

The Global Acceleration Instrument for Women, Peace & Security and Humanitarian Action

TERMS OF REFERENCE



Bangui National Forum, Central African Republic. UN Photo/Catianne Tijerina

February 2016

OVERVIEW OF THE MAIN PURPOSE AND ADDED VALUE OF THE GLOBAL ACCELERATION INSTRUMENT (GAI)

The Global Acceleration Instrument (GAI) is a pooled financing mechanism that brings three unique benefits to enhance women's engagement in peace, security and humanitarian action. The GAI:

- Breaks silos between humanitarian, peace, security and development finance by investing in enhancing women's engagement, leadership and empowerment across all phases of the crisis, peace, security, and development contiguum.
- Addresses structural funding gaps for women's participation in key phases of the crisis, peace and security, and development contiguum by improving the timeliness, predictability and flexibility of international assistance.
- Improves policy coherence and coordination by complementing existing financing instruments and promoting synergies across all actors: multi-lateral and bilateral entities, national governments' women's machineries; and local civil society organizations

The establishment of the GAI is recommended by the Global Study on the Implementation of Security Council Resolution 1325 (2000) and welcomed by the UN Secretary-General in his 2015 Report to the Security Council on Women and Peace and Security. The GAI is also Recognized in UN Security Council Resolution 2242 (2015) as one avenue to attract resources, coordinate responses and accelerate implementation, in addition to existing complementary mechanisms.

I. INTRODUCTION: Background, Challenges and Opportunities

Since 2000 and the adoption of Security Council resolution 1325, remarkable normative progress has been made at the global, regional and national levels to further advance and operationalize the women, peace and security (WPS) agenda.¹ There is also increasing recognition that placing women's agency at the center of the transition from crisis to sustainable development offers enormous potential for leveraging transformative change.² **The Secretary-General's 2015 Report to the Security Council on Women and Peace and Security confirms that the capacity of countries to prevent violence, negotiate peace, boost economic recovery and protect populations hinges on women's participation.** Women's meaningful participation in peace and security increases by 50 per cent the likelihood that peace will be sustained.³ Women can play a critical role in conflict prevention by creating early warning networks (including for violent extremism and radicalization), and bridging divides across communities. Research shows that women can greatly facilitate mediation efforts and peace negotiations by opening new avenues for dialogue between different factions. Furthermore, women's active participation in economic re-vitalization makes peacebuilding and recovery efforts more sustainable, as women are more likely to invest their income in family and community welfare.⁴ Similarly, recent evaluations and mounting good practices demonstrate that security and justice sector reforms are more likely to respond to the diverse needs of

¹ See: S/RES/1325 (2000), S/RES/1820 (2008), S/RES/1888 (2009), S/RES/1889 (2009), S/RES/1960 (2010), S/RES/2106 (2013), and S/RES/2122 (2013).

² UN Women, *In Pursuit of Justice : Progress of the World's Women* (2011-2012)

³ Advisory Group of Experts on UN Peacebuilding Architecture Review (2015).

⁴ Justino, Patricia. "Women Working For Recovery: The Impact of Female Employment on Family and Community Welfare after Conflict." *UN Women Sourcebook on Women, Peace and Security*. New York. October 2012.

a post-conflict society and address effectively grievances if security and justice institutions are representative of the societies that they serve.⁵

Yet, despite the benefits that investing in women can bring, the contribution of women to prevention, humanitarian response and peace consolidation continues to be undervalued, under-utilized and under-resourced. Security Council resolutions 2122 (2013) and 2242 (2015) recognize the significant deficits that exist in implementation of the women, peace and security agenda, including in protection from human rights abuses and violations; opportunities for women to exercise leadership; the capacities and commitment of all actors involved in the implementation of resolution 1325 (2000) and subsequent resolutions; and resources allocated to WPS priorities. A growing body of research has demonstrated the striking gap between policy commitments for gender equality and the empowerment of women, and financial resources allocated to achieve them. It has also illustrated the need to directly align commitments on women, peace and security with planning, budgeting, monitoring and evaluation systems. In his 2014 Report to the Security Council on women and peace and security, the Secretary-General noted that financing for WPS remains inadequate. The Secretary-General called on Member States to ensure that national and regional action plans in this area are well financed and that dedicated budget lines are included in all peace, security and peacebuilding initiatives.⁶ Operational paragraph 7(b) of Security Council resolution 2122 (2013) also called on Member States to develop dedicated financing mechanisms to support the agenda.⁷ This was echoed again in the Secretary-General's 2015 Report, where he encouraged bilateral and multilateral donors to increase resources and access to capacity building for women's organizations in fragile settings, as well as in resolution 2242 (2015).

However, the latest data from the Development Assistance Committee of the Organization for Economic Cooperation and Development (OECD-DAC), confirms that financial resources fall far short of political commitments. While aid to gender equality in fragile states and economies is on an upward trajectory, the amounts remain insufficient to implement the commitments that governments have made, and only a small proportion of aid to fragile states and economies addresses women's specific needs. **In 2012-2013 only 2 per cent of aid to the peace and security sector targeted gender equality as a principal objective.**⁸ Of these extremely limited resources, OECD-DAC data also shows that only a tiny fraction goes to women's organizations in fragile contexts, which continue to lack access to sustainable funding beyond short-term project support despite their vital role in mitigating conflict and in building peace. In 2012-13, only USD 130 million of aid from OECD-DAC countries went to women's organizations - of a total USD 31.8 billion of aid to fragile states over the same period.⁹ Finally, traditional development assistance is slow to materialize in most fragile contexts and is skewed towards a limited number of conflict-affected countries.¹⁰

Similarly, humanitarian finance is coming under increasing pressure. By the end of 2014, humanitarian needs reached an unprecedented level - \$18.1 billion - of which only 57 per cent was financed.¹¹ Of this, in 2014, only 20 per cent of humanitarian projects were coded as making a significant contribution to gender equality, while 65 per cent of funding reported through UN OCHA's Financial Tracking Service (FTS) simply did not use the gender marker introduced five years ago. The life-saving nature of humanitarian assistance and the urgency of the response means that insufficient time and emphasis is placed on conducting gender assessments and analyses. Where gender assessments do take place, there is a lack of engagement of women's groups due to capacity, cultural, security and/or political barriers. However, gender blind delivery of assistance is seldom gender neutral,

⁵ UN Integrated Technical Guidance Note on Gender-Responsive SSR. November 2012

⁶ Report of the Secretary-General on women and peace and security, S/2014/693, para 78

⁷ S/RES/2122 (2012)

⁸ OECD-DAC Gender Equality Network. "Financing Security Council resolution 1325 (2000)." March 2015

⁹ Financing UN Security Council Resolution 1325: Aid in Support of Gender Equality and Women's Rights in Fragile Contexts

¹⁰ MPTF Office (2014). Financing integrated peace consolidation efforts.

¹¹ OCHA Financing Tracking Service website: Tracking global humanitarian aid flows. <http://fts.unocha.org>

and the specific structural barriers faced by women result in gender discrimination. Consultations in the margins of the World Humanitarian Summit have confirmed that local women's organizations are rarely leveraged or financially supported by national and international humanitarian actors in service delivery or camp management. Most funding for humanitarian response is channeled through UN agencies or large international NGOs with a track record of operating in humanitarian crisis. Even where financing instruments have been designed to fund national and local NGOs, the short time frame for delivery of humanitarian action makes it impossible for grassroots women's organizations to develop the capacity required to be considered as plausible implementing partners.

Finally, humanitarian, peace and security and development assistance continue to operate in silos. They each have different aims, follow different principles, operate over different spatial and temporal scales and are aligned with different budget lines and rules managed by different actors.¹² However, as the risks associated with violence and conflict become increasingly more complex, interconnected and co-variant, working in silos no longer makes sense.¹³

To address the financing gaps and create greater synergies between different sources of finance to meet the needs of women across the humanitarian-development divide, a Women, Peace and Security Financing Discussion Group (FDG)¹⁴ was established in June 2014. Composed of representatives from donors, conflict-affected Member States, United Nations entities and civil society, the FDG provided a unique multi-stakeholder space for elaborating strategies for dedicated and scaled-up financing in support of the women, peace and security agenda.

Recognizing the urgent need to prioritize action, the FDG proposed the Global Acceleration Instrument (GAI) for Women, Peace and Security and Humanitarian Action - a pooled funding mechanism which aims to re-energize action and stimulate a significant shift in the financing of the women's participation, leadership and empowerment in humanitarian response, and peace and security settings.¹⁵ The Global Study recommends support to a dedicated funding mechanisms to further women's participation and support women's organizations in crisis contexts, including in particular the new GAI. This recommendation is recognized in the Secretary-General's 2015 Report as well as Security Council resolution 2242 (2015).¹⁶

The co-chairs summary of the World Humanitarian Summit global consultation that took place in Geneva in October 2015 also refers to "Making humanitarian action work for women and girls" by emphasizing: "Concerted action is necessary to close the gender gap and generate concrete steps that trigger accountability for the inclusion and leadership of women and girls in humanitarian action. Donors are urged to pledge increased funds to women's groups and end funding of programs that cannot demonstrate meeting the needs of women and girls".

The GAI is a flexible and rapid financing mechanism that supports quality interventions to enhance the capacity

¹² Visioning the Future: Reporting the findings of the Future of Humanitarian Financing initiative and dialogue processes (2015).

¹³ OECD (2013) Risk and Resilience: From good ideas to good practice.

¹⁴ The inaugural meeting of the WPS Financing Discussion Group took place on 20 June 2014 in New York. Current members: Minister of Social Welfare, Gender and Children's Affairs and Director for Gender, Sierra Leone, Minister of Gender and General Director of Women's Promotion and Gender Equality, Burundi, MFA Finland, Permanent Missions to UN: Netherlands, Norway, Switzerland, United Kingdom, Canada, Germany, Japan, Australia, Cordaid, Global Network of Women Peacebuilders, Resolution to Act - Inclusive Security, Woman Kind Worldwide, Gender Action for Peace and Security (GAPS UK), Saathi, WE Act 1325, Fontain Isoko, PeaceWomen, Afghan Women's Network, Kvinna till Kvinna, Cadre Permanent de Concertation de la Femme Congolaise (CAFCO) Corporación de Investigación y Acción Social y Económica (CIASE), Women, Peace and Security Network – Canada, Japanese civil society coordinating group on the NAP, PBSO, UNDP, and UN Women.

¹⁵ Cordaid and the Global Network of Women Peacebuilders have conducted research and advocated for dedicated funding for the implementation of UNSCR 1325 and the supporting resolutions on WPS since 2010. Together, they have worked with UN Women on the establishment of the WPS Financing Discussion Group and the GAI. Please see also the 2014 Report of the UN Secretary-General on women and peace and security (S/2014/693).

¹⁶ Paragraph 137.

to prevent conflict, respond to crises and emergencies, seize key peacebuilding opportunities, and encourage the sustainability and national ownership of investments. A minimum of fifty percent of all GAI funds are expected to be allocated to civil society organizations, with approximately another 50 per cent for the UN family who will ensure that about half of UN allocated funds are used to support national gender machineries.

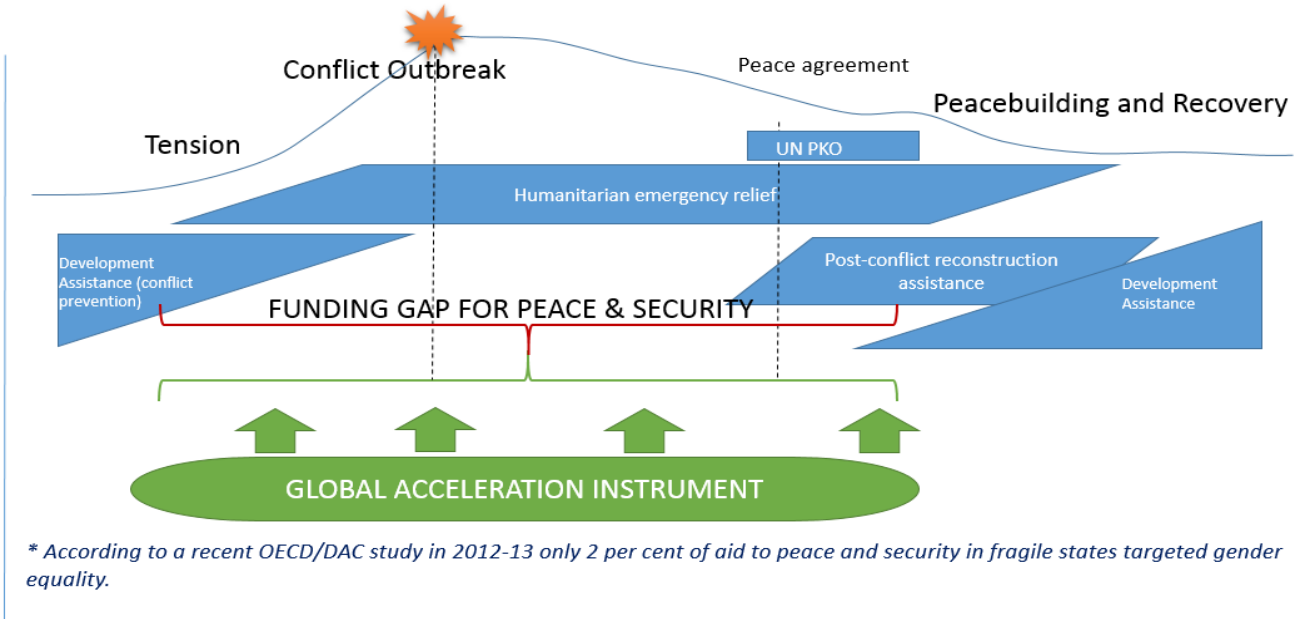
II. PURPOSE AND FUNCTION of the GAI

The GAI has three main functions. First, it breaks silos between humanitarian, peace, security and development finance by investing in enhancing women’s engagement, leadership and empowerment across all phases of the crisis, peace and security, and development contiguum.

Second, it addresses structural funding gaps for women’s participation in key phases of the crisis, peace and security, and development contiguum by improving the timeliness, predictability and flexibility of international assistance. Notably, it will ensure a timely investment in prevention upon receipt of early warning signals from women associations and accelerate the release of development assistance after successful peace negotiations.

The figure below illustrates the critical role that the GAI will play by supporting women’s engagement in prevention, crisis response, and peacebuilding and recovery.

Figure 1: Role that the GAI will play in investing in women’s engagement across all phases of the contiguum from crisis to peacebuilding and recovery



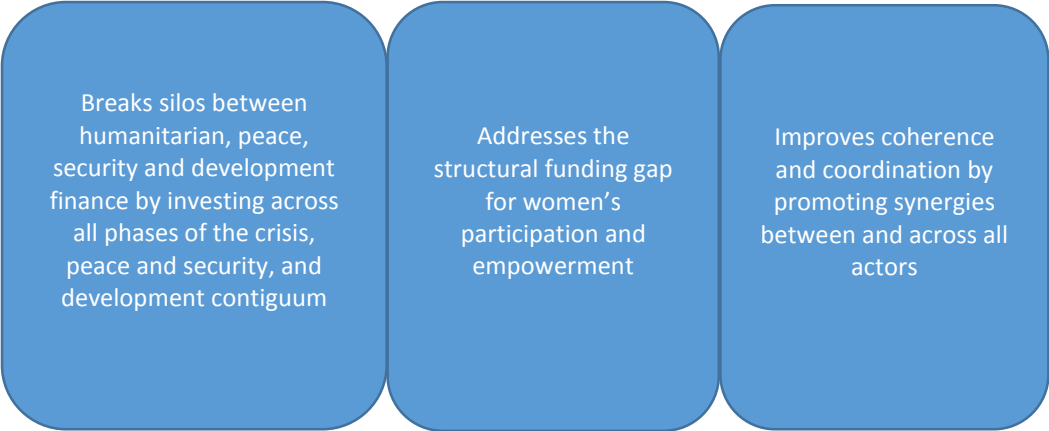
Adapted from JICA Thematic Guidelines on Peacebuilding (2011)

Third, recognizing that peace cannot be created nor sustained without investment in both the government and civil society organizations, the GAI will improve coordination and policy coherence of the WPS agenda by creating synergies between all actors across the contiguum. It will invest in strengthening the national gender machineries and local organizations, particularly in grassroots women’s organizations, with the required financial and technical support.

It will complement and could co-finance strategic interventions with other financing instruments, such as supporting the implementation of National Action Plans on women, peace and security in coordination with the Peacebuilding Fund (PBF). In order to ensure complementarity with the PBF, the GAI will prioritize support to peacebuilding interventions by the national gender machineries and civil society organizations in countries where the PBF operates. In countries where the PBF does not operate, the GAI will support peacebuilding interventions by both UN organizations, national gender machineries and civil society organization. This coordination will be facilitated by the representation of the Peacebuilding Support Office (PBSO) on the Funding Board of the GAI (see Governance Arrangements below).

In humanitarian settings, the GAI will complement existing humanitarian financing instruments by investing in local women’s organizations to ensure that women’s needs are incorporated into the humanitarian response. In the context of Delivering as One, UN Women Country Representatives will coordinate with UN Country Team actors through Gender Theme Groups to avoid any duplication of or inconsistency with country driven initiatives.

Figure 2: Added value of the GAI



III. THE GAI’S PROGRAMMATIC SCOPE AND THEORY OF CHANGE

The GAI is anchored in the shared theory of change articulated in *Tracking Implementation of Security Council Resolution 1325 (2000)*.¹⁷ The overall goal is to achieve **peaceful and gender equal societies**. Achievement of this goal will require that women are empowered to participate in, contribute to, and benefit from conflict prevention, crisis response, peacebuilding, and recovery. Results in these areas constitute the outcomes of the theory of change (see below). The detailed theory of change underlying the fund can be found in Figure 3.

- **Enabling environment for the implementation of WPS commitments:** This will require evidenced-based advocacy and technical support to ensure the adoption of quality, locally relevant accountability frameworks that meet emerging threats and challenges (including violent extremism), and that address attitudinal and cultural biases. Accountability frameworks, including National Action Plans on resolution

¹⁷ UN Women (2012).

1325 must be financed and monitored to ensure implementation. This will require the empowerment of national gender machineries, civil society, and the UN system.

- **Conflict prevention:** Women's meaningful participation in conflict prevention can only materialize if three conditions are in place. First, favourable attitudes of parties to the conflict and communities towards women's participation in conflict prevention must be promoted. Second, local women's organizations must have the capacity to identify and respond to threats by establishing networks, early-warning systems and mechanisms that offer opportunities for dialogue and peacefully engagement. Finally, women's conflict prevention mechanisms must be connected to national and international reporting and response systems.
- **Humanitarian response:** Ensuring that the humanitarian/crisis response planning, frameworks and programming are informed by gender analysis and needs assessments, requires both the technical tools as well as direct support to local women's organizations to engage effectively in humanitarian planning and programming. It will also require that women's organizations are given a more meaningful role in service delivery, and actively participate and exercise leadership in camp coordination and management.
- **Conflict resolution:** Addressing attitudinal and cultural barriers to women's representation and participation in formal and informal peace negotiations is critical to increasing their role in these processes. Increasing the availability of gender expertise and capacity of mediators in the negotiations are also crucial. Finally, women's organizations will require support to strengthen their leadership capacity, negotiation skills, technical knowledge and abilities to influence and build consensus.
- **Protection:** Ensuring that women and girls' safety, physical and mental health and security are assured and their human rights respected, requires measures that prevent acts of violence, facilitate access to services for survivors of violence, and strengthen accountability mechanisms. Prevention includes putting in place operational mechanisms and structures that strengthen the physical security and safety for women and girls. This covers both peacekeepers and national security forces. It also includes strengthening the capacity of the gender machineries and women's organizations to identify and report on sexual and gender-based violence, including in relation to violent extremism. Access to services includes access to comprehensive redress, including justice, appropriate health & psycho-social support services. Protection of women and girls will also require that international, national and non-state actors are responsive and held to account for any violations of the rights of women and girls in line with international standards.
- **Peacebuilding and recovery:** In order to ensure that women's and girls' specific needs are met in conflict and post-conflict situations, women must have the capacity and opportunity to meaningfully participate in recovery planning. They must also benefit from peacebuilding and recovery investments. Women's economic empowerment in both agricultural activities and entrepreneurship is particularly relevant in this regard. Finally, sustained peace will require post-conflict institutions and processes that are gender-responsive.

Based on this theory of change, and Funding Board decisions, the GAI will develop annual results frameworks, setting out its allocation priorities, including eligible countries for the year. Countries are expected to deliver on outcomes that are most relevant to their context. Priority countries will be defined yearly by the funding board depending on situations brought to the attention of the Security Council; priorities of board members and; value added of the fund. A mechanism will be in place to ensure that the GAI can make allocations to emergencies and unforeseen needs (see Project Allocation).

Strategies

As key strategies of the GAI, both knowledge management and capacity building will be prioritized across all areas of GAI implementation. Projects and proposals will be evaluated in terms of their knowledge management aspects and capacity building components. In addition, specific projects related to global knowledge management and capacity building will be sought to enhance the learning and capacity strengthening aspects.

- Capacity development is a crosscutting strategy that will be applied through all outcomes, outputs and activities that are supported by the GAI. Capacity development will be targeted at both rights holders (women's groups and civil society organizations), and duty bearers (international and national policy-makers) to integrate women, peace and security commitments into all peace making and peacebuilding efforts. A key focus will be to increase the capacities of women's organizations for project development and management, which will help increase their absorption ability and capacity to monitor and report.
- Knowledge capture, sharing and learning will be utilized to replicate best practices across countries and regions. Recent evaluations have stressed that despite emerging good practice, insufficient knowledge capture and sharing has hindered progress on the agenda.

Figure 3: Theory of Change underlying the GAI

Goal	<p>More peaceful and gender equal societies Key indicators: % of fragile countries with a gender equality index (based on select indicators from SDG goals 5 and 16) higher than X; # of countries that relapsed into violence in the last calendar year); % of funding allocated to gender-responsive humanitarian response.</p>					
Goal TOC Statement	<p>If (1) an enabling environment for implementation of WPS commitments is created; if (2) women participate in decision-making processes related to conflict prevention, crisis response and the negotiation of peace in a quality manner; if (3) the safety, physical and mental health and economic security of women and girls are assured, their human rights respected, and their specific needs met in the peacebuilding and recovery process; then (4) societies will be more peaceful & gender equal; because (5) evidence shows that women are drivers of peace, inclusive societies are more likely to be stable, & post-conflict settings are opportunities to address underlying gender inequality barriers.</p>					
Outcomes	<p>1. An enabling environment for implementation of WPS commitments is created</p>	<p>2. Conflict Prevention: Women participate in and inform decision-making processes & responses related to conflict prevention</p>	<p>3. Humanitarian/crisis response planning, frameworks and programming are gender inclusive & responsive</p>	<p>4. Conflict Resolution: Representation and leadership of women is increased in formal and informal peace negotiations</p>	<p>5. Protection: Women and girls' safety, physical and mental health and security are assured and their human rights respected</p>	<p>6. Peacebuilding & Recovery: The socio-economic recovery & political participation of women and girls are promoted in post-conflict situations</p>
Outcome TOC	<p>If (1) quality accountability frameworks to meet WPS commitments are in place; and if these frameworks are adequately financed and monitored; then (2) implementation of WPS commitments will improve; because (3) the necessary conditions required for implementation of WPS commitments will be in place</p>	<p>If (1) favourable attitudes towards women's participation in conflict prevention is promoted; if women are empowered to lead early warning and conflict prevention mechanisms, and if these mechanisms are connected to national and international reporting and response systems; then (2) conflict prevention efforts will be more successful; because (3) evidence shows that women have access to unique sources of information which can improve both conflict prevention and response.</p>	<p>If (1) women's needs inform humanitarian planning and programming; and national, UN, and civil society organizations have the capacity and opportunity to integrate gender equality into planning and programming; then (2) humanitarian planning and programming will be gender inclusive, responsive and promote women's empowerment; because (3) experience shows that explicit involvement of women in the design and implementation of humanitarian assistance facilitates meeting their needs</p>	<p>If (1) mediators and parties to the conflict favour women's participation in the peace negotiations, if gender expertise is made available, and if the capacity and influence of women to engage in the negotiation process is strengthened; then (2) peace agreements are more likely to be successful; because (3) women's participation is proven to shift power dynamics towards peace, inclusiveness and equality.</p>	<p>If (1) there are mechanisms in place, informed by women's participation, to increase the physical security of women and girls; if perpetrators of SGBV are held to account; and if survivors have access to comprehensive redress; then (2) women and girls will be safer and their human rights respected; because (3) security, justice, and support services reduce the likelihood of conflict-related crimes</p>	<p>If (1) women participate in and benefit from peacebuilding & recovery efforts; and if post-conflict institutions and processes are gender-responsive; then (2); peace dividends will be more inclusive; security reforms will benefit all, and economic recovery will be accelerated; because (3) including women in the recovery brings broader benefits to communities and nations</p>
Outputs	<p>1.1 Gender equality advocates have the resources and capacity to promote evidence based advocacy 1.2. UN system empowered to meet WPS commitments (lead coordination & implementation of UN accountability frameworks on WPS) 1.3. Member States adopt quality accountability frameworks, which are locally contextualized, including to meet emerging threats and challenges 1.4. Accountability frameworks are adequately financed, monitored & adapting to changing circumstances</p>	<p>2.1. Favourable attitudes of parties to the conflict & communities towards women's participation in conflict prevention is promoted 2.2. Women participate and lead in effective early-warning and conflict prevention mechanisms 2.3. Women's early-warning mechanisms are connected to national and international reporting and response systems</p>	<p>3.1. Gender analysis and assessments conducted to inform multi-sectoral humanitarian/crisis response planning and programming 3.2. Increased capacity and effective engagement of women & gender machineries in humanitarian planning, programming, and relief efforts 3.3 National, UN & aid coordination mechanisms strengthened to identify, address and monitor the needs of women and girls</p>	<p>4.1. Favourable attitudes of mediators and parties to the conflict towards women's participation is promoted 4.2. Availability of gender expertise in the negotiations increased 4.3. Increased leadership capacity and influence of women to engage in formal and informal peace negotiations</p>	<p>5.1. Operational mechanisms and structures in place for strengthening physical security and safety for women and girls 5.2. Women and girls at risk and SGBV survivors have access to comprehensive redress, including justice, appropriate health & psycho-social support services 5.3. International, national and non-state actors are responsive and held to account for any violations of the rights of women and girls in line with international standards</p>	<p>6.1. Women participate in peacebuilding & recovery planning 6.2. Women benefit from peacebuilding and recovery efforts 6.3. Post-conflict institutions and processes (including security, justice, reconciliation & governance) and are gender-responsive</p>

IV. GOVERNANCE ARRANGEMENTS

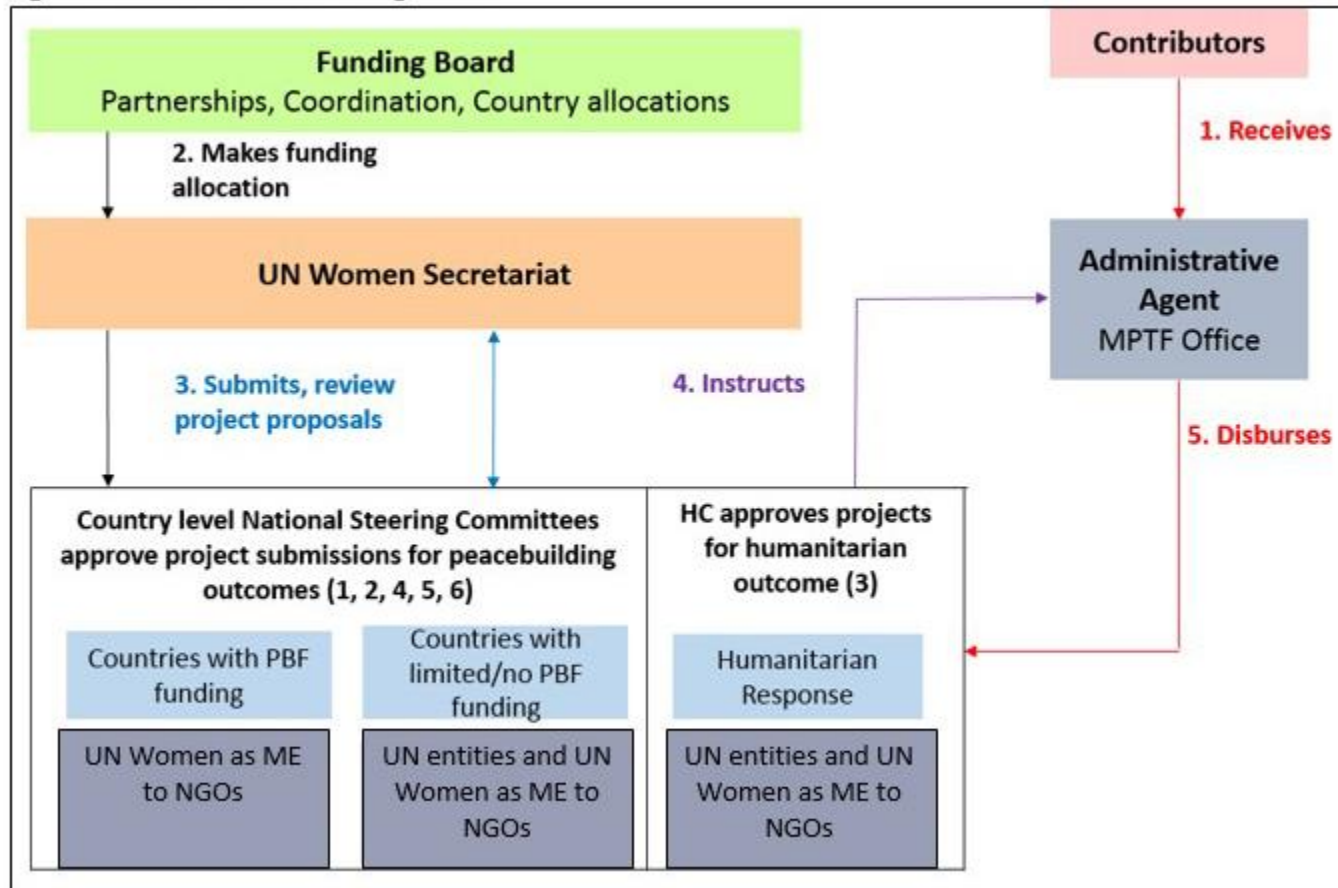
As the GAI is a partnership between Member States, United Nations and civil society, representatives of all stakeholders will be included in its governance architecture. Mobilization of resources will also be a shared responsibility, as well as the accountability for results.

The management of the GAI is carried out at three levels: (i) partnership coordination and fund operations (Funding Board, National Steering Committees and Secretariat), (ii) fund design and administration (MPTF Office), and the (iii) fund implementation (implementing organizations). In order to ensure flexibility and country ownership, the governance arrangements combine a global oversight mechanism with country specific steering committees. A Secretariat ensures operational support for the GAI. The GAI is administered by the MPTF Office. Fund implementers are UN entities. UN Women acts as the UN Management Entity for NGOs.

In its role as the UN Management Entity, performing an additional oversight function, UN Women will assume programmatic and financial accountability for funds received from the Administrative Agent and ensure timely disbursements of funds to NGO partners and other designated institutions or entities in accordance to the decisions of the country level steering committee and its rules and regulations. UN Women will also ensure projects monitoring, evaluation and audits of NGO projects and manage the reporting system of NGO projects on behalf of the steering committee and in line with its rules and regulations.

A summary of the governance arrangements is shown in the figure below:

Figure 4: GAI Governance Arrangements



Fund allocation

a) GAI Funding Board

A Funding Board will be established comprised of representatives from the UN family, Member States and civil society. The four largest donors to the GAI will be invited to participate in the Funding Board. In addition to UN Women, two UN participating organizations (rotational), and the Peacebuilding Support Office (PBSO) will form part of the Funding Board. Four representatives from civil society organizations focused on prevention, response and peacebuilding will be invited as members of the Funding Board on a rotational basis. The funding board will be chaired by a UN entity on a rotational basis.

The main role of the GAI Funding Board is to provide a partnership platform, set its strategic direction, make resource allocation decisions, and monitor progress towards achieving its results. Decisions will be made on a consensual basis. The Funding Board will develop an investment plan for a three year period based on the GAI's theory of change, which will detail its priorities, expected results and financial needs. This process ensures that the Funding Board manages the GAI in a dynamic manner, builds synergies with other funds and joint programmes, and reviews its underlying theory of change and expected results based on experience, lessons learned and changing contexts. The Funding Board will take into consideration information from the GAI's results-based management system into its allocation decisions.

The role of the Funding Board will also include *inter alia*:

- i. Provide a platform for partnership, coordination and advocacy
- ii. Approve tri-annual investment frameworks, including list of eligible countries and overall results framework as well as country allocation criteria.
- iii. Provide general oversight and exercise overall accountability of the GAI
- iv. Approve Fund risk management strategy and review risk monitoring regularly
- v. Approve allocation to countries based on the GAI's investment framework, expected results and allocation criteria.
- vi. Review Fund status and oversee the overall progress against the overall results framework
- vii. Review and approve the periodic progress reports consolidated by the Administrative Agent and the Secretariat based on the progress reports submitted by the Implementing Entities
- viii. Commission mid-term and final independent evaluations on the overall performance of the Fund;
- ix. Approve direct costs related to fund operations support by the Technical Secretariat
- x. Approve Fund extensions and updates to the Fund TOR, as required
- xi. Mobilize resources and manage donor relations
- xii. Commission lessons learned or development of knowledge products and request the MPTF Office to make fund transfers to implementing entities accordingly.
- xiii. Provide quality assurance of knowledge products

The Funding Board will adopt its own Operations Manual, prepared by the Secretariat with the support from the Administrative Agent. The Funding Board meets regularly and makes funding decisions by consensus. Members of the Funding Board will step out for funding decisions related to their proposal submissions to avoid any conflict of interest. The MPTF Office is an ex-officio member of the Funding Board.

b) Country level steering committees

At country level, national mechanisms will approve project proposals within the country allocation approved by the Funding Board. Country level steering committees will follow the same principle of equal partnership as the GAI Funding Board. They will be comprised of representatives from the UN family, Member States and civil society. The design and working methods of country level steering committees will be guided by principles of inclusion, transparency and accountability, with clear criteria for leadership and projects that promote the purpose of the GAI. To the extent

possible, existing structures will be used rather than establishing new ones and connections and synergies will be found with other funds or joint programmes operating at country level. In most cases, it is envisaged that existing coordination committees for WPS will be used. In countries where the PBF operates, the GAI country level steering mechanism will be co-chaired by UN Women and the Ministry of Women's Affairs. In order to ensure complementarity with the PBF, the co-chairs of the PBF Joint Steering Committees (the UN Resident Coordinator and government co-chair) will be invited to join the GAI country level steering committee. In countries where the PBF has a limited or no interventions, the UN Resident Coordinator will co-chair the GAI country level steering mechanism. The country level steering committee will be supported by UN Women or by the UN lead agency where UN Women does not have a full country presence.

Project approvals for humanitarian allocations will be made by the Humanitarian Coordinator in consultation with the humanitarian country team. Similarly, in order to enable the GAI to intervene in a preventative manner, particularly during a conflict, there may be cases where project approvals are made by the UN Resident Coordinator.

The Resident Coordinator and the UN Women country office will submit the most appropriate country level steering mechanism to the Funding Board for approval as part of the country allocation process.

The Country level steering committees will be in charge of providing strategic direction, oversight and coordination of implementation of their portfolio. It will assume the following responsibilities:

- i. Ensure that project documents are shared with the GAI Secretariat for technical review.
- ii. Approve project documents once an allocation by the GAI Funding Board has been made to the country.
- iii. Request the Administrative Agent to transfer funding to implementing organizations based on approved project documents and available cash balance in the country fund account.
- iv. Approve programmatic or budget revisions as appropriate.
- v. Approve consolidated annual progress reports.
- vi. Mobilize resources for the GAI and manage partner relationships at country level.
- vii. Coordinate broad national and local consultations ahead of a civil society self-selection process to ensure diverse representation

c) *GAI Technical Secretariat*

Using its expertise and capacity, UN Women will act as the GAI Technical Secretariat, thus ensuring that dedicated funding is accompanied by technical expertise, political support, and the appropriate partnerships. UN Women will coordinate with the rest of the UN system through the UN Inter-Agency Standing Committee on WPS.

UN Women is uniquely situated to drive a global effort to accelerate implementation of the women, peace and security agenda. In terms of sources of support from the UN system, a civil society survey conducted for the Global Study on Security Council resolution 1325 revealed that almost two thirds (63 per cent) of civil society organizations receive their support from UN Women for their work on women, peace and security. UN Women is also recognized within and outside the UN system as leading global efforts to address the gendered aspects of conflict prevention, post-conflict

participation, protection and early recovery, through strategies including knowledge generation, partnerships with key stakeholders, global programming and evidence-based advocacy. UN Women is entrusted the coordination and convening role in the area of gender equality and promoting women's rights, including women, peace and security, by the UN General Assembly (UN GA) in its founding resolution A/RES/64/289¹⁸ UN GA resolution A/RES/63/311 on system-wide coherence¹⁹, and work under the guidance of its Executive Board. In the area of women, peace and security, UN Women's coordination and accountability role is recognized specifically in Security Council resolution 2242 (2015).

The Technical Secretariat functions of the GAI Funding Board, include but not limited to convening meetings, drafting agendas and minutes, organizing project reviews, communicating decisions made, and consolidating annual narrative reports.

The Technical Secretariat:

- i. Elaborates an Operations Manual;
- ii. Provides logistical and operational support to the Funding Board;
- iii. Reviews proposals submitted for funding, ensuring their conformity with the requirements of the Terms of Reference (TOR) and annual results framework;
- iv. Ensures the monitoring of the operational risks and Fund performance;
- v. Consolidates annual and final narrative reports provided by the country level steering mechanisms and shares with the Funding Board for review as well as with Administrative Agent for preparation of consolidated narrative and financial reports;
- vi. Facilitates collaboration and communication between the Funding Board, country level steering mechanisms, and implementing entities to ensure programmes are implemented effectively;
- vii. Liaises with the Administrative Agent on fund administration issues, including issues related to project/ fund extensions and project/fund closure.

In addition to the general management support costs, UN Women will utilize no more than five per cent of the overall budget to cover direct costs related to the secretariat functions, technical assistance, quality assurance, reporting, knowledge management and communication.

Fund Implementation

d) Implementing Partners

The GAI will act as a UN pass-through mechanism, transferring resources directly to various Participating UN Organizations, and thereby avoiding any duplication of operating procedures, and minimizing transaction costs. A minimum threshold of 100 000 USD per individual transfer to a UN organization will be set up.

¹⁸ http://www.un.org/ga/search/view_doc.asp?symbol=A/RES/64/289&Lang=E

¹⁹ http://www.un.org/ga/search/view_doc.asp?symbol=A/RES/63/311&Lang=E

UN Women will serve as the Participating UN Organization for NGO projects performing the functions of the UN Management Entity (ME). At the global level, the Funding Board may approve funding allocations to umbrella and international organizations. At the country level UN Women Country Offices will support NGOs in designing and developing project proposals for submission to the GAI, and strengthen their capacity in implementation of the women's peace and security agenda. Specific efforts will be made to identify, work with, and mentor a range of local NGOs at the country level. The participating NGO will receive funds for approved projects through UN Women at the country level, through UN Women country offices or regional offices for the countries where the Entity does not have a field presence. The ME will take full financial and programmatic accountability for the funds channeled to partner NGOs. As a Management Entity, UN Women will also ensure quality of financial and technical reporting and will be responsible of consolidating the reports.

UN Women will link the critical work of NGOs on the ground, with the broader political and peacebuilding processes. UN Women will also fully leverage and develop the absorptive capacity of NGOs in this field, and ensure knowledge management and learning between NGO partners at the country level. Participating UN Organizations and NGO partners will be responsible for management of the project cycle. In line with current UNDG guidelines, Participating UN Organizations, including UN Women for the ME function, may charge up to 7% to cover their indirect costs.

Fund Administration

(e) Administrative Agent

The GAI will be administered by the UNDP MPTF Office, acting as the Administrative Agent. The UNDP Multi-Partner Trust Fund Office is a UN Facility which administers over 100 UN common funding instruments (<http://mptf.undp.org>).

Description of the responsibilities of the Administrative Agent, as per UNDG "Protocol on the Administrative Agent for Multi-Donor Trust Funds and Joint Programmes, and One UN Funds". The AA will be entitled to allocate an administrative fee of one percent (1%) of the amount contributed by each donor, to meet the costs of performing the AA's standard functions as described in the MOU.

The standard functions include:

- i. *Fund design*: Support for developing the Fund concept note and the TOR. This includes notably support for the design of the fund architecture (i.e. governance arrangements), the establishment of legal instruments, and the development of a logical framework based on the theory of change
- ii. *Fund administration*: The Administrative Agent concludes Memorandum of Understanding (MOU) with the Participating UN Organizations and Standard Administrative Arrangements (SAAs) with contributing partners. Receipt, administration, and disbursement of funds to the participating organizations according to the instructions of the Steering Committee. Ensure consolidation of statements and reports, based on submissions provided by each Participating UN Organizations, and ensure annual and final financial reporting to contributing partners and the Founding Board. The Administrative Agent will disburse funds to the Secretariat for direct costs based on the decision of the Executive Board. On an annual basis, the Administrative Agent will notify the Steering Committee of the amounts used for such purposes

In addition, the MPTF Office through its GATEWAY (<http://mptf.undp.org/>) offers web-based service portal, which provides real-time financial data generated directly from UNDP's accounting system. It is a first of its kind in the UN to provide real-time, transparent, financial information to the public. Partners are now able to track information on contributions, transfers and expenditures.

Figure 6: MPTF Office GATEWAY

The screenshot displays the MPTF Office GATEWAY website. At the top, it features the UNDP Home link, a search bar, and the text 'MULTI-PARTNER TRUST FUND OFFICE GATEWAY Fund administration in real time. Data refreshed 3 hours ago.' The navigation menu includes Home, My GATEWAY, Funds & Joint Programmes, Countries/Regions, Participating Organizations, and Contributors/Partners. A left sidebar contains sections for Overview, About MPTF Office, Tools, Resources, and Reports. The main content area is divided into several sections: 'Activity in My GATEWAY' with a search box and a description of bookmarking; 'What we do' explaining the office's role; 'News' featuring a story about the Russian Federation's contribution to Ebola efforts; 'Publications' with a carousel of documents; 'Follow the funds' with an interactive map; 'Key figures' with a bar chart showing portfolio values in billions of US dollars for Commitments, Deposits, Transfers, and Expenditure; 'Annual Reports' with links to 2014 reports; and 'Real-time Commitments and Transfers' with a detailed table.

Real-time Commitments and Transfers			
Commitments		Agency Transfers	
Date	Contributor/Partner	Fund	Commitment
16 Jun 2015	NETHERLANDS, Government of	JP Bangladesh IWM	USD 68,664
9 Jun 2015	DEPARTMENT FOR INTL DEVELOPMENT (DFID)	JP oPt Rule of Law	GBP 1,300,000
9 Jun 2015	DEPARTMENT FOR INTL DEVELOPMENT (DFID)	JP oPt Rule of Law	GBP 1,200,000
9 Jun 2015	DEPARTMENT FOR INTL DEVELOPMENT (DFID)	JP oPt Rule of Law	GBP 1,300,000
9 Jun 2015	DEPARTMENT FOR INTL DEVELOPMENT (DFID)	JP oPt Rule of Law	GBP 1,200,000
8 Jun 2015	CZECH REPUBLIC, Government of	Ebola Response MPTF	CZK 5,000,000
5 Jun 2015	AUSTRALIA, Government of	PNG UN Country Fund	AUD 2,566,398
5 Jun 2015	AUSTRALIA, Government of	PNG UN Country Fund	AUD 1,672,554
5 Jun 2015	SWEDISH INTL DEVELOPMENT COOPERATION	Somalia Common Humanitarian Fd	SEK 39,000,000
3 Jun 2015	AUSTRALIA, Government of	UNPRPD Disability Fund	AUD 750,000

V. FUND IMPLEMENTATION

a) Contributions

Rather than consolidating all of the current resources dedicated to women, peace and security, the GAI seeks to both increase the pool of resources and improve the timing of investments through contributions from traditional donors, emerging partners, and the private sector. A resource mobilization strategy will be developed in early 2016.

The GAI will also emphasize in-kind contributions, notably from the private sector, through for example encouraging the private sector to train and recruit women²⁰. Best practices and experiences from various partners will be drawn on in this regard.

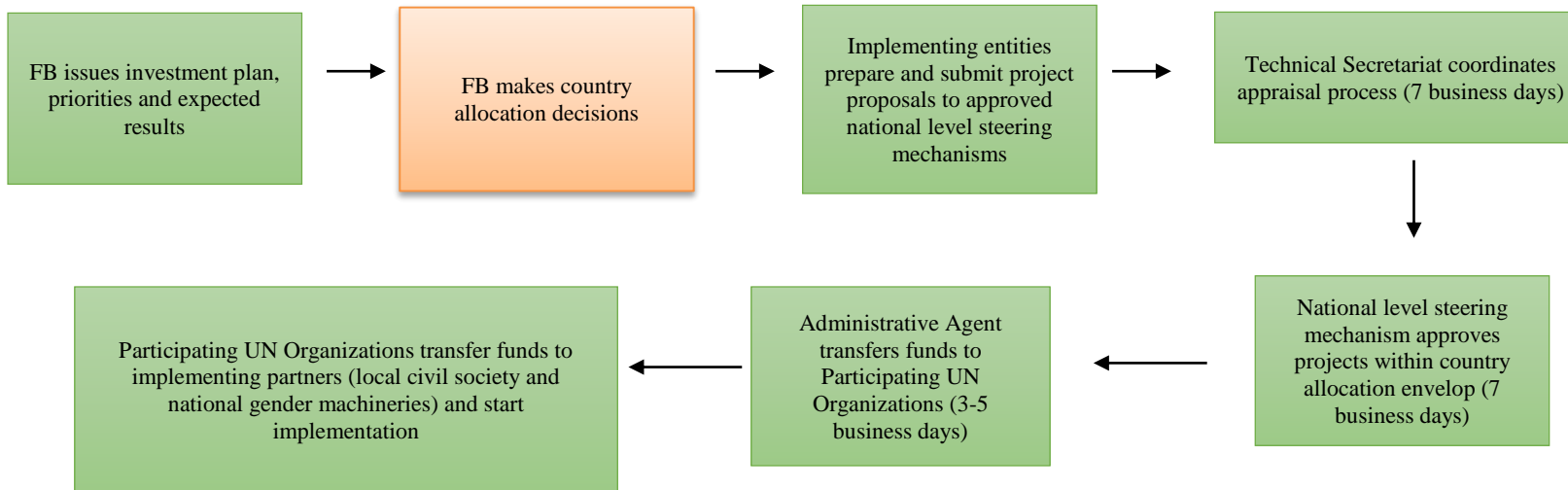
While unearmarked contributions are preferred, contributors may earmark their contributions to the GAI in line with UNDG guidance. Funding Contributions may be accepted in fully convertible currency or in any other currency that can be readily utilized. Such contributions will be deposited into the bank account designated by UNDP MPTF Office. The value of a contribution payment, if made in other than US dollars, will be determined by applying the United Nations operational rate of exchange in effect on the date of payment. Gains or losses on currency exchanges will be recorded in the UN MPTF account established by the Administrative Agent.

b) Project Approval Cycle

Project approval will be based on the GAI's investment plan and specific country allocation by the Funding Board, which sets out its country and thematic allocation priorities and expected outcome results. The GAI will aim to invest a minimum of \$2 million per eligible country to ensure a meaningful impact.

The figure below shows the approval steps.

Figure 9: Project approval cycle (regular cycle)



²⁰ In kind contributions will not be reflected in the financial report but will be included in the narrative report

In the case of an emergency or unforeseen needs, the Funding Board will convene within 48 hours to revise its allocation framework.

The Funding Board, will define selection criteria for project approvals to ensure that the GAI fulfils its functions, notably with regard to its 50 per cent target to local civil society organizations. Streamlined project submission templates will also be developed in the GAI’s operational manual.

c) Risk Management

As a pooled fund, the GAI is a risk sharing mechanism among all stakeholders. It can also assist in establishing a common understanding of risks, and can provide more efficiently and strategically for risk mitigation and adaptation measures. Risk sharing is a key element of the due diligence and operationalization of the GAI, and it is understood that the residual risk is shared among all stakeholders.

Three types of risks – contextual, programmatic, and institutional – will be considered and provisions for the identification, monitoring, tolerances, and risk responses will be elaborated as part of the GAI’s risk management strategy. A risk ranking matrix will capture the hierarchy of risk at different levels, allowing an assessment of the most appropriate responses to the identified risks, particularly to those risks most likely to impede success (very high and high).

Figure 10: Example risk ranking matrix

		Consequences				
		Insignificant (1)	Minor (2)	Moderate (3)	Major (4)	Extreme (5)
Likelihood	Very Likely (5)	Medium (5)	High (10)	High (15)	Very High (20)	Very High (25)
	Likely (4)	Medium (4)	Medium (8)	High (12)	High (16)	Very High (20)
	Possible (3)	Low (3)	Medium (6)	High (9)	High (12)	High (15)
	Unlikely (2)	Low (2)	Low (4)	Medium (6)	Medium (8)	High (10)
	Rare (1)	Low (1)	Low (2)	Medium (3)	Medium (4)	High (5)

An initial identification of the risks and mitigation strategies can be found in Annex 1.

d) Accountability

The provisions are specified in the legal instruments governing the Fund (MOU, MOA and SAA), and ensure a clear understanding with regards to programmatic and financial accountability of all stakeholders in the course of implementation. In addition to specifying the applicable rules and procedures this section can provide for any special arrangements in case the fund includes windows for non-UN stakeholders.

VI REPORTING, MONITORING AND KNOWLEDGEMENT MANAGEMENT

All reporting and monitoring will be undertaken in accordance with the standard MOU and SAA agreements. In addition, recipients will be required to submit semi-annual progress reports.

For each project approved for funding, each Implementing Organization will provide the Secretariat and the Administrative Agent with reports and financial annual statements prepared in accordance with their accounting and reporting procedures, as agreed upon in the legal agreements signed with the Administrative Agent.

Their annual and final reports will be results-oriented and evidence based. The reports will give a summary of results and achievements compared to the expected result in the project document. Both programmatic and financial performance indicators will be monitored at the outcome and output levels.

The output indicators would be specific to each project and reflect changes in skills or abilities, or the availability of new products and services that have been achieved with the resources provided by the GAI Fund. The evaluation of the performance of each output indicator will take external factors into account as well as the pre-identified assumptions and risks. The Implementing Organizations are responsible for the achievement of this first level of results and responsible for collecting and reporting data.

The outcome indicators will be agreed upon in the GAI Results Framework. They will monitor implementation of WPS and Humanitarian Action policies at the national/country level. Every project funded by the GAI Fund will be required to collect data associated to indicators of the outcome they are intended to contribute to, which will be tracked through the MPTF Office results management system. Reports will be used by the Steering Committee to review the overall progress against expected results and assess the achievement of performance target.

Knowledge Management and Learning.

Based on recommendations from the Global Study on resolution 1325(2000), as well as the PBSO Gender Thematic Review and several UN Women evaluations, knowledge capture, management and dissemination are critical challenges in the women, peace and security field. Great emphasis will be placed on documenting and analyzing good practice and lessons learned. Knowledge management strategy will be a key criteria against which proposals will be assessed. UN Women will also hire a knowledge management specialist as part of the GAI secretariat team to build the knowledge base, as well as structures and processes for capture and dissemination.

VII. EVALUATION

Description of the evaluation arrangements of the GAI are in line with standard UNDG MOU/SAA. The evaluation of the performance of each indicator will take external factors into account as well as the pre-identified assumptions and risks.

Routine monitoring at the country and global levels will ensure delivery of intended results. In addition, the Steering Committee will also commission two independent reviews/evaluations on the overall performance of the Fund. These evaluations will take place at mid-term (2017) and at the end of the first programme cycle (2020) respectively. The aim of these evaluations to be spelled out in further detail in the TORs for the evaluations, will be to study the various performance measurements of the Fund, to confirm or annul them, and to test the theory of change described in the Results Matrix. The mid-term evaluation will consist of specific recommendations to the Steering Committee for the review of the Fund Results Matrix and its underlying theories of the change if necessary.

VIII AUDIT

In line with the audit provisions in the standard MOU and SAA, as well as 2014 Framework for Joint Internal Audit of UN Joint Activities, the Administrative Agent and Participating UN Organizations will be audited according to their own rules and financial regulations and in line with this framework for joint audit.

IX. PUBLIC DISCLOSURE

The Technical Secretariat and the Administrative Agent ensure that the GAI's operations are disseminated, Information posted on the website shall include: contributions received, Steering Committee Decisions, funds transferred, annual certified expenditures, summaries of proposed and approved programmes, the work plan and Fund progress reports on subjects such as fundraising and external assessment reports, including relevant information on Fund operations.

All stakeholders should take appropriate measures to promote the GAI. Information shared with the press regarding fund beneficiaries, official notices, reports and publications shall acknowledge the GAI's role. More specifically, the Administrative Agent shall ensure that the role of the contributors and relevant stakeholders is fully acknowledged in all external communications related to the GAI.

X. MODIFICATION AND EXPIRATION OF THE GAI

The GAI has been established with an end date of December 2020. It may be extended based on approval by the Funding Board.

ANNEX 1: Risk Mitigation Matrix

Risk	Mitigation
Insufficient funding available to reach GAI goal.	The membership of the Financing Discussion Group will be mobilized to help the GAI secretariat raise funds. The shared ownership of the GAI will be a key asset in raising financial resources and security the appropriate political support as well. UN Women and partners will avail of the opportunities presented by the follow up to the 15 year review of resolution 1325 (2000) and related processes to advocate for concrete commitments on financing. The Funding Board will also be working with the group of Friends of 1325 on a regular basis to ensure financial commitments.
Lack of political will at senior decision making levels within the UN and governments	The support of Member State champions, through the Friends of 1325, will be engaged to create political support beyond the traditional friendly Member States and partners. UN Women and UN partners will also leverage existing partnerships within the UN system to create space and hold senior leaders accountable.
Lack of capacity of women’s rights organizations in post-conflict contexts	UN Women Country Offices will provide technical and capacity building support to women’s organizations design quality interventions, and will be accountable for the results. Partnerships will also be made with umbrella organizations that prioritize capacity building and networking for grassroots organizations. The added value of partnerships with civil society umbrella organizations will be their ability to reach women peace activists on the ground quickly and effectively.
Lack of security, high levels of instability and complex political dynamics in focus countries	The GAI Secretariat will liaise closely with UN Women Country Representatives and Regional Directors to be apprised routinely of the evolving contexts in focus countries.