered in a timely manner and in a way that strengthens impact and movement building, rather than undermining these processes through unproductive competition among organizations.

The enactment of strong laws and policies is commendable, but without adequate financial, technical, and in-kind support for implementation of the NAP, including through institutions like the Family Support Unit and rural women's community based organizations, these laws will not be fully enforced and violence, including SGBV, will continue. The lack of sustainable funding diminishes the authority and legitimacy of the government and the international community, both of whom have made strong commitments to ending violence against women and to advancing gender equality and women's rights. Furthermore, a lack of funding also sends the disturbing message that those who are currently enduring violence and have survived are better off suffering in silence than exposing the truth and their "shame."



## ANNEX II: SURVEY QUESTIONS

### SURVEY QUESTIONS

As noted above, this survey was sent to the 42 Member States that had adopted a NAP on UNSCR 1325 as of July 2013, either through the Permanent Mission to the UN or directly to the relevant Ministry.

1. Is there earmarked funding for the implementation of Security Council Resolution (SCR) 1325 in your country? If so, how much (estimates are acceptable).
  - a. For the development of a National Action Plan (NAP) on SCR 1325: Yes \_\_\_ No \_\_\_\_  
If yes, how much (estimates are acceptable)
  - b. For the implementation of the activities outlined in the NAP: Yes \_\_\_ No \_\_\_\_  
If yes, how much (estimates are acceptable)
  - c. If there is not (earmarked) funding for the implementation of the NAP, please explain why. What have the challenges been?
2. If there are funds dedicated to the implementation of the activities in the NAP, from where do these funds originate? (e.g. internally, through domestic resource mobilization, or externally, from bilateral contributions, private foundations, corporate philanthropy, international organizations, regional organizations and/or civil society?)
  - a. If funding for NAP implementation originates internally, do different ministries or government entities contribute to the funding? If yes, could you please describe how such internal resource mobilization is carried out?
  - b. Does your government practice gender budgeting? If yes, does this bring about funding for implementation of the NAP? Please elaborate.
  - c. Is there a way that your government monitors or tracks how much money is allocated and spent by different ministries or government agencies for the implementation of NAP1325?
3. What are the priority areas within the NAP to which you will allocate funding?
4. In which area(s) do you see significant gaps or challenges when it comes to funding your NAP's implementation (e.g. the inclusion of women in the security sector; economic empowerment of vulnerable women and men; security sector reform; addressing sexual and gender based violence; the inclusion of men in gendered security issues; peacebuilding; access to justice for survivors of sexual violence in conflict; or others)?
  - a. Why do you think these gaps exist?
  - b. How can such funding gaps be addressed?
5. Do you provide funding to other countries – both to the government and to civil society – to support the development and/or implementation of National Action Plans or any other SCR 1325 related initiatives?
  - a. If yes, how much (estimates are acceptable)?
  - b. Would your government contribute to a basket fund or multi-stakeholder fund (MFM) dedicated to financing the implementation of NAP 1325 in a specific country? If yes, are there key conditions the fund would need to meet in order for your government to contribute?
6. What role does civil society - and particularly women's rights organizations – have in regard to the implementation of SCR 1325 and particularly the NAP in your country?
  - a. Are civil society organizations and particularly women's rights organization involved in the development of the NAP?
  - b. Are civil society organizations and particularly women's rights organization involved in the implementation of the NAP's activities?
  - c. Are funding or resources channeled to civil society organizations, including particularly women's rights organizations, to advance the implementation of SCR 1325? If so, how much (estimates acceptable)?
7. Does your country want the private sector to be involved in NAP 1325 implementation?
  - a. If yes, how can the private sector get involved (e.g. as a donor, as an implementing partner)?
  - b. If no, please explain why.
8. Please add any other information you would like to share on your context and the state of financing for the implementation of the activities outlined in your NAP.

## CORDAID

Cordaid is the Catholic Organisation for Relief and Development Aid, with its headquarters in the Hague and country offices in 11 countries. Cordaid works closely with a network of 617 partner organisations in 38 countries worldwide including in the Netherlands itself. It has been fighting poverty and exclusion in the world's most fragile societies and conflict-stricken areas for a century. It delivers innovative solutions to complex problems by emphasizing sustainability and performance in projects that tackle security and justice, health and economic opportunity. Cordaid is deeply rooted in the Dutch society with more than 300,000 private donors. Cordaid is a founding member of Caritas Internationalis and CIDSE.

Cordaid's programme on Women's Leadership for Peace and Security (WLPS) aims to increase capacities of women's networks, and to amplify the voice of women in processes of peace and security. Cordaid supports women in their collective efforts to address the security issues that they face in their daily lives. This helps to bring about improved safety, cooperative relationships, and better access to basic services for women and their communities. Cordaid mobilises and strengthens local women's networks in conflict areas, increases their voice, and promotes their agenda in national and global arenas. Cordaid influences policies to promote accountability to the concerns and needs of local women.

Cordaid's WLPS approach consists of the following themes:

1. Promotion of local women's participation in governance and leadership, peace building, and security.
2. Effective implementation of the women, peace and security (WPS) agenda using mechanisms for accountability, multi-stakeholder financing mechanisms and implementation (e.g. the National Action Plans for 1325, and localisation processes). In addition, integration of WPS in other relevant policies and processes, including the post-2015 sustainable development goals, the New Deal, and in policy processes around political space, and counter terrorism measures.
3. Gender mainstreaming through the development and promotion of an evidence-based approach to women's peace and security (the barometer of women's security), and gender mainstreaming throughout Cordaid's programs.

For more see [www.cordaid.org](http://www.cordaid.org) or contact **Ms. Akinyi Walender** at [Akinyi.Walender@cordaid.nl](mailto:Akinyi.Walender@cordaid.nl)

## GNWP

The Global Network of Women Peacebuilders (GNWP), an autonomous program of the International Civil Society Action Network (ICAN) is a coalition of over 80 women's groups and other civil society networks from Africa, Asia and the Pacific, Latin America, Eastern and Western Europe and West Asia—mostly in conflict-affected countries—that are actively involved in advocacy and action for the full and effective implementation of the Women, Peace, and Security (WPS) resolutions. Formed in 2010, GNWP bridges the gap between policy discussions and implementation on the ground on WPS issues.

GNWP has a strong track record in civil society monitoring of UNSCR 1325 and 1820; revitalizing the implementation of NAPs through its Localisation of UNSCR 1325 and 1820 program; supporting UNSCR 1325 National Action Planning processes; advocating for the CEDAW General Recommendation on Women in Conflict Prevention, Conflict and Post-conflict Situations; engaging with the security sector on the implementation of UNSCR 1325 and 1820; conducting 1325 Media Outreach; and producing publications and advocacy initiatives on the issue of WPS.

For more information, please contact **Mavic Cabrera-Balleza** at [mavic.gnwp@gmail.com](mailto:mavic.gnwp@gmail.com)

**(Endnotes)**

- 1 Global Network of Women Peacebuilders. "Cora Weiss speaks at the General Assembly High Level Forum, Culture of Peace." September 14, 2012. New York: UN. Available at <http://www.gnwp.org/cora-weiss-speaks-at-the-general-assembly-high-level-forum-culture-of-peace>
- 2 Since its adoption, UNSCR 1325 has been further strengthened by an additional six UN Security Council Resolutions (1820, 1888, 1889, 1960, 2106 and 2122) that now collectively form the framework for the women and peace and security agenda of the UN.
- 3 See, for example, United Nations. 2002. "Statement by the President of the Security Council S/PRST/2002/32." Available at <http://www.un.org/womenwatch/ods/S-PRST-2002-32-E.pdf>; United Nations. 2004. "Statement by the President of the Security Council S/PRST/2004/40." 28 October. Available at <http://www.un.org/womenwatch/ods/S-PRST-2004-40-E.pdf>; and United Nations. 2005. "Statement by the President of the Security Council S/PRST/2005/52." 27 October. Available at <http://www.un.org/womenwatch/ods/S-PRST-2005-52-E.pdf>.
- 4 Foreign & Commonwealth Office. 2013. "G8 Declaration on Preventing Sexual Violence in Conflict." Adopted 11 April 2013. Available at [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/185008/G8\\_PSVI\\_Declaration\\_-\\_FINAL.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/185008/G8_PSVI_Declaration_-_FINAL.pdf)
- 5 See, for example, Dharmapuri, S. 2011. "A Survey of UN 1325 National Action Plan Mechanisms for Implementation, Monitoring, Reporting and Evaluation." A Discussion Paper prepared for the U.S. Civil Society Working Group on WPS. Available at [http://www.hks.harvard.edu/cchpr/research/working\\_papers/Dharmapuri\\_Examples\\_for\\_NAPs\\_FINAL\\_3\\_12\\_12.pdf](http://www.hks.harvard.edu/cchpr/research/working_papers/Dharmapuri_Examples_for_NAPs_FINAL_3_12_12.pdf); Hinds, Bronagh and McMinn, Karen. Mid-Term Progress Report Implementation of Ireland's National Action Plan for UNSCR 1325. 2011 – 2014. Available at <https://www.dfa.ie/media/dfa/alldfawebitemedia/ourrolesandpolicies/int-priorities/Progress-Report-UNSCR-1325.pdf>; UN Women. 2012. "What Women Want – Planning and Financing for Gender Responsive Peacebuilding." Available at <http://www.unwomen.org/~media/Headquarters/Media/Publications/en/05APlanningandFinancing.pdf>
- 6 In this report, the WPS agenda refers to UNSCR 1325 (2000) and its supporting resolutions, namely UNSCR 1820 (2008), UNSCR 1888 (2009), UNSCR 1889 (2009), UNSCR 1960 (2010), UNSCR 2106 (2013), and UNSCR 2122 (2013).
- 7 Cabrera-Balleza, Mavic and Nicola Popovic. 2011. 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. New York and the Netherlands: Cordaid and GNWP. Available at [http://www.gnwp.org/wp-content/uploads/2010/02/Final-July-25-2011-Costing-Financing\\_contents.pdf](http://www.gnwp.org/wp-content/uploads/2010/02/Final-July-25-2011-Costing-Financing_contents.pdf)
- 8 United Nations. 2012. "Report of the Secretary-General on Women and Peace and Security (S/2012/732)." New York: United Nations. Available at [http://www.securitycouncilreport.org/atf/cf/%7B65BFCF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/s\\_2012\\_732.pdf](http://www.securitycouncilreport.org/atf/cf/%7B65BFCF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/s_2012_732.pdf)
- 9 Australia, Belgium, Chile, Côte d'Ivoire, Denmark, Estonia, Finland, Georgia, Germany, Ghana, Iceland, Ireland, Italy, Liberia, Lithuania, Macedonia, Nepal, the Netherlands, Norway, the Philippines, Portugal, Senegal, Sweden, Switzerland, the United Kingdom, and the United States provided responses to the survey in time to be included in this analysis. For a list of all Member States with NAPs see Peace Women's portal: <http://www.peacewomen.org/pages/about-1325/national-action-plans-naps>
- 10 While there are regional processes and commitments (for example, the Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa and the Inter-American Convention on the Prevention, Punishment and Eradication of Violence against Women) that address financing for development and are specifically relevant to financing for women's rights, peace, and security, it is outside the scope of the paper to do a comprehensive regional review.
- 11 For a more extensive overview of the WPS normative frame, see UN Women. 2013. "National and Regional Implementation of Security Council Resolutions on Women, Peace and Security." Prepared by Natalie Florea Hudson for the UN Women Global Technical Review on the Implementation of WPS Policies, November 2013 and Cabrera-Balleza, Mavic and Nicola Popovic. 2011. 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. The normative frame elaborated in this report focuses specifically on financing and, within that, only the key documents/debates shaping the framework.
- 12 The documents framing this section include: Reports of the Secretary General on Women, Peace and Security (especially 2010, 2011, 2012), the Report of the Secretary-General on Women's Participation in Peacebuilding (2010), and the 7-Point Action Plan – Tracking Progress, UN Strategic Results Framework on Women, Peace and Security (2011-2020), UNDP (2011), Price of Peace: Financing for gender equality in post-conflict contexts.
- 13 UN. 2011. "7-Point Action Plan – Tracking Progress and the UN Strategic Results Framework on Women, Peace and Security (2011-2020)." New York: UN. Available at <http://www.un.org/en/peacebuilding/pbso/pdf/SG%20report%20PB%202012.pdf>
- 14 United Nations. 2013. Report of the Secretary-General on women and peace and security (S/2013/525). New York: United Nations.
- 15 See United Nations Security Council Resolution 2122 S/RES/2122 (2013) at [http://www.un.org/en/ga/search/view\\_doc.asp?symbol=S/RES/2122%282013%29](http://www.un.org/en/ga/search/view_doc.asp?symbol=S/RES/2122%282013%29)
- 16 See "UN Strategic Results Framework on Women, Peace and Security: 2011-2020." Available at [http://www.un.org/womenwatch/ianwge/taskforces/wps/Strategic\\_Framework\\_2011-2020.pdf](http://www.un.org/womenwatch/ianwge/taskforces/wps/Strategic_Framework_2011-2020.pdf)
- 17 The documents framing this section include: the Declaration on the Right to Development, the International Covenant on Economic, Social and Cultural Rights, CEDAW, The Beijing Platform for Action, The Vienna Declaration and Programme of Action, Report of the International Conference on Population and Development, the Report from the 23rd Special Session of the General Assembly, the Report of the Expert Group Meeting on Financing for Gender Equality 2008, and the 2012 Review of Priority Theme at the 52nd Commission on the Status of Women (CSW).
- 18 See the Beijing Declaration and Platform for Action: <http://www.un.org/womenwatch/daw/beijing/pdf/BDPfA%20E.pdf>
- 19 The documents framing this section include the Monterrey Consensus on FfD and the Doha Declaration on FfD.
- 20 See the UN World Conferences Introduction at <http://www.un.org/geninfo/bp/intro.html>
- 21 United Nations. 2002. Women, Peace and Security. Study submitted by the Secretary-General pursuant to Security Council resolution 1325 (2000). New York: United Nations. Available at <http://www.un.org/womenwatch/daw/public/eWPS.pdf>
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- 24 The documents framing this section include: Paris Declaration (2005), Accra Agenda for Action (2008), Aid in Support of Gender Equality in Fragile and Conflict Affected States, Busan Partnership for Effective Development Cooperation (2011), New Deal for Fragile States (2011), Development Cooperation Forum reports, EC/UN Partnership on Gender Equality for Development and Peace.
- 25 OECD-DAC. 2008. "Accra Agenda for Action (AAA)." Available at <http://siteresources.worldbank.org/ACCRAEXT/Resources/4700790-1217425866038/AAA-Final-Draft-11-August-2008.pdf>
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- 37 While there are regional processes and commitments (for example, the Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa and the Inter-American Convention on the Prevention, Punishment and Eradication of Violence against Women) that address financing for development (and are specifically relevant to financing for women's rights, peace and security), it is outside the scope of the paper to do a comprehensive regional review. However, we may refer to particular examples as needed.
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- 60 These are: 1) Equal participation by women and men in peace and reconstruction processes at all decision-making levels. 2) Consistent integration of gender and UNSCR 1325 into all Dutch signatories' policies and actions on fragile States and countries in transition and or peace building and reconstruction efforts in these States. 3) Increased awareness in the Netherlands, the European Union, the United Nations, and other regional and international bodies and their member States of the importance of gender and conflict and increased public support for UNSCR 1325. 4) Effective and efficient cooperation between NAP signatories and other relevant stakeholders to ensure worldwide implementation of UNSCR.
- 61 Original response: "Ces écarts sont dus d'une part, aux stéréotypes sexistes et d'autre part, à l'existence de certaines législations qui ont freiné longtemps l'implication des femmes dans les processus de recherche

- et de maintien de la paix. Toutefois, avec les récentes réformes, les femmes participent de plus en plus au traitement des questions de paix et de sécurité (par exemple depuis 2004, les corps militaires et paramilitaires sont ouverts aux femmes)."
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- 96 Interview with Goreth NDACAYISABA, on August 12, 2013, emphasizing the point that the majority of funding for NAP implementation originates externally. Goreth NDACAYISABA is part of the civil society organization, Dushirehamwe, and a member of the NAP National Steering Committee.
- 97 See: <http://www.unpbf.org/countries/burundi/>
- 98 The link between the PRSP II and the NAP UNSCR 1325 is mentioned in p. 63-65, particularly paragraph 281. See: [http://www.un.org/en/peacebuilding/pdf/Burundi\\_CSLP\\_II.pdf](http://www.un.org/en/peacebuilding/pdf/Burundi_CSLP_II.pdf)
- 99 Interview with Goreth NDACAYISABA, on August 12, 2013. Goreth NDACAYISABA is part of the civil society organization, Dushirehamwe, and a member of the NAP National Steering Committee.
- 100 Interview with Clemence BUNUNAGI, on August 5, 2013. Clemence BUNUNAGI is Vice President of the NAP National Steering Committee and the Head of UN Women's Gender and Governance Program.
- 101 Reflections from Catherine Mabobori. Catherine Mabobori is a member of the NAP National Steering Committee.
- 102 Reflections from Catherine Mabobori. Catherine Mabobori is a member of the NAP National Steering Committee.
- 103 Interview with Goreth NDACAYISABA, on August 12, 2013. Goreth NDACAYISABA is part of the civil society organization, Dushirehamwe, and a member of the NAP National Steering Committee. This point also derives from a comment made by Mrs. Victoire NAHIMANA, Permanent Secretary, the Ministry of National Solidarity, Human Rights and Gender (MNSHR&G).
- 104 The steering committee for this specific fund is comprised of the MNSHR&G, the Ministry of Agriculture, the Ministry of Commerce and Finance, Microfinance Institutions Network, two civil society organizations, UN Women, UNDP and the ILB.
- 105 Interview with Mrs. Victoire NAHIMANA, Permanent Secretary, MNSHR&G.
- 106 The following civil society organizations are represented on the NAP National Steering Committee: DUSHIREHAMWE, CAFOB, AFRABU, FAS, and BWPDP.
- 107 It is impossible to estimate the amount of funds received by different civil society actors because most are not willing to share such information. However, in 2012, UN Women allocated funds to print 2500 copies of the Burundi NAP and supported the Open Day, an occasion given to stakeholders to advocate for the implementation of the UNSCR 1325. In 2013, UN Women allocated 62,000 USD to promote women's leadership and 10,000 USD for Open Day 2013. It has also allocated 400,000 USD for the establishment and capacity building of the Women National Forum. Moreover, UN Women allocated 229,000 USD for institutional capacity building for economic empowerment. For the years 2012 and 2013, UN Women has estimated 500,000 USD on sexual and gender based violence prevention. This information was shared during an interview in September 2013 with Marie Jose KANDANGA, Head of the GBV, Women Rights and HIV Unit, UN Women, Burundi.
- 108 The list of donors (although not comprehensive) includes: the Netherlands Foreign Affairs Ministry, The Swiss Cooperation, UN Women, Cordaid, the Global Network of Women Peacebuilders, Award Fund for Women Peace and Security-USA, Femmes Africa Solidarité (through the UN DAF), PLUVIF/ CECI, TROCAIRE, and the Burundian Government.
- 109 United Nations. 2011. 7-Point Action Plan – Tracking Progress and the UN Strategic Results Framework on Women, Peace and Security (2011-2020). New York: United Nations. Available at <http://www.un.org/en/peacebuilding/pbsa/pdf/SG%20report%20PB%202012.pdf>
- 110 United Nations in Burundi. 2011. "Echo des Nations Unies au Burundi de Juillet – Septembre 2012." The report of the Open Day on UNSCR 1325 in 2012 is included within this newsletter. Available at <http://www.bi.one.un.org/fr/spip.php?article109>
- 111 Interview conducted in August 2013 with Glorioso GATORE, Counselor, MNSHR&G.
- 112 See [http://www.securitycouncilreport.org/atf/cf/%7B65BFCF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/s\\_2014\\_617.pdf](http://www.securitycouncilreport.org/atf/cf/%7B65BFCF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/s_2014_617.pdf)
- 113 Data retrieved from <https://www.un.org/en/peacekeeping/>
- 114 The countries that participated in this international seminar were Paraguay, Uruguay, Brazil, Honduras, Guatemala, Peru, El Salvador, and the United States.
- 115 Taken from page 16 of the Second National Action Plan (2014 – 2018).
- 116 See [www.inseconline.org](http://www.inseconline.org)
- 117 National Network for Beijing Review Nepal and SAATHI. 2009. Keeping the Beijing Commitment Alive - Nepal NGO Report on Beijing +15. Edited by Pinky Singh Rana, Dr. Gopal Krishna Shivakoti, and Samjhana Kachhyapati. Nepal: National Network for Beijing Review. Available at <http://ngocswny.files.wordpress.com/2009/12/beijing-15-report.pdf>
- 118 Nepal's NAP can be found here: <http://www.gnwp.org/resources/naps>
- 119 The PDS is a reference document for international development partners (UN Agencies, Bilateral Aid Agencies, International Financial Institutions) with a common agenda of supporting Nepal's peace process. Key development partners active in Nepal assist in the peace process by funding (either through government or civil society) components of PDS initiatives, though the extent to which such funding is in line with the principles of the NAP is unknown.
- 120 Sectors involved include government, CSOs, and international development partners represented by the Peace Support Working Group (PSWG). Stakeholders involved: conflict affected women and girls, members of local peace committees, local government authorities, civil society, and individuals working for women's rights and gender equality.
- 121 See: [www.nptf.gov.np](http://www.nptf.gov.np).
- 122 Refer to Annex I of this case study for a list of all funded projects. For the full detail of each project, visit: <http://www.nptf.gov.np/index.php?cid=18#Security>.
- 123 NAP implementing ministries have assigned a focal person to look after NAP issues. The focal point is responsible for incorporating the NAP in the planning, process, strategies, and programs of the Ministry.
- 124 While there are 11 implementing agencies, the MoPR is the lead implementing agency and is ultimately responsible for NAP implementation.
- 125 The mapping was undertaken by Lesley Abdela, a sociologist from the United Kingdom. Report Available at [www.ideas-int.org/documents/document.cfm?docID=430](http://www.ideas-int.org/documents/document.cfm?docID=430)
- 126 Some of the key civil society organizations engaged in women and girls' rights include Shantimalika (an alliance of 18 women's organizations), Jagaran Nepal, Women's Alliance for Peace, Power, Democracy and the Constituent Assembly (WAPPDCA), Institute for Human Rights Communication Nepal-Media for Human Rights and Democracy (IHRICON), Women Rehabilitation Center (WOREC), Women for Human Rights (WHR), and Saathi.
- 127 GNWP, an international civil society organization, has supported the implementation and localization of UNSCR 1325 and 1820 in different countries around the world, including Nepal.

- 128 "Nepal Action Plan On Implementation of UNSCRs 1325 and 1820 - Monitoring Report 2012." Available at <http://www.saathi.org/np/>.
- 129 Dutch Ministry of Foreign Affairs (MFA). 2011. Women: Powerful Agents for Peace and Security Dutch National Action Plan (2012-2015). Den Haag: MFA. Available at <http://www.gnwp.org/wp-content/uploads/2012/01/Netherlands2.pdf>
- 130 Cabrera-Balleza, Mavic and Nicola Popovic. 2011. 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. Edited by Mavic Cabrera-Balleza and Dewi Suralaga. New York: Cordaid and the Global Network of Women Peacebuilders (GNWP).
- 131 Dutch Ministry of Foreign Affairs (MFA). 2011. Women: Powerful Agents for Peace and Security Dutch National Action Plan (2012-2015). Den Haag: MFA. Available at <http://www.gnwp.org/wp-content/uploads/2012/01/Netherlands2.pdf>
- 132 Ruggles, M. November 2013. "The Dutch Chapter" in Women Count - Security Council Resolution 1325: Civil Society Monitoring Report 2013. Edited by Mavic Cabrera-Balleza. New York: Global Network of Women Peacebuilders (GNWP).
- 133 Cordaid and GNWP in collaboration with the Burundian government, NGOs, UN WOMEN and other stakeholders have been promoting the establishment of a Multi-stakeholder Financing Mechanism for Burundi's NAP 1325. The Gender Ministry has now established a fund in the Central Bank. This fund is intended to contribute resources toward three gender projects that, together, advance the implementation of the NAP 1325. For more information, see <http://burundi-gov.bi/>.
- 134 Ministry of Foreign Affairs. 2013. Human Rights Policy: Respect en Recht voor Ieder Mens. Den Haag: MFA. Available at <http://www.government.nl/news/2013/06/14/human-rights-a-cornerstone-of-dutch-foreign-policy.html>
- 135 Dutch Ministry of Foreign Affairs English Website at: <http://www.government.nl/issues/development-cooperation/the-development-policy-of-the-netherlands> (last accessed 26 August 2013).
- 136 Dutch Ministry of Foreign Affairs. 2013. Ministry of Foreign Affairs' Trade and Development Cooperation Agenda: "Wat de wereldverdiert: Eennieuwe agenda voor hulp, handel en investeringen," Den Haag.
- 137 Dutch Ministry of Foreign Affairs English Website at: <http://www.government.nl/issues/development-cooperation/the-development-policy-of-the-netherlands> (last accessed 26 August 2013).
- 138 Current funding criteria include a minimum amount to be requested; as well as an assessment of organization's annual expenditure; the amount requested by the organization cannot exceed its annual expenditure.
- 139 For a fuller narrative, refer to Veneracion-Rallonza, Ma. Lourdes. 2013. "Grounding the International Norm on Women, Peace and Security: The Role of Domestic Norm Entrepreneurs and the Challenges Ahead." In *Femina Politica*, Zeitschrift Fur Feministische Politikwissenschaft, 67-85, Verlag Barbara Budrich, Germany.
- 140 The network's founding members included those from peace, women, and human rights organizations in the country. The peace groups were CPE, Aksyon sa Kapayapaan at Katarungan (AKKAPKA), Balay Mindanaw Foundation, Inc. (BMFI), Balay Rehabilitation Center, Inc., Concerned Citizens of Abra for Good Government (CCAGG), The Conflict Resolution Group (The CoRe Group), GZO, Generation Peace Youth Network (GenPeace), Initiative for International Dialogue (IID), Kutawato Council for Justice and Peace, Inc., Mindanao Peoples Caucus (MPC), Paghiliusa sa Paghidaet-Negros (PsPN), Philippine Action Network to Control Arms (PhilANCA), St. Louis College of Bulanao (SLCB)-Cultural Heritage Center. The women's organizations were Al-Mujahidah Development Foundation, Inc. (AMDF), Asian Circle 1325, Isis International, Katungod Han Samarena Foundation, Inc., Lupah Sug Bangsamoro Women's Association, Mindanao Commission on Women (MCW), Nisa Ul Haqq Bangsamoro, Inc., Pilipina, Inc., Pinay Kilos (PinK), Saligan, Teduray Lambangian Women's Organization, Women and Gender Institute (WAGI). And, the groups working for human rights and against crimes of mass atrocity were, Sulong CARHRIHL, Asia-Pacific Centre on the Responsibility to Protect, and the Philippine Coalition for the International Criminal Court (PCICC).
- 141 This policy directive is stipulated in the 1995 General Appropriations Act (GAA), EO 273 or the Philippine Plan for Gender-Responsive Development 1995-2025, Chapter VI (Institutional Mechanisms), Section 36(2) of the Magna Carta of Women, and the PCW-DILG-NEDA and Department of Budget and Management (DBM) Joint Memorandum Circular 2013-01 or the Guidelines on the Localization of the Magna Carta on Women.
- 142 The NSCWPS is chaired by the Presidential Adviser on the Peace Process (PAPP) with the Chairperson of the PCW serving as vice-chair. Its members include the Secretaries of the DND, DSWD, DOJ, DFA, the Chairperson of the NCIP and the Head of the NCMF.
- 143 The fifteen ODA-GAD Network members are: Asian Development Bank (ADB), Embassy of Spain - Agency for International Cooperation for Development (AECID), Australian Agency for International Development (AusAID), Canadian International Development Agency (CIDA), Delegation of the European Union to the Philippines, Deutsche Gesellschaft fuer Internationale Zusammenarbeit (GIZ), United States Agency for International Development (USAID), International Labour Organization (ILO), Joint United Nations Programme on HIV/AIDS (UNAIDS), United Nations Development Programme (UNDP), United Nations Population Fund (UNFPA), United Nations Children's Fund (UNICEF), United Nations Entity for Gender Equality and Women's Empowerment (UN Women) Philippines Project Office, The World Bank, and the World Health Organization (WHO).
- 144 These are NEDA and PCW.
- 145 These are Oxfam International and Paz y Desarrollo.
- 146 Full text available online at [http://view.officeapps.live.com/office/view.aspx?src=http%3A%2F%2Fwww.pdf.ph%2Fdownloads%2FPDF%25202013%2FFINAL\\_Network\\_Statement\\_to\\_PDF\\_2013\\_%2811Dec2012%29.doc](http://view.officeapps.live.com/office/view.aspx?src=http%3A%2F%2Fwww.pdf.ph%2Fdownloads%2FPDF%25202013%2FFINAL_Network_Statement_to_PDF_2013_%2811Dec2012%29.doc).
- 147 The UNDP SNPI project housed in OPAPP was, in fact, a main contributor to the localization of the NAP in PAMANA LGUs in 2013 and this has carried over to 2014.
- 148 The full text is available online at [http://www.coa.gov.ph/Whats\\_New/2009/coamemo/M2009-020.pdf](http://www.coa.gov.ph/Whats_New/2009/coamemo/M2009-020.pdf).
- 149 For a more detailed breakdown of funding and the specific groups to which it was given, see Piscano et al. 2012. "Republic of the Philippines." In *Women Count - Security Council Resolution 1325: Civil Society Monitoring Report*, 194-195. New York: The Global Network of Women Peacebuilders (GNWP).
- 150 Normalization refers to a condition where a society is committed to basic human rights, where individuals are free from fear of violence or crime, and where human security prevails. Normalization also requires that communities be able to return to conditions where they can achieve their desired quality of life.
- 151 As shared by Jasmin Nario-Galace, co-convener, WE Act 1325.
- 152 WE Act 1325 Funded Projects for NAP implementation data was provided by WE Act 1325.
- 153
- 154 WE Act members that received funding from this grant were AKKAPKA, Mindanao Peoples Caucus (MPC), MCW, CCAGG, Nisa Ul Haqq fi Bangsamoro, Katungod han Samarena Foundation, Mothers for Peace (through the MPC), Mindanao Peaceweavers (through the IID), Isis International, Saint Louis College of Bulanao, and GZO. Non-network members that served as partner groups in localization initiatives, such as the Philippine Center for Islam and Democracy, also received funding from this grant.
- 155 The name WANMAR is coined from the acronyms West African Network for Peace building Sierra Leone (WANEP) and Mano River Women's Peace Network Sierra Leone (MARWOPNET).
- 156 CORDAID provided much needed funding to kick-start the drafting process, contributing USD 115,492.07 (EURO 84,000.00) to the West African Network for Peace building Sierra Leone and the Mano River Women's Peace Network Sierra Leone.
- 157 President Koroma's statement to the women of Sierra Leone on March 8, 2013, International Women's Day, Freetown, Sierra Leone. Available at <http://www.sierra-leone.org/Speeches/koroma-030813.html>
- 158 See Sierra Leone's National Action Plan on UNSCR 1325 and 1820, p. 27. The NAP is available at [http://www.peacewomen.org/assets/file/NationalActionPlans/sierra\\_leone\\_nap.pdf](http://www.peacewomen.org/assets/file/NationalActionPlans/sierra_leone_nap.pdf)
- 159 The Sierra Leone National Action Plan on UNSCR 1325 and 1820.
- 160 Interview with the Director of the Ministry of Social Welfare, Gender and Children's Affairs, February 26, 2014.
- 161 See for example "Owning Development: Promoting Gender Equality in New Aid Modalities and Partnerships." Conference sponsored by the United Nations Development Fund for Women (UNIFEM) and the European Commission (EC), 9-11 November 2005, Brussels, Belgium. Available at [http://www.unifem.org/attachments/events/UNIFEM-EC\\_Conference\\_Report.pdf](http://www.unifem.org/attachments/events/UNIFEM-EC_Conference_Report.pdf)

162 Femme Africa Solidarite (FAS) and Women In Peace building and Security Network (WIPSEN) provided resources for NAP development, supporting the working groups crafting the NAP.

163 The proposed Multistakeholder Financing Mechanism (MFM) for NAP 1325 is a funding modality that aims to support resource generation, coordinate fund management, and broaden the number of actors involved in discussing and making decisions on financing for NAP 1325 implementation. The MFM would consist of governments, donors, UN agencies, CSOs and, potentially, private sector actors. The concept of an MFM is grounded in the principles of broad national ownership, expanding upon the Paris Declaration on Aid Effectiveness (2005) and the Accra Agenda for Action (2008). The MFM would also be in line with the New Deal for Engagement in Fragile States agreed in Busan, Korea in December 2011 by the G7 + group of 19 fragile and conflict affected countries, development partners, and international organizations. Specifically, the MFM is guided by the following principles: 1) Locally-owned frameworks 2) Based on a comprehensive and accurate assessment of the local context's needs, resources, and capacities 3) Resources planned and mobilized in accordance with this assessment 4) Engagement of and access for NGOs 5) Transparency and monitoring 6) Efficiency in disbursement 7) Improve coordination and promote collaboration among different actors involved in women, peace and security advocacy and programming 8) Explore partnerships with the private sector 9) Earmark 1325 Funds, review military and other government budgets, and identify windows upon which 1325 implementation could be funded 10) Recognize and further strengthen civil society's capacity to generate and manage financial resources dedicated to 1325 implementation.