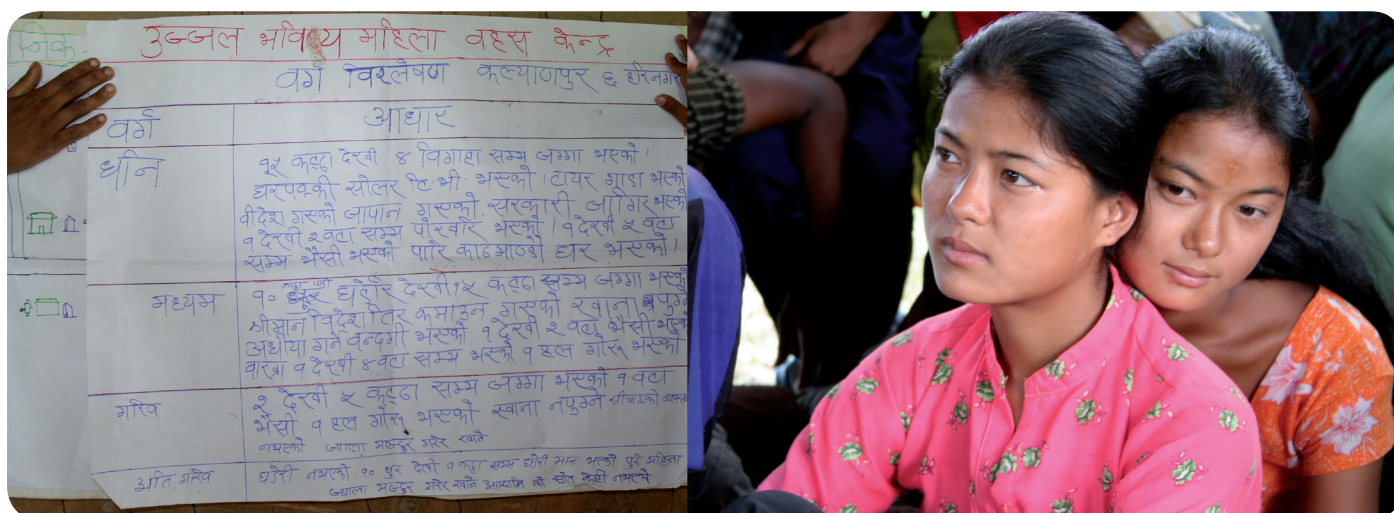


# Beyond 2015 for Women, Peace and Security



## CARE International position on the 15<sup>th</sup> anniversary of UNSCR 1325



This paper outlines recommendations from CARE International and its local civil society partners towards the 15<sup>th</sup> anniversary review of United Nations Security Council Resolution 1325 (SCR 1325) on Women, Peace and Security (WPS), and the Global Study informing the review. The following are three major opportunities in the current year to strengthen and accelerate progress in realizing women's rights and gender equality through the framework and operations established by this landmark resolution.

First, to regain the transformative intent behind the Resolution, the international community needs to step up efforts at all levels to enable meaningful participation by women and girls from the grassroots in decision-making processes. Efforts to include women are too often ad-hoc and tokenistic; the voices of women worst affected by conflict should be heard.

Second, we believe that progress on UNSCR 1325's "relief and recovery" pillar has been inadequate, but that with the UN World Humanitarian Summit process underway, the time is ripe for efforts to reform the humanitarian system to better protect, assist and empower women and girls in emergencies.

Third, the new Sustainable Development Goals and the Women, Peace and Security agenda beyond 2015 need to be complementary and mutually reinforcing. There are documented good practices upon which to build, such as the use of Gender Markers in humanitarian response; participatory approaches to the National Action Plan on 1325 in Nepal; and the use of "Community Score Cards" to promote more effective service delivery and state-citizen relations in Rwanda. In the years following 2015, we need to take these experiences to scale.

## Key recommendations

### 1. Participation pillar

The Global Study on SCR 1325 and the 15<sup>th</sup> anniversary review should make recommendations, identify best practices and propose options for scale-up on:

- a. Strengthening **“NAP localisation processes”** to connect National Action Plans on 1325 to grassroots-level consultation on priorities and monitoring of progress. Donors, regional bodies and multilateral institutions should support conflict-affected states and civil society to implement participatory approaches to developing and monitoring policies, strategies and programmes on peace and security. Leading examples include embedding “localisation” strategies into technical assistance and funding to National Action Plans on SCR 1325, promoting gender-responsive budgeting and participatory monitoring in peace, security, governance and development strategies, and use of **“social accountability tools”**, such as “Community Score Cards”, to empower women to participate in defining priorities and monitoring and accountability efforts regarding service delivery and governance at the local level.
- b. Enhancing participation by grassroots women in UN Security Council (SC) decision-making on peace and security by: (a) establishing **new annual Open Briefing Sessions** on UNSCR 1325 participation efforts relating to countries on the Security Council agenda; (b) bringing grassroots women to New York to **contribute to SC deliberations for each political or military mission mandate renewal and/or emergency SC meetings** on country-specific mandates; (c) authorizing groups of SC experts to visit selected countries under SC mandate to assess progress on participation; and (d) establishing an **Assistant Secretary General (ASG) or a D2 level senior official position at UN Women** whose portfolio would prominently feature fast-tracking women’s participation in peacemaking and peacebuilding efforts.

### 2. Humanitarian relief and recovery pillar

The Global Study on SCR 1325 and the 15<sup>th</sup> anniversary review should assess both why progress has been slow on factoring gender into the humanitarian planning and response system, and outline strategic ways forward:

- a. **Strengthen humanitarian leadership and coordination for gender equality, women’s empowerment and gender-based violence prevention and response efforts** through enhanced and regularised cooperation and alignment of effort across the IASC Gender Reference Group, the GBV Area of Responsibility (AoR) and the global Call to Action on Violence Against Women and Girls in Emergencies.
  - i. At the technical level, a joined-up approach to technical support for inter-agency strategy development, mainstreaming across clusters/sectors, programme design and capacity-building for both gender and GBV should become standardised, building on the Gender Stand-By Capacity Project (GENCAP) and the Regional Emergency Gender Based Violence Advisors (REGA) mechanisms.
  - ii. At the political level, UN Women should collaborate with the state chairing the Call to Action to convene annual reviews of donor and southern state engagement and progress on gender and GBV in emergencies commitments pegged to the GBV AoR annual retreat, the ECOSOC humanitarian segment and reviews of the post-Sendai framework for disaster risk reduction.
- b. Review progress and catalyse momentum behind a more **comprehensive and aligned approach to Gender Markers** by donors, UN agencies and NGOs to hold aid agencies accountable for addressing gender across the humanitarian programming cycle in line with the UN target to allocate 15 percent of funding in conflict contexts to gender-related efforts.

- c. Include results and recommendations of the Global Study to identify technical, funding and other gaps in the delivery of the **Minimal Initial Service Package on Reproductive Health in Emergencies (MISP)**.
- d. **Link post-2015 implementation of the UNSCR 1325 relief and recovery pillar, the post-Sendai global framework for disaster risk reduction and the World Humanitarian Summit outcomes**, for example through promoting systematic engagement by local women’s groups in both global and country-level humanitarian policy and practice. National action plans on both resilience and women, peace and security provide important entry-points for this.

### 3. Link to post-2015 agenda

The post-2015 Sustainable Development Goals (SDGs) should address longer-term structural and developmental barriers to peace, development and gender equality. This must include agreement on a stand-alone goal on gender equality with targets addressing gender-based violence, mainstreaming of gender across the wider SDGs and a clear framework to involve women in participatory monitoring and accountability at national and local levels.

## UNSCR 1325 on Women, Peace and Security in the Post-2015 Framework

The adoption of UNSCR 1325 in 2000 represented a landmark victory following years of mobilisation by grassroots women activists across the globe. As preparations continue for the 15<sup>th</sup> anniversary of UNSCR 1325, CARE International believes that the Global Study and the Security Council review in 2015 should include both a strong focus and specific recommendations on (a) promoting participation by women at grassroots level directly affected by conflict and (b) holding the humanitarian system to account for commitments toward gender equality and women’s empowerment. Why, and how?

### Participation by Grassroots Women Beyond 2015 – Why and How?

Getting WPS onto the Security Council’s agenda, and continuing to raise these issues in its deliberations, remains a vital entry-point to better protect and empower women in situations of armed conflict. Yet progress on UNSCR 1325 implementation has been slow and inconsistent.<sup>1</sup> The statistics are well-documented and give cause for alarm. Over the last 25 years, only 1 in 40 peace treaty signatories have been women. Only 9 percent of the 14,000 police officers and 2 percent of the 85,000 military personnel in UN peacekeeping operations are women. There have been no female chief mediators in UN-brokered

peace talks. Furthermore, important as high-level political participation of women is, the experience of CARE and others – indeed the very movement which pushed for the original adoption of UNSCR 1325 – points to the crucial importance of participation by grassroots women as well. In 2009-2010, CARE undertook extensive field research in Afghanistan, Nepal and Uganda and consultation of a range of stakeholders – government, military, donor, UN, regional bodies, civil society and communities affected by violence – to explore the barriers to meaningful participation by women affected by conflict.

<sup>1</sup> Including the United Nations Security Council Resolutions (UNSCR) 1325 on women and peace and security including the supporting resolutions 1820, 1888, 1889, 1960, 2106 and 2122.

Informed also by wider research to review the effectiveness of peacebuilding more broadly, we found that connecting grassroots women's peacebuilding work up the chain to national and international peacemaking efforts remains a key challenge. Too often, UNSCR 1325 initiatives by both international actors, including donor nations and multilateral bodies, and conflict-affected states, were limited to one-time events, often pegged to International Women's Day or the 16 Days of Activism Against Gender-Based Violence. These often resulted in short-term participation at high-profile events that were at best, symbolic, and at worst, fleeting "showcases," which distracted from investment in *meaningful* participation in decision-making from the grassroots level up. To enable women at all levels of society to participate in the substantive work of peace, security and post-conflict governance processes, community-based women CARE has consulted have consistently stated that they sorely need support for *longer-term* development strategies to empower women both as individuals and in their capacity for collective action.

In addition, international institutions and donors often have a narrow definition of the kinds of civil society they are willing to engage with. Research by CARE International on women's participation in the popular uprisings in the Middle East documented how many women active in what happened fell outside of the classic categories of donor-funded NGO activists.<sup>2</sup> This included some women without a previous history of engaging in activism and others affiliated with religious, political or trade union networks that donors are unwilling to support, or indeed the women themselves also reject donor engagement. Given the fact that they generally have to work in alignment with the host government and seek state approval for programmes, UN agencies can also face challenges in providing funding to diverse forms of civil society in conflict-affected contexts. These considerations should be factored into efforts to enhance the quantity and quality of funding for WPS at global and country levels.

Efforts to promote implementation of UNSCR 1325 have increasingly focused on questions of **monitoring and accountability**. In 2009, the Security Council in its resolution 1889 requested the Secretary-General to: "*submit to the Security Council (...) for consideration, a set of indicators for use at the global level to track implementation of its resolution 1325 (2000), which could serve as a common basis for reporting by relevant United Nations entities, other international and regional organizations, and Member States, on the implementation of resolution 1325.*" This led to the UN establishing global indicators on WPS, which inform the UN Secretary General's annual report to the Security Council on WPS, a UN Strategic Results Framework which serves as a framework to guide and assess efforts by UN entities, and the indicators used by Member States at national level. CARE was actively involved by helping to facilitate input from national experts in field visits by the UN team responsible for developing the indicators and presenting recommendations at the UN in New York and in capitals of interested governments. Throughout, we have sought to promote greater focus by the UN and governments on enabling the participation by grassroots women, given the tendency to follow the indicators of women's participation on the more elite level.

One of the main mechanisms to translate UNSCR 1325 to national and local levels has been the so-called "National Action Plans" (NAPs) on UNSCR 1325/WPS. To date, 46 countries have adopted NAPs.<sup>3</sup> In 2009, 6 of 16 NAPs had indicators (38%). By 2012, 26 of 37 NAPs had indicators (70%).<sup>4</sup> Regional initiatives to address UNSCR 1325 related objectives, such as the initiative of the International Conference of the Great Lakes Region (ICGLR) to adopt a regional protocol on conflict-related sexual violence signed by heads of state, and national 'zero tolerance' campaigns to implement it, have also helped to build the political momentum.

<sup>2</sup> 'Arab Spring or Arab Autumn? Women's political participation in the uprisings and beyond: Implications for international donor policy' CARE International (2013) <http://insights.careinternational.org.uk/publications/arab-spring-arab-autumn>

<sup>3</sup> <http://www.peacewomen.org/naps/list-of-naps> -accessed 21st or October 2014.

<sup>4</sup> Pg21 <http://www.unwomen.org/~media/headquarters/media/publications/en/02atrackingimplementationofsecuritycouncilre.pdf>

At the global level, the participation of grassroots women has generated some of the most important impact in shifting UNSCR 1325 policy from rhetoric to practice. The United Kingdom’s NAP illustrates this well. The initial UK NAP document essentially consisted of a statement of bilateral commitment to the global WPS agenda. Subsequent revisions introduced specific sections for countries prioritized in UK foreign policy: Afghanistan, Democratic Republic of Congo and Nepal. This further advanced from compilations of existing projects by country in 2012 to a much deeper NAP document in 2013 based on consultations with grassroots activists in priority countries. Specific priorities identified by the women in Goma, notably attention on gender-based violence linked to local mining activities, were then introduced to the plan.

At the UN Security Council, interesting models to facilitate grassroots civil society engagement exist in relation to its mandate for the protection of children in armed conflict (CAAC), which authorizes SC experts on CAAC to visit priority countries under SC mandate to assess progress on the ground. This experience has been described by SC members as extremely useful as a means to ‘ground-truth’ their understanding of the contexts they are engaged in. Both the Global Study, the review in autumn 2015 and the UN’s review of international peacekeeping should build on these experiences.

Another entry-point for grassroots-level monitoring and accountability on WPS in the UN system resides in CEDAW.<sup>5</sup> CEDAW’s “General Recommendation (GR) 30 on Women in Conflict Prevention, Conflict and Post-Conflict Situations” provides for local data and evidence on WPS to feed into the regular member state reporting as well as civil society shadow reporting mechanisms.

Increasingly, efforts to ensure that the WPS agenda is actually implemented at the local level, including in settings where there is no NAP, have been framed as the “localisation” agenda. Local government, grassroots women and other stakeholders are encouraged to identify ways that they already implement aspects of UNSCR1325 and gaps that they may have as a measure to ensure that WPS activities do not become “siloes” but rather integrated into local planning and budgeting processes.<sup>6</sup> A key challenge is to build women’s political leverage at all levels so they cannot just participate at various events and processes, but also influence the decisions which are made.

The box below describes the experience in Nepal of CARE and its civil society partners, Saathi and others, in working in partnership with the Government’s Ministry of Peace and Reconstruction to promote a participatory approach in the design and monitoring of the NAP. To regain the transformative intent behind UNSCR 1325, we believe the Global Study and the 15<sup>th</sup> anniversary need to document best practices such as these and outline options to accelerate progress beyond 2015.



<sup>5</sup> For more information visit: <http://www.ohchr.org/en/hrbodies/cedaw/pages/cedawindex.aspx>

<sup>6</sup> See Eléonore Veillet Chowdhury et al for Global Network of Women Peace builders (2013) “Working Paper: Implementing Locally, Inspiring Globally: Localizing UNSCR 1325 in Colombia, Nepal, the Philippines, Sierra Leone and Uganda” (<http://conflict.care2share.wikispaces.net/file/view/Final+localization+paper+30+October.docx>)

# Case study

## Nepal National Action Plan on SCRs 1325 and 1820 – Case Study of a Participatory Approach

With root causes including inequality, caste, ethnic and gender-based discrimination, the armed conflict in Nepal left more than 14,000 dead and around 200,000 displaced. The impact on women and girls was especially devastating, including sexual and gender based violence (SGBV). Poor, vulnerable, and socially excluded women were particularly affected. Around 30–40% of the Maoist combatants were estimated to be female, and women were also heavily involved in bringing about an end to the conflict. Yet Nepali women were absent from the formal peace negotiation table.

In 2011, following extensive advocacy by the Nepali women's movement and UN, and under the leadership of Ministry of Peace and Reconstruction (MoPR), the Government of Nepal launched its National Action Plan (NAP) on UNSCRs 1325 and 1820. The process to develop the NAP was highly participatory from national to district level including participation by line ministries, civil society, women's organizations and external development partners.<sup>7</sup> Suggestions from women and girls directly affected by conflict were also taken on board. A key entry point for this effort was CARE and its partner organisations' long-standing trust and good relationships with women and the wider community at the local level. Long-term support from CARE to women to form women's solidarity groups and the facilitation of participatory approaches to identify their social, economic and other development needs provided a basis for consultations on the NAP.

The NAP follows the 4 pillars of the UN system-wide action plan: (1) Participation; (2) Protection and Prosecution; (3) Prevention and Promotion; (4) Relief and Recovery; plus Nepal added an extra pillar: (5) Resource Management, Monitoring and Evaluation. A civil society "1325 Action Group" was established to monitor implementation. In addition, the MoPR adopted a "NAP Localization Guideline" in 2013 with the goal of integrating NAP activities directly into the lo-

cal planning processes.<sup>8</sup> Programs along with budgets were granted to provide orientation to the "District Coordination Committees" (DCCs), as well as to the Local Peace Committees (LPCs), which are also supported by NGOs. With support from CARE International, Saathi, a national NGO, and the MoPR undertook the latest NAP Mid-Term Monitoring Report launched in October 2014.<sup>9</sup>

That review points to important areas of progress, including increased awareness of how WPS should inform policy implementation, resource allocation, and capacity building of government and security officials. WPS is also seen as increasingly mainstreamed into wider development efforts, such as in the delivery of basic services. The report also documents how women have become more active as peace agents and human rights defenders, resolving conflicts at the family and community levels and assuming leadership roles that were previously considered culturally inappropriate. The need to address the specific "rehabilitation needs" of women is also increasingly recognized by Gender Focal Points in some local government offices.

However, challenges are also reported. There is a persistent lack of dedicated budget to address gender and WPS-related needs as well as weak coordination between responsible agencies. Accurate data regarding conflict-affected women and survivors of SGBV is often missing, which makes it harder to push for effective action by agencies, such as the Local Peace Committees. Finally, Nepali survivors of conflict-related violence, including gender-based violence, continue to face obstacles in seeking transitional justice and related compensation and reparations. Challenges remain in terms of strengthening the day-to-day implementation of the localisation guidelines, which would require local planning and budgeting processes to be revised to ensure that the NAP activities are systematically incorporated.

<sup>7</sup> CARE International: From Resolution to Reality. Lessons learned from Afghanistan, Nepal and Uganda on women's participation in peacebuilding and post-conflict governance. London 2010.

<sup>8</sup> Government of Nepal (Ministry of Peace and Reconstruction): National Action Plan on Implementation of UNSCR 1325&1820 (2011/12-2015/16). Localization Guideline 2013, 20th of February 2013.

<sup>9</sup> Saathi: National Action Plan on Implementation of UNSCRs 1325&1820. Mid-Term Monitoring Report, Nepal October 2014

## Accountability for Gender in Relief and Recovery – Why and How?

UNSCR 1325's commitments on 'relief and recovery' arguably constitute the 'orphan' pillar of the mandate. This is particularly unacceptable given the extent to which local women's groups have played critically important roles in humanitarian efforts in recent crises, including the catastrophic violence in South Sudan and Syria. Such groups often have excellent networks with crisis-affected communities and an understanding of local gender dynamics which can strengthen efforts to save lives. In South Sudan, for example, local women's groups supported by CARE have been among the most vocal advocates for strengthening the accountability of aid and protection projects to their intended beneficiaries. Yet all too often, this expertise or potential is not recognised by the international humanitarian responders. The Global Study and 15<sup>th</sup> anniversary review on UNSCR 1325 need both to assess obstacles to factoring gender into relief and recovery beyond 2015 and to identify strategic ways to accelerate progress on this front.

What are the obstacles? One is the traditional division of labour among international, national and local organizations in conflict-related crises. Many organisations promoting women's rights prioritise civil and political rights, and lack practical experience in humanitarian assistance. On the other hand, humanitarian actors frequently fail to engage women's organisations in emergency response efforts. In common with other national CSOs, women's organisations struggle to access humanitarian coordination and funding mechanisms. National women's organisations may also hold political affiliations, which pose challenges for partnerships with humanitarian agencies attempting to work on the neutral or independent basis required to deliver aid across conflict divides. Each of these challenges is real, but not insurmountable.

So how can the 15<sup>th</sup> anniversary of UNSCR 1325 make a change? First, the review fortunately comes at a critical juncture in global humanitarian reforms, notably during the UN-led consultations toward the World Humanitarian Summit (WHS) in 2016. There are profound gender dimensions to each of the WHS's priority themes – "humanitarian effectiveness", "reducing vulnerability and managing risk", "transformation through innovation" and "serving the needs of people in conflict" – which agencies like CARE International and others have started to raise. A first consultation on the WHS with southern women activists was held in March 2015. The UNSCR 1325 review should integrate a strong call on wider humanitarian reform processes, such as the WHS, to factor explicit gender commitments into their outcomes.

Second, governments, UN agencies and civil society have come together over the past year to launch a global process, the "Call to Action on Violence against Women and Girls in Emergencies", which offers a significant platform to identify and promote reforms of the emergency system to better prevent and respond to violence against women and girls and address gender issues. For example, the 11<sup>th</sup> commitment in the Call to Action communiqué echoes SCR 1325's demand for women's participation and empowerment in relief and recovery by calling for: "*meaningful engagement of and partnership with local civil society, including women's rights groups, women human rights defenders, communities and faith groups, in the analysis, design and implementation of programmes and service delivery.*"<sup>10</sup> Efforts to strengthen accountability for addressing gender equality and gender-based violence in relief and recovery through a "Roadmap" to follow up on the Call to Action should be acknowledged and endorsed by the UNSCR 1325 review.

<sup>10</sup> [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/256872/Final\\_Communique\\_v\\_11\\_Nov\\_4.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/256872/Final_Communique_v_11_Nov_4.pdf)

Options to scale up women's empowerment should be identified in the context of initiatives to engage local disaster-affected communities, civil society and governments on resilience, preparedness and emergency response. Wider initiatives to promote local NGO engagement in humanitarian leadership, coordination and pooled funding should also take deliberate steps to involve local women's groups. **An innovation programme could be funded to support partnerships between southern women's groups and international NGOs** towards capitalising on their respective strengths and fostering learning on both sides. Both donor and crisis-affected state should commit to engage local women's groups in humanitarian action, for example through their national action plans to implement the 'relief and recovery' aspects of UNSCR 1325 and the post-Sendai global framework on disaster risk reduction.

A third and effective way to hold aid agencies accountable for gender-related commitments is to **track their funding**. For example, the "Gender Marker" established by the UN Inter-Agency Standing Committee (IASC) provides one tool to track if projects address gender issues at the proposal stage. During 2014, the IASC commissioned a global evaluation of "Gender Markers", which found that the current approach is too limited. A follow-up process is now underway to build on the experience of ECHO, CARE and others in applying gender-marking across all stages of humanitarian project design, implementation and evaluation. The Global Study and 15<sup>th</sup> anniversary review should document progress made by using Gender Markers and call for a more comprehensive, aligned approach, encompassing the UN Humanitarian Programming Cycle and all donor funding for emergencies. A strong recommendation on Gender Marking in the 15<sup>th</sup> anniversary review could complement the wider efforts to push for the UN target to allocate 15 percent of all funding in conflict and post-conflict contexts to gender-related efforts.

Fourth, to enable the above, it would be useful for both the Global Study and the 15<sup>th</sup> anniversary review to reconsider how global humanitarian leadership, coordination and technical capacity on gender and gender-based violence are best configured and implemented to function in a more joined-up and inclusive fashion. The fact that the revised IASC guidelines on GBV in humanitarian settings now encompass a broader gender analysis of gender-based violence (e.g. including male survivors of GBV, alongside violence against women and girls) means that a more aligned approach to gender and GBV is inevitable anyhow. Of course CARE and other humanitarian agencies recognise that gender-based violence disproportionately affects women and girls in most contexts. But to tackle this in a holistic fashion, a gender approach is essential. At present, gender efforts are led by the IASC Gender Reference Group (GRG) and GBV efforts led by the GBV Area of Responsibility (AoR). Both the GRG and AoR have many of the same member agencies. Both, for example, aim to advocate on gender and GBV-related issues in current crises. Both have discussed options to enhance cooperation and alignment of effort, as well as reaching out to Southern civil society. Looking forward, it makes sense to join up their efforts on promoting gender and GBV across inter-agency planning, training, programme design and mainstreaming across clusters. A more joined up and systematic approach to engagement by UN agencies and NGOs with governments would also help to build the momentum and promote accountability for commitments on gender and GBV in humanitarian contexts. For example, regular high-level multi-stakeholder reviews, including states, could be convened under the auspices of the ECOSOC humanitarian segment, and/or linked to reviews of the post-Sendai disaster risk reduction framework and Call to Action roadmap.

Beyond 2015, gender-blind humanitarian response should no longer be seen as the norm.



## CARE’s Experience of Implementing a “Gender Marker++” Across the Full Project Cycle in Syria and Mali

In 2014 CARE International began piloting an innovative Gender Marker within its humanitarian response in the Sahel and Syrian regional crises. The CARE Gender Marker goes beyond the equivalent IASC tool (currently limited to proposal stage) by also monitoring gender integration across design, implementation, monitoring and evaluation. The first six months of the pilot indicate that **it is possible** to implement a Gender Marker++ across all phases of project cycles. An initial evaluation indicates that doing so has brought gender into project decision-making in a more deliberate fashion and keeps it present in the minds of staff in CARE and our local civil society partners.

Key challenges arising thus far from the Gender Marker++ pilot relate to how to “grade” and do on-going assessments of how gender is incorporated. Current wider tools for assessing humanitarian response in terms of the kinds of qualitative and complex issues at stake for gender equality tend to happen only after a response is completed. It has proven less easy to assess the extent to which gender is integrated at the six-week, three-month and six-month stages. This year, CARE will pilot gender equality measures in the Jordan response in partnership with other agencies with a view to lessons learned informing a wider roll-out in other contexts in the coming period.



## Beyond 2015 on the Sustainable Development Goals: Addressing Long-Term and Structural Obstacles to Peace, Development and Women’s Empowerment

The coming year will also see world leaders negotiate the framework to complete the UN Millennium Development Goals and establish the post-2015 Sustainable Development Goal framework for the next 15 years (SDGs). The potential for complementarity between the SDGs and UN-SCR 1325 is vast and multi-dimensional. The SDG framework can help deliver on long-term, structural and developmental efforts in the transition from war to peace, and promote gender equality. For this to happen, the SDGs need to (1) contain both a clear stand-alone goal on gender equality and targets on gender-based violence, as well cross-cutting gender targets and indicators for the other SDGs, and (2) call for participatory monitoring and accountability mechanisms for civil society at national and local levels.

For these reasons, CARE welcomes the Common African Position (CAP) on the post-2015 development agenda (31 January 2014), which represents the collective views of 54 African Member States, and refers to the “*crucial role of women in conflict prevention and resolution, mediation and peace-building efforts.*” The same document boldly emphasises that the post-2015 framework should promote a preventative approach to conflict, addressing issues of exclusion and social and economic inequalities, as well as calling for civil society to be involved “*to ensure better ownership, implementation and accountability.*”

CARE believes that effective, participatory governance mechanisms will be essential to ensure and measure SDG implementation and wider development efforts. What we

and others term a “social accountability” approach brings together community members to assess the quality of services provided, identify problems, jointly design solutions and enable systematic data collection needed at all levels of governance. The approach emphasises collaboration and negotiation, rather than confrontation, between the local “service users,” especially women, service providers, and local authorities. The model, adaptable to a wide range of contexts, aims to improve access to, and quality of, services, and ultimately to improve the development outcomes across the SDG framework.

There are various approaches to promote social accountability, depending on the context. CARE Malawi developed the Community Score Card (CSC) in 2002 as part of a project aimed at developing innovative and sustainable models to improve health services. Since then, the CSC has become an internationally recognized participatory governance approach for improving the implementation of quality services – spreading within CARE and beyond.

The Community Score Card is a two-way and on-going participatory tool for assessment, planning, monitoring and evaluation of services. It is easy to use and can be adapted into any sector where there is a service delivery scenario. The Community Score Card brings together the demand side (“service user”) and the supply side (“service provider”) of a particular service or program to jointly analyse issues underlying service delivery problems and find a common and shared way of addressing those issues.

It is an exciting way to increase participation, accountability and transparency between service users, providers and decision makers. Implementation of the CSC process consists of five main phases:<sup>11</sup>

- **Phase I:** Planning and Preparation with the Facilitating Partners and Key Stakeholders (including service providers and community involved)
- **Phase II:** Conducting the Score Card with the Community (e.g. users of a school or health facility)
- **Phase III:** Conducting the Score Card with Service Providers (e.g. staff of school or health facility)
- **Phase IV:** Interface Meeting and Action Planning between Community and Service Providers
- **Phase V:** Action Plan Implementation and Monitoring and Evaluation (M&E)

Over the past two years, CARE has undertaken an in-depth analysis of the CSC method in partnership with the Overseas Development Institute analysing the experience in Rwanda, Tanzania, Malawi and Nepal. The research included a political economy analysis in each of the contexts, reflection on the theory of change underpinning how the CSC is used, and an assessment of the actual impacts on the ground in these countries. Findings from that research and other evaluations of our CSC efforts in Rwanda are summarised in the box below. Both the SDGs and the UNSCR 1325 15<sup>th</sup> anniversary review should promote complementarity between development, peace and security agendas and put participatory monitoring at their heart.



<sup>11</sup> Pg9 [http://www.care.org/sites/default/files/documents/FP-2013-CARE\\_CommunityScoreCardToolkit.pdf](http://www.care.org/sites/default/files/documents/FP-2013-CARE_CommunityScoreCardToolkit.pdf)

# Case study

## Case Study from Rwanda of the Community Score Card Approach to Participatory Monitoring

Rwanda remains a low income country, scoring 167 of 186 on the Human Development Index in 2013 (HDI 2013) and with an estimated 44 percent of the population living below the poverty line. Despite this, Rwanda is frequently cited amongst the best examples of sub-Saharan countries on a positive development trend. In 2008, Rwanda was ranked 102 on Transparency International's Corruption Perceptions Index. By 2014, this had risen to 55 of 175 states. Among the biggest challenges that Rwanda is facing now is to increase inclusion of marginalised citizens, including women and the extreme poor, to make sure that they enjoy equitable access to social services (WB 2013).

Using the Community Score Card (CSC) social accountability mechanism, CARE in partnership with local CSOs and peer INGOs implemented a range of projects<sup>12</sup> to increase CSO involvement in public policy affairs at both the local and national level building on the Imihigo framework<sup>13</sup>, thereby promoting improved delivery of services for the country's poorest. All projects were designed to promote a citizen-led approach to promoting institutional legitimacy and social cohesiveness, with both citizens and the state better equipped to manage potential triggers of conflict.

Activities supported by local civil society partners included technical trainings on budget monitoring, and exchange visits with countries with a strong profile of citizen participation in budget cycles. Support was also provided to Transparency Rwanda in publishing the country's first bribery index, and to the Rwandan Civil Society Platform (RCSP) for developing the first "citizens' alternative budget", for submission to the Ministry of Finance and Economic Planning. A key strand of CARE's efforts to scale-up social accountability in Rwanda has centred on mobilising women already participating in "village savings and loans" (VSLA) groups. Through the VSLAs, Rwandan women have not only gained in economic and social assets, but also created safe spaces and social networks which can be built on to use social accountability mechanisms.

An evaluation of the project "Community score card implementation in women's empowerment framework" found that communities grew in confidence in terms of their willingness to engage in dialogue with service providers, and in turn service providers came to view the CSC as a platform for assessing communities' satisfaction with services provided. Evaluation also found that CARE's programme performed strongly on gender. Support offered to partners in PPIMA project ensured that gender was mainstreamed into plans, including gender sensitive indicators to assess performance. All agreements commit partners to a target of at least 50% women as participants throughout the process. At national level, Pro-Femmes Twese Hamwe – an umbrella organisation with sixty one member organisations widely recognised as the leader in the CSO community on gender issues (and that CARE has a partnership agreement with) – supported gender mainstreaming and advocacy, for example feeding into the CSO common position on the budget and a template to monitor plans produced by four key ministries. At district level, the CSC process has allowed for gender disaggregation of perceptions and priorities overall for the community, with gender also addressed in the sub-groupings such as youth or historically marginalised people. The main challenge resided in cascading gender training down to the level of community-level mobilisers, which CARE and partners continue to address.

Building on this experience, CARE is now working on a pilot project using participatory monitoring methods in collaboration with district-level government institutions, civil society partners and communities to hold service providers to account for responding to gender-based violence. In addition, based on successful citizen engagement through the implementation of CSCs, CARE has entered into partnership with the Government's national Gender Monitoring Office (GMO) to facilitate dialogue with civil society, establish a social accountability model to monitor national gender commitments at district level as part of the yearly performance contracting system "Imihigo", and reviews of the Rwandan National Action Plan on Women, Peace and Security.

<sup>12</sup> Public Policy Information, Monitoring and Advocacy (PPIMA) Project implemented in partnership with NPA along with 14 national CSOs - including umbrella organisation, funded by DFID; (2)Community score card implementation in women's empowerment framework implemented with 1 national women's organization i.e RWN and funded by GB-PPA/DFID and NORAD; (3)Voice and accountability implemented in partnership with 2 national CSOs I.E RWN & HAGURUKA, funded by EU; (4)Policy Engagement for Marginalized inclusion (PEMI) implemented with 1 national NGO i.e COPORWA and funded by EU

<sup>13</sup> Since 2006, the Government of Rwanda has been implementing a bottom-up accountability model known as Imihigo, which has enabled the local government to set priorities and deliver results. This framework is credited for improving domestic accountability at a level directly relevant to citizens

## Conclusion

As our case studies from Nepal and Rwanda, Syria and Mali have demonstrated, challenges and opportunities related to conflict and development, and gender and inclusive governance, are often intimately inter-related. Efforts to fulfil commitments on women, peace and security, such as through National Action Plans on UNSCR 1325, can be enhanced through support to promote women's participation and social accountability in the context of longer-term development and governance strategies. Likewise, the reverse is true. Support for women's empowerment through UNSCR 1325-related initiatives has catalysed attention to gender issues and women's voice in mainstream development and governance processes.

The post-2015 frameworks for both UNSCR 1325 and the Sustainable Development Goals thus need to be framed and implemented as complementary and mutually reinforcing. An essential principle for both frameworks must be to integrate participatory design, monitoring and accountability mechanisms at the heart of the process. An empowerment and accountability approach is also essential in terms of relief and recovery. As our paper has shown, there are opportunities to scale up current efforts to hold aid agencies accountable for gender and to empower women at community-level in support to national capacities on

resilience, preparedness and emergency response. Existing humanitarian mechanisms, like the IASC Gender Marker, can be strengthened to deliver on UNSCR 1325 aspirations like increasing and tracking the level of funding allocated for gender equality efforts in conflict. The 15<sup>th</sup> anniversary of UNSCR 1325 is an opportunity to enhance these efforts.

At the global level, opportunities should be found to build on current UNSCR 1325 mechanisms to bring regional, national and grassroots women's voices into decision-making on a more regular and meaningful basis. Good practices from other similar agendas, such as Children in Armed Conflict as mentioned earlier, should be analyzed for their potential adaptation for strengthening WPS. At the country level, the NAPs of both donor countries and those affected by conflict must engage grassroots women in both their design and monitoring of their implementation. Experiences to date in conflict-affected states like Nepal and Rwanda demonstrate that this can be done, and that there are benefits for government, civil society and local communities. The coming year provides an opportunity to share these lessons and good practice across countries and regions, adapt them to local realities, and scale them up to multiply progress across the concurrent tracks of humanitarian response, sustainable development, peacebuilding and gender equality.