



Costing and Financing 1325:

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

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The Global Network of Women Peacebuilders (GNWP) is a coalition of 46 women's groups and other civil society organizations from Africa, Asia and the Pacific, West Asia, Europe and Latin America that are directly involved in advocacy and action for the full implementation of UNSCR 1325 and 1820 including the supporting resolutions 1888 and 1889 at the local, national, regional and international levels. It consolidates and strengthens efforts in bridging the gap between policy discussions at the international level and policy implementation and action on the ground. It is a platform that enables members to share information, experiences and strategies in ways that enhance both their individual and collective outreach and impact.

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Author and Principal Researcher: Nicola Popovic
Editors and Project Supervisors: Dewi Suralaga and Mavic Cabrera-Balleza
Contributing Researcher and Writer: Mahima Achuthan
Copy Editor: Sonia Randhawa
Official Reviewers: Fernanda Hopenhaym, Marina Durano
Publication Coordinator: Helena Gronberg
Cover design and layout: Siddharth Khandelwal & Swati Paranjpe

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Preface

It is ten years since the adoption of the landmark UN Security Council Resolution 1325 on Women, Peace and Security. In that time, only 22 out of 192 member states have developed national action plans. Women make up less than eight percent of participants in official peace negotiations. Sexual violence in conflict continues. In August 2010 more than 500 women were gang-raped by rebels and soldiers in North Kivu, Democratic Republic of Congo, in addition to the tens of thousands of women raped there since 1998.

This dismal record demands a stronger and more coordinated response to the issue of women, peace and security, which in turn, requires efficient and coordinated mobilisation of resources. The importance of adequate funding for the implementation of UNSCR 1325 has been highlighted in indicators developed by the UN Technical Working Group on Indicators and in civil society indicators developed by the Global Network of Women Peacebuilders (GNWP). These are some of the main reasons why Cordaid and the Global Network of Women Peacebuilders (GNWP) jointly commissioned this study on costing and financing 1325 implementation. We must also emphasize that for both Cordaid and the GNWP, it is not just an issue of finding more resources. We are convinced that sufficient resources could be found to ensure 1325 implementation provided all stakeholders are committed to ensuring proper budgeting; efficient use of resources and accountability; and synergy and collaboration.

We also want to examine the patterns in spending on 1325 implementation for women's groups and civil society to see what donor priorities are. We want to put under the spotlight the initiatives of women's NGOs and civil society that need to be prioritized. In other words, one of our long term goals in this project is to harmonize

donor priorities and the funding needs of civil society organizations engaged in advancing the women, peace and security agenda.

We strongly encourage both civil society and governments to identify innovative ways of resource generation including fund sourcing through inter-ministerial collaboration, gender responsive budgeting and exploring partnership with the private sector and other stakeholders. Governments from the Global North as well as the Global South need to ensure that there is adequate and predictable funding for 1325 implementation, and guarantee the most efficient and transparent use of the resources.

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

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

Dewi Suralaga:
dewi.suralaga@cordaid.nl for Cordaid and
Mavic Cabrera-Balleza:
maviccabreraballeza@gmail.com for the Global
Network of Women Peacebuilders

Foreword

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

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

Now we face the challenge of implementing the plan successfully. To achieve that, a high level commitment, political leadership, local action and independent monitoring and evaluation is required. Local infrastructure, capacities; and existing resources are often weak and need to be supported to put policies into practice. Assessing what already exists and mobilizing international and national funding and resourcing to support implementation of Resolution 1325, helps optimize the resources more efficiently. To

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

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

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



Dr. Succoh Alis Kabia

**Minister of Social Welfare, Gender and
Children's Affairs of Sierra Leone**

Foreword

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

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

At the national level, 22 countries have adopted national action plans on Security Council resolution 1325 (2000) to guide implementation through the prioritization and coordination of strategies and activities. Progress is also seen in the increases in the numbers of women in

national parliaments around the world, including some countries emerging from armed conflict, which has led to an increased number of opportunities for women and women's organizations to contribute to the prevention of conflict and to participate in conflict resolution, peacebuilding and peace negotiations.

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

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

A lesson which emerges clearly is that women must be heard and their inputs harnessed during and in the aftermath of situations of armed conflict. They must be present when peace is brokered and participate in maintaining the peace. They must be empowered through participation to resist the physical and mental assaults in order to secure their rights and welfare. Adequate resources, protection and

support mechanisms must be provided to make this participation possible.

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

The purpose of this document is to highlight the different approaches to identify the funding for and the resources spent on the implementation of Security Council resolution 1325(2000) at the national level. It provides an analysis of the current situation of mobilizing domestic and international financial resources for the development of the agenda on women and peace and security. It also analyzes approaches to calculating the cost of a 1325(2000) National Action Plan, and how resources of different initiatives have been used to support the implementation of resolution 1325(2000). It highlights good practices and lessons learned over the last ten years. It is expected that the information and examples contained in the study will support the proper accounting for the funds dedicated for the Security Council resolution 1325(2000), to be implemented in a more effective, transparent and coherent way.



Rachel Mayanja,

Assistant Secretary-General of the United Nations, Special Adviser on Gender Issues and Advancement of Women

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Acronyms

AWID	Association for Women's Rights in Development
AusAID	Australian Agency for International Development
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CEO	Chief Executive Officers
CORDAID	Catholic Organization for Relief and Development – The Netherlands
CRS	Creditor reporting system
CSO	Civil society organization
CSR	Corporate social responsibility
DFID	Department for International Development, UK
DRC	Democratic Republic of Congo
EU	European Union
GAD	Gender and development
GNI	Gross national income
GNWP	Global Network of Women Peacebuilders
IOM	International Organisation of Migration
UN-INSTRAW	United Nations International Research and Training Institute for the Advancement of Women
MDGs	Millennium Development Goals
M&E	Monitoring and evaluation
MNC	Multinational Cooperation
NAP	National action plan
NGLS	United Nations Non-Governmental Liaison Service
NGO	Non-governmental organization
ODA	Official development assistance
OECD-DAC	Organisation for Economic Co-operation and Development – Development Assistance Committee
OPAPP	Office of the Presidential Adviser on the Peace Process, Philippines
OSAGI	Office of the Special Advisor to the Secretary-General on Gender Issues and the Advancement of Women
OSCE	Organisation for Security and Cooperation in Europe
PBF	Peacebuilding Fund
PRS	Poverty reduction strategy
SSR	Security sector reform
UNDP	United Nations Development Fund
UNFPA	United Nations Population Fund
UNGD	United Nations Global Compact
UNHCR	United Nations High Commissioner for Refugees
UNIFEM	United Nations Development Fund for Women
UNSCR	United Nations Security Council Resolution
WILPF	Women International League for Peace and Freedom

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01

Introduction

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

Over the last decade the policy environment on women, peace and security has gained significant momentum. In light of the adoption of UN Security Council Resolution 1325 in 2000, the recent adoption of subsequent resolutions 1820, 1888 and 1889 and now the development of indicators for tracking 1325 implementation, these efforts call for a moment of reflection. Reflection on what has been invested, what has been achieved and, most importantly, what impact these investments have had on women, peace and security. This reflective process should include an assessment of the resources dedicated to the implementation of the women, peace and security resolutions.

Resolution 1325 encompasses a broad range of issues that include women's participation in peace processes; women and men as former combatants; economic empowerment during and after armed conflict; the equal distribution of resources; specific needs of refugees and internally displaced people (IDPs); equal opportunities in political participation; and the provision of security for all by and through the security sector. Multidimensional and interdisciplinary approaches with cross cutting collaboration are needed to comprehensively respond to these challenges.

Considering these multiple dimensions, the resolution's implementation requires a significant investment of resources. However, during these times of economic crisis and multiple states of emergency around the globe, funding for development, peace and gender equality is limited. Major challenges include not only identifying possible donors and reliable recipients, but also gaining an overview of what funds are available and where they are going. How much is needed, accessible and what additional funds are needed to fully implement Resolution 1325 is extremely difficult to determine. This is due to the complex nature of the topic of women, peace and security, and to the different expectations and objectives of the various institutions and sources already involved in 1325 initiatives.

In light of these challenges, the main objectives of this study are:

01

To examine the current resources available and actors involved in costing and financing the implementation of UNSCR 1325 and women, peace and security programming at the national level;

02

To draw initial analysis of what financial resources have been invested and are needed in the future to fully implement UNSCR 1325.

This paper is divided into five parts, including the introduction. Section two outlines the normative framework on women, peace and security, and international policies and agreements on financing development and gender equality. Section three highlights different initiatives on the global, regional and national levels that are aimed at implementing Resolution 1325. Section four specifically focuses on the financing of implementation strategies. This includes examples and case studies on gender budgeting (section four a), aid effectiveness (section four c), and the flows and channels in an international context and the resourcing of local non-governmental organizations (section four d). Section five examines the different components of national planning strategies, their different resources and costs.

There are different actors and potential resources involved in the implementation of Resolution 1325 and its supporting Resolutions 1820, 1888 and 1889. The resources may be divided into internal and external funds and could be further divided based on their specific sources. International organisations such as the United Nations have been active in developing projects and programmes to implement the resolution since its adoption in 2000 (see section three). Regional organisations have likewise developed implementation strategies.^{1,2} Nonetheless, the main responsibility to develop implementation strategies such as national action plans (NAPs) lies in the hands of national governments (see section three). As of the

time of writing, 21 countries have developed comprehensive national strategies or action plans focusing on Resolution 1325.³ The NAPs have diverse thematic and geographical targets and involve different actors and resources. Each country context determines priorities, the sources and usage of funds, the staffing requirements and other resources required to implement Resolution 1325 and address women, peace and security issues broadly.

In this context, the role of civil society organisations as key actors in advancing the women, peace and security agenda is also discussed in this paper. Non-governmental organisations (NGOs) have been at the forefront of raising awareness of Resolution 1325, urging the adoption of national action plans, lobbying for more political will at the national, regional and international levels, and implementing various projects and programs in line with the provisions of the resolution and its supporting resolutions. One unique and important role of civil society is that of watchdog; observing and monitoring 1325 implementation by both governments and multilateral institutions. This is critical in ensuring systematic implementation, monitoring and evaluation.

Even though an important driver of civil society, actors from the private sector have rarely been involved in research and policies around women, peace and security. The paper argues that the private sector should be considered stakeholders in 1325 implementation. For profit companies including domestic corporations, small businesses, international and multi-national companies (MNCs) and their foundations were either interviewed or included in the study based on information they have publically shared, for their contributions to gender equality initiatives.

Due to varying approaches to gender

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1. See for example: European Union (2008). *EU Comprehensive Approach for the Implementation of UN Security Council Resolutions 1325 and 1820 on Women, Peace and Security*. 2. *Ibid*. 3. Countries that have already adopted NAPs for Resolution 1325 are: Austria, Belgium, Bosnia Herzegovina, Burundi, Chile, Côte d'Ivoire, Denmark, Democratic Republic of Congo, Finland, Iceland, Liberia, Norway, the Philippines, Portugal, Rwanda, Sierra Leone, Spain, Sweden, Switzerland, the Netherlands, Uganda, and the United Kingdom.

equality and peace and security programming among governments and organizations involved in 1325 implementation, it has been very difficult to access comparable numerical figures on 1325 spending. This is compounded by varying internal financial policies and the sensitive nature of resource usage and financial management information on government spending, especially on security issues, which is

often not accessible to the public.

Identifying the funding for and the resources spent on the implementation of Resolution 1325 is very challenging because of the lack of a standardized tracking system and the absence of a specific 1325 earmarking mechanism within "sector-related" as well as "project-focused" funds.

To draw a comprehensive picture, the study made use of the following research methodologies:

- 1** Desk and literature review
- 2** Document analysis
- 3** Review of publicly accessible national action plans (NAPs) and international reports
- 4** Consultations with the Global Network of Women Peacebuilders (GNWP) on existing and needed resources for the implementation of women, peace and security issues at the local level
- 5** Case studies on Colombia, Liberia and Sierra Leone, the Philippines, and the Netherlands
- 6** Interviews with individual stakeholders (such as staff working on women, peace and security action planning in government, private sector as well as international organizations) regarding resource allocation for women, peace and security implementation strategies⁴
- 7** Questionnaires and surveys sent to stakeholders of the private sector and governments of countries that have already adapted a NAP
- 8** Additional data and feedback was also gathered during the initial presentation of the study at the 2010 session of the Commission of the Status of Women. The paper was also reviewed by experts in financing for development and researchers on financing for women and development.

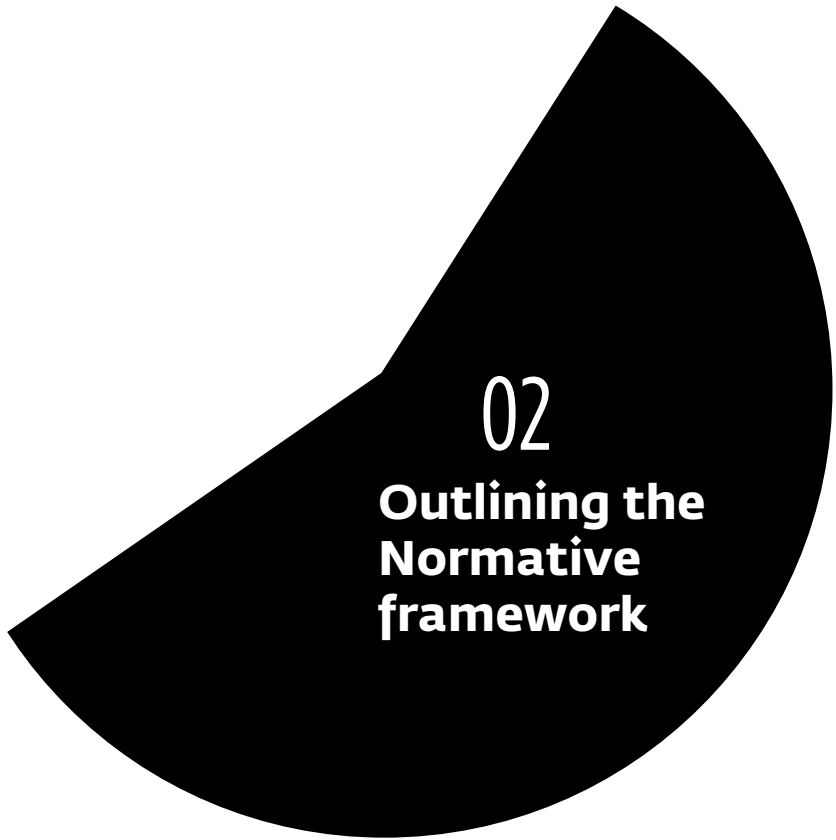
⁴An example of the questionnaire can be found in Annex I.

All the information gathered through these methods has been contextualised and compared in order to draw initial conclusions and stimulate the ongoing debate around the provision of funds in this area.

The country case studies were carried out to provide concrete examples of implementation of Resolution 1325 in different socio-cultural and political contexts. Colombia, Liberia and Sierra Leone, the Philippines and the Netherlands were selected to demonstrate the diversity of existing good practices and lessons that could be drawn from approaches to fund 1325 implementation. For example, this paper presents information about Liberia and Sierra Leone, two post-conflict countries that have developed 1325 national action plans with a local and national focus. In the case of the Netherlands, the national action plan

concentrates on activities outside their own state borders with outstanding coordination with civil society organisations. Colombia has been chosen to demonstrate the engagement from different actors in women, peace and security issues in the absence of a NAP on 1325. The Philippines was selected as a case study, not only because it is the only Asian country with a 1325 NAP, but also because of its innovative approach to funding 1325 implementation.

All these different projects and government commitments relate to international initiatives, agreements and political commitments, as well as individual engagement, political will, awareness and advocacy at all levels. This paper will conclude with examples of what has worked in specific countries and how resources have been made available.




02

Outlining the Normative framework

As the implementation of women, peace and security issues is embedded in policies, promises and legal obligations of an international nature, the provision of resources to put these policies into practice is grounded in a normative framework.

The following section provides an overview of existing international treaties, resolutions and declarations.

Security has been a largely debated and interpreted term. There has been a shift from a state-centred understanding of security, where outside aggressors are considered the major threat to the nation state, to a focus on human security which stresses the importance of the individual and her or his ability and freedom to decide and act.⁵ Security does not only mean the protection of the state and its institutions, but includes the protection of individuals and groups from fears and threats they face in their daily lives.



As Amartya Sen argues:

"The need to confront insecurity of daily lives may arise in other ways as well. When the victims remain severely deprived not because of an economic downturn, but because of persistent neglect of social and economic institutions (such as schools, hospitals, etc.) on a chronic basis, what is needed is a better understanding of

*the failure of governance involved in these long-term lacunae and a greater determination to make provisions for these vital necessities. Given the globalised nature of politics and public discussion in the contemporary world, this is a matter for international initiative as well as for national and local leadership."*⁶

This includes a response not only to military or economic issues, but also to ensuring social inclusion and a participatory, transparent and inclusive process of policy making, which can result in an overlap of these areas of intervention. An example is evident in the changing mandate of UN peacekeeping operations, or humanitarian interventions. These – in origin military – interventions have become more comprehensive. They now include programs and projects on reconstruction, observance of elections and reintegration of ex-combatants. The mandates usually also request the establishment of gender focal points and gender advisors in missions, as well as gender training for troop-contributing countries and for units in the mission.

These scenarios and definitions of what security means in the 21st Century require the collaboration between different sectors to avoid overlap and to build a complementary work environment. The involvement of different actors has become a routine part of development strategies and disbursement of international aid. In this new context, coordination is essential. As the OECD states, development aid and international cooperation rely on the ownership of all actors involved and therefore *"requires participation by all stakeholders, including civil society, the media, communities, service providers, parliament, line ministries and local level governance structures."*⁷

The inclusion of a perspective that recognises the different needs and opportunities of women, men, boys and girls, goes beyond the recruitment of female staff in security institutions. The participation of women is an important aspect in all these activities and

5. **Commission on Human Security (2003)**. *Human Security Now*. New York: United Nations Commission on Human Security. 6. **Amartya Sen**, *Why Human Security?*, Text of presentation at the "International Symposium on Human Security" in Tokyo, 28 July, 2000. 7. **OECD-Development Assistance Committee (DAC) (2008a)**. "Making the Linkages". *Gender Equality, Women's Empowerment and the Paris Declaration on Aid Effectiveness: Issue Brief 1*. DAC Network on Gender Equality, July 2008.

positions, but increasing the number of female personnel needs to be accompanied by sensitivity in recognizing different roles within society and possible discriminatory practices.

The Dutch policy brief:

*"Yet a single focus on increasing the number of women participating or even leading in decision-making processes is not enough. It leaves untouched the social-cultural ideals that inform those decision-making processes: cultures of violence and patriarchal political systems that reproduce or even strengthen existing gender power inequalities. These social-cultural gender ideals are not solely supported by men and undemocratic leaders. They are reproduced by the society as a whole: by men and women, by power-holders and subordinates."*⁸

Furthermore the policy brief says that gender is often considered to be a luxury aspect of development projects and added at the last moment, when it comes to implementation. This blocks an effective response to the different needs and opportunities of different groups, especially in the context of armed violence.⁹



Resolution 1325 was the first resolution of the Security Council that addressed women, peace and security issues after a long struggle by different actors, especially civil society organisations at all levels. The resolution's scope has been formulated as embracing the "three Ps":

p1 Participation of women in peace processes

p2 Mainstreaming a gender perspective into all conflict prevention activities and strategies

p3 Protection of women in war and peace

International conferences and dialogues¹⁰ as well as National Action Plans (NAPs)¹¹ have developed additional dimensions to the resolution, including 'prosecution of sexual and gender-based violence' and the 'promotion of women's rights', aiming to broaden the scope of the resolution. Sexual and gender-based violence (SGBV)¹² appearing in the light of armed conflict and violence is a vital part of the resolution. A large amount of documents exist to serve as a normative framework.

Sexual and gender-based violence during armed conflict has previously been addressed by international human rights, humanitarian and international criminal law and legally addressed through the tribunals for the former Yugoslavia (ICTY) and Rwanda (ICTR) and the International Criminal Court (ICC). The definition of sexual and gender-based violence as potential crimes against humanity,¹³ war crimes, and as acts of genocide¹⁴ has been established through these courts.

Numerous related resolutions and agreements on the international as well as the regional level exist addressing violence against women in a more generic manner. The Inter-American Convention on the Eradication of Violence against Women (Convencion Belém do Pará),¹⁵ for example, addresses violence against

8. Cordaid, *Gender Responsive Peace and State-Building Changing the Culture of Power in Fragile States*, Policy Brief, 2010. 9. *Ibid.* 10. See, for example, OSAGI, *Department of Economic and Social Affairs (DESA) and Economic Commission for Latin America and the Caribbean (ECLAC)* (2008). 11. See, for example, Liberia, *Ministry of Gender and Development* (2009). *The Liberia National Action Plan for the Implementation of United Nations Resolution 1325*. Monrovia: Ministry of Gender and Development. March. 12. Please find the definition for gender-based violence and sexual violence used for the purpose of this paper in the attached glossary. 13. See, for example, *International Criminal Tribunal for the Former Yugoslavia* (1999). *Sexual Violence as a Crime Against Humanity*. (ICTY), Tadic, Dusko IT-94-1-A. The Hague. 14. See, for example, *International Criminal Tribunal for Rwanda* (ICTR) (1998). *Prosecution of rape as an act of genocide*. ICTR-96-4-0001, Akayesu, Jean Paul. The Hague. 15. *Organization of American States* (1994). *Inter-American Convention on the Prevention, Punishment, and Eradication of Violence against Women: "Convention of Belém Do Pará."* Belém do Pará, 9 June at: www.oas.org/

GNWP members and other women, peace and security advocates also hope that this initiative will encourage Member States to do their own systematic and regular monitoring of 1325 implementation.

women during times of peace. Nonetheless, these documents, provisions and action plans will be touched upon indirectly (see section three) in order to keep the focus of this paper on the implementation of the 1325.

As one of the four UN Security Council resolutions on women, peace and security, resolution **1820** (adopted on 19 June 2008)¹⁶ specifically focuses on the protection and response to sexual violence committed against not only women but civilians in general. Its wording is more explicit and demanding than the recommending tone of Resolution 1325. 1820 urges and requests responses by the UN system, especially the Secretary-General and Member States.

Resolution 1888 (on 30 September)¹⁷ and **1889** (on 5 October) were adopted just days apart in 2009. Resolution 1888 reinforces the provisions of Resolutions 1325 and 1820, emphasizing the different roles and responsibilities of different international and national actors such as the UN, African Union, European Union and national governments. One of its key features is the demand for high-level leadership in the form of a Special Representative of the Secretary-General on sexual violence in conflict. UN Secretary-General Ban Ki Moon responded by establishing this post and appointing Margot Wallstrom from Sweden.

Resolution 1889¹⁸ stresses the importance

of recognizing women not just as victims of armed conflict but also as agents of peace, recognizing their crucial role in peacebuilding initiatives. The language is more demanding and concrete than in the previous resolutions, and contains a component that calls for comprehensive assessment and monitoring and evaluation (M&E) mechanisms when it comes to the implementation of women, peace and security provisions. In addition, it ... *“requests the Secretary-General to ensure that relevant United Nations bodies, in cooperation with Member States and civil society, collect data on, analyze and systematically assess particular needs of women and girls in post-conflict situations, including, inter alia, information on their needs for physical security and participation in decision-making and post-conflict planning, in order to improve system-wide response to those needs.”*¹⁹

While the United Nations interagency taskforce on women, peace and security under the lead of the Office of the Special Advisor to the Secretary-General on Gender Issues and the Advancement of Women (OSAGI) has so far monitored the implementation of Resolution 1325 among the UN entities,²⁰ resolution 1889 goes further and *“requests the Secretary-General to submit to the Security Council within 6 months, for consideration, a set of indicators for use at*

^{16.} **United Nations Security Council (2008)**. UN Security Council Resolution 1820 on women and peace and security. 19 June. S/RES/1820. ^{17.} **United Nations Security Council (2009)**. UN Security Council Resolution 1888 on women and peace and security. 30 September. S/RES/1888. ^{18.} **United Nations Security Council (2009)**. UN Security Council Resolution 1889 on women and peace and security. 5 October. S/RES/1889. ^{19.} *Ibid. para . 20.* See: <http://www.un.org/womenwatch/ianwge/taskforces/wps/actionplan20082009/pdfs/OCHA%202008-2009%201325.pdf>.

*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 (2000) in 2010 and beyond.*²¹

Following this request, the UN Technical Working Group on Indicators (TWGI) was formed to develop a common set of indicators for tracking 1325 implementation globally. In addition to that, there were also discussions on the data collection requirements within this group and other concerned entities. The Global Network of Women Peacebuilders (GNWP) is contributing to this effort by identifying and developing a set of indicators to track the implementation of UNSCR 1325 at the country level. The GNWP built on the efforts of the UN Technical Working Group through coordination with agencies involved in the indicators development process such as UNIFEM. While some of the indicators selected by the Technical Working Group and GNWP are similar, the GNWP members and partners are populating the indicators and analyzing the outcomes from a purely civil society perspective.

The GNWP also has two indicators that assess funds earmarked for women, peace and security programs and projects of civil society organizations as well as governments. The outcomes of the in-country monitoring efforts of GNWP will be presented during for the 10th anniversary of 1325 in New York in October 2010. It is hoped that the outcomes will serve as baseline data for future 1325 and women, peace and security interventions at country level. GNWP members and other women, peace and security advocates also hope that this initiative will encourage Member States to do their own systematic and regular monitoring of 1325 implementation.

Following the adoption of Resolution 1889, an attempt to standardize and harmonize data collection and monitoring processes as well as to develop indicators for tracking 1325 implementation has been in progress.

The UN Secretary General reported the following indicators in his women, peace and security report of 2010. They examine financial allocations for the implementation of the resolution:

Indicator 23

Proportion of the allocated and disbursed funding to Civil Society Organizations (CSOs), including women's groups, that is spent on gender issues in conflict-affected countries

Indicator 24

Actual allocated and disbursed funding in support of programmes that address gender sensitive relief, recovery, peace and security programmes in conflict-affected countries. Moreover, the following indicators bring attention to the resource allocation for benefits that go to individual women and girls in conflict-affected situations

Indicator 25b

Number and percentage of women and girls receiving benefits through reparation programmes, and types of benefits received

Indicator 26

Number and percentage of female ex-combatants, women and girls associated with armed forces / groups that receive benefits from Disarmament, Demobilisation and Reintegration (DDR) programmes²²

21.S/RES/1889, para 17. 22.SG report on Women, peace and Security (2010), S/2010/173.

Applicable criteria and definitions need to be established to obtain data that allow for the measurement of such indicators. Furthermore, the concrete activities contributing to the implementation of the resolutions need to be outlined and clarified. These may include the collection of data, knowledge development, research and documentation, capacity building activities and awareness raising, advocacy and coordination mechanisms. These indicators are subject to further consultation and their measurement mostly refers to the United Nations and individual Member States. However, other policies and programmes adopted at the national level may also indicate commitment to women, peace and security. The provision of resources and the analysis of funds that are gender sensitive may be the first step towards realistic action on women, peace and security.

The women, peace and security resolutions do not stand alone but are rather embedded in a web of international provisions that promote and protect women and girls' rights. The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW),²³ adopted in 1979, is a strong legal instrument for the promotion of women's rights when ratified by a Member State.

There are several links between the Convention and the resolutions. For example, the CEDAW Committee in its 19th general recommendation provided a definition of gender-based violence, calling it *"a form of discrimination that seriously inhibits women's ability to enjoy rights and freedoms on a basis of equality with men."*²⁴ Sexual harassment, exploitation and sexual, physical and mental harm fall under this definition. Furthermore, in reference to Article 6 of the Convention, the Committee has asserted that: *"Wars, armed conflicts and the occupation of territories often lead to increased prostitution, trafficking in women and sexual assault of women, which require specific protective and punitive measures."*²⁵

Looking at implementation strategies and

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

For example, the United Nations Fourth World Conference on Women in Beijing (1995) also addressed the gender dimension of security policies. Section E of the Beijing Platform for Action is on Women and Armed Conflict. It contains a relatively detailed programme with suggested measures to promote and protect women's rights during conflicts.²⁶ For example, times of armed conflict increase the occurrence of women's rights violations and: *"include murder, torture, systematic rape, forced pregnancy and forced abortion, in particular under policies of ethnic cleansing."*²⁷ It also recognizes that *"parties to the conflict often rape women with impunity sometimes using systematic rape as a tactic of war and terrorism."*²⁸ The unequal status of women in society was named as one reason for this danger of sexual violence towards women. Other strategic objectives request the response to women, peace and security issues to include the following:

Strategic objective E.1

Increase the participation of women in conflict resolution at decision-making levels and protect women living in situations of armed and other conflicts or under foreign occupation.

Strategic objective E.2

Establish action to investigate and punish members of the police, security and armed forces and others who perpetrate acts of violence against women, violations of international humanitarian law and violations of the human rights of women in situations of armed conflict.

23. *Committee on the Elimination of All Forms of Discrimination Against Women (1992)*. "Violence Against Women," General Recommendation no. 19 (eleventh session), UN Document CEDAW/C/1992/L.1/Add.15.

24. *Ibid. para 1.25. Ibid. para 16.26. United Nations, Beijing Declaration and Platform of Action, 15 September 1995. A/CONF.177/20 (1995) and A/CONF.177/20/Add.1 (1995).* 27. *Ibid. para. 11. 28. Ibid. para. 135.*

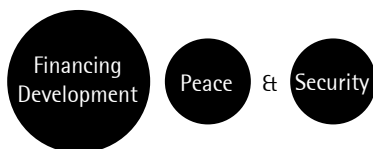
Strategic objective E.3

Promote non-violent forms of conflict resolution and reduce the incidence of human rights abuse in conflict situations.

Strategic objective E.4

Promote women's contribution to fostering a culture of peace.²⁹

Combining the legal power of an international treaty such as CEDAW, which is ratified by 186 UN member States, with regional commitment as well as with the UN resolutions concerning women, peace and security, actively puts the protection of women in armed conflict into practice and are guiding principles for most countries around the globe.



Gender provisions not only request political commitment or legal reforms, but also the allocation of financial and human resources. Efforts to achieve the Millennium Development Goals (MDGs) are central when looking at new gender policies and have included the allocation of funding by national governments. MDG3,³⁰ which calls for the promotion of gender equality and the empowerment of women, is especially important. When there are projects or implementation strategies at the national level considering MDG3, further implementation of Resolution 1325 can function as an entry point. The provision of resources for MDG3, can be used to further the implementation of and support for the resolutions on women, peace and security.

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

*"As the coalition agreement of the Fourth Balkenende government clearly indicates, Dutch development policy includes working actively through Project 2015 to achieve the Millennium Development Goals. [Furthermore,] Women's political and socioeconomic development plays a central role in achieving these MDGs. The Minister for Development Cooperation has also said explicitly that the position of women will be one of his priorities. In the next four years, the Dutch government will pay more attention to implementing resolution 1325."*³¹

Political will was not the only benefit that came from linking the Dutch NAP to the MDGs framework. It also helped increase its financing, as the NAP states "[a]dditional" resources have accordingly been earmarked to improve the position of women, particularly through the MDG3 Fund."³²

Financing the implementation of Resolution 1325, and the political framework of different action planning processes, are not only a matter of internal policy but also depend on external funds or involve funds allocated for external women, peace and security activities. Some countries emerging from conflict – Côte D'Ivoire, Liberia and Uganda, for example – have received and hope to continue to receive funding for the development and most importantly the implementation of their NAPs. However, of the 21 countries that have developed NAPs and aim to implement the resolution,³³ the majority are not countries where conflict is taking place. These circumstances create the need to look not only at women, peace and security policies but also at international development aid policies. The importance of linking diplomacy, defence and development policies (the three D approach) is increasingly recognized and being demanded.

29. *Ibid. para. 143 (c)*. 30. *Millenium Development Goal, Goal 3, UNDP website: <http://www.undp.org/mdg/goal3.shtml>*. 31. *Netherlands, Ministry of Foreign Affairs (2007). Dutch National Action Plan on Resolution 1325: Taking a Stand for Women, Peace and Security. The Hague: December. p. 5.* 32. *Ibid. p. 20.* 33. *Austria, Belgium, Chile, Côte d'Ivoire, Denmark, Finland, Iceland, Liberia, Portugal, Norway, Sierra Leone, Spain, Sweden, Switzerland, the Netherlands, Philippines, Uganda and the United Kingdom. Burundi, the Democratic Republic of Congo, Ghana, Rwanda have draft national action plans have developed national action plans but not publicly launched them yet.*

When looking at the provisions and context of Official Development Assistance (ODA), there is a difference between general development aid and the assistance given to countries defined as 'fragile states.' So far, *"half the ODA destined for 48 fragile and conflict-affected states benefited just 5 countries in 2007: Iraq (23%), Afghanistan (9.9%), Ethiopia, Pakistan and Sudan, and around a fifth was in the form of debt relief. [...] Fluctuations in aid are larger in fragile and conflict-affected states than in other developing countries. Seven countries experienced fluctuations of aid in excess of 5% of GDP over 1990-2005: Burundi, the DRC, Eritrea, Guinea Bissau, Liberia, Sierra Leone and the Palestinian Administered Areas."*³⁴

It has become clear that development aid needs better coordination to be effective. In 2003, for example, The **Monterrey Consensus** stated that *"in the increasingly globalizing interdependent world economy, a holistic approach to the interconnected national, international and systemic challenges of financing for development – sustainable, gender-sensitive, people-centred development – in all parts of the globe is essential."*³⁵ The Consensus calls for gender-sensitive investment, social services, gender budgeting and the empowerment of women. It further encourages governments to *"mainstream the gender perspective into development policies at all levels and in all sectors."*³⁶

In 2005 the **Paris Declaration**³⁷ – which emphasizes the alignment between donor and recipient countries using local structures, needs and capacities – called for:

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

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

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

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

Mutual accountability: donors and partners are accountable for development results.

The Development Assistance Committee of the Organisation for Economic Co-operation and Development (OECD-DAC) has stated that *"Gender equality and women's empowerment are fundamental cornerstones for achieving development results and the ultimate goals of the Paris Declaration, namely to increase the impact of aid on reducing poverty and inequality, increase growth, build capacity and accelerate achievement of the Millennium Development Goals (MDGs). Moreover, gender inequalities are costly and undermine development effectiveness."*³⁸

Nonetheless, the Paris Declaration fails to include gender-sensitive indicators and a specific link to Resolution 1325 or gendered security. *"In practice, national priorities may be problematic in terms of addressing gender concerns, as the attention to internationally recognized gender equality goals varies widely by national government. Further, even when national governments recognise gender equality goals rhetorically, these policy statements often are not backed up with sufficient funding or allocation of responsibility."*³⁹ Furthermore, there are challenges that result from the joint programme approach.

The Declaration states: *"Many civil society groups, including women's groups, may not have the absorptive capacity to deal with large amounts of funding. In addition, because the amounts were small, individuals within a donor organization also had a greater degree of flexibility to support work*

34. OECD (2009), *Ensuring Fragile States are Not Left Behind*. 35. International Conference on Financing for Development Mexico (2003). *Monterrey Consensus on Financing for Development*. Para. 36. *Ibid.* Para 64. 37. OECD (2005), "The Paris Declaration", Paris. 38. OECD-Development Assistance Committee (DAC) (2008a). "Making the Linkages". *Gender Equality, Women's Empowerment and the Paris Declaration on Aid Effectiveness: Issue Brief 1*. DAC Network on Gender Equality, July 2008. 39. Beetham, G. (forthcoming). "Gender, Poverty and Aid Architecture". In *Gender and Poverty Handbook*, S. Chant, ed. Cheltenham, UK: Edward Elgar Publishing,

in unconventional areas promoting new ideas such as gender mainstreaming, violence against women time allocation studies, trafficking and migrant workers that are now regarded as mainstream.”⁴⁰

Local women's organisations utilize their knowledge of cultural patterns and gendered practices in advocacy work to create concrete change and impact policies. It is largely due to many small women's organisations that the resolution today has the power to influence national policies and mobilise funds for the most vulnerable. Prioritizing big CSOs reduces

grassroots organizations' access to funding.

The OECD underlines that *“funding the work of CSOs that provide support and services to women affected by conflict and that promote women's voices at all levels of decision-making is crucial to the promotion of Resolution 1325. It is particularly important to support the work of grassroots and community-based initiatives, which are often the only providers of services and support but which also often have very limited capacity and access to funding.”⁴¹*

The Accra Agenda of Action, established three years after the Paris Declaration, builds on and reaffirms the following principles:

Predictability

Donors will provide information on their planned aid to partner countries 3-5 years in advance

Country Systems

Partner country systems will be used to deliver aid as the first option, rather than donor systems

Conditionality

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

Untying

Donors will relax restrictions that prevent developing countries from buying the goods and services they need from whomever and wherever they can get the best quality at the lowest price⁴²

⁴⁰Muteshi, J. (2008). *Mapping Aid Effectiveness and Gender Equality in Africa. Final Report*. New York: UNIFEM. Available at: http://www.unifem.org/attachments/products/MappingAidEffectivenessAndGenderEquality_Africa.pdf. ⁴¹See in Popovic, Lyttikainen and Barr (forthcoming). *Planning for Action on Women, Peace and Security: A review of the national-level implementation of Resolutions 1325 and 1820*. New York: UN-INSTRAW, International Alert and OSAGI. ⁴²See OECD DCD-DAC website: http://www.oecd.org/document/18/0,2340,en_2649_3236398_35401554_1_1_1_1,00.html.

Moreover, the Accra Agenda of Action refers to gender equality as a guiding principle: *"Gender equality, respect for human rights, and environmental sustainability are cornerstones for achieving enduring impact on the lives and potential of poor women, men, and children. It is vital that all our policies address these issues in a more systematic and coherent way."*⁴³

Within the normative framework, countries and organizations committed to these declarations and agreements need to *"put the money where their mouth is"*⁴⁴ and invest in women's organizations and policies. They must also develop gender-sensitive indicators, objectives and activities within funded programmes that address issues such as peacebuilding, security sector reform (SSR), reintegration of former combatants and local governance. There is a strong need to support and fund the participation of women in peace processes, the prevention of armed conflict and the protection of women from gender-based violence, as well as the prosecution of gender crimes and the promotion of women's rights in an effective and harmonized way.

Instead of specific programmes and funds around one aspect of women, peace and security, the mainstreaming of a gender perspective in security related initiatives has been suggested. Gender mainstreaming⁴⁵ has been widely promoted as the tool to integrate a gender perspective in policy development, research, advocacy, dialogue, legislation, resource allocation, planning, implementation and monitoring of programmes and projects.

However, many institutions lack the knowledge, capacity and resources to do this. Often the gender dimension has suffered due to the lack of targeted action for the most vulnerable populations. Some even argue that *"because it has lacked a women's empowerment focus, mainstreaming became a depoliticized technical instrument with few returns for women in the ground."*⁴⁶

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

Poverty reduction support can be either delivered individually or through a collective of donors. *"PRBS [poverty reduction budget support] is typically provided through a joint and multi donor arrangement, normally referred to as Partnership General Budget Support. [...] Furthermore, given the nature of budget support (where funds are fungible) and the emphasis given to partner country ownership, it is virtually impossible to attribute and track the particular effect and impact on gender equality and women's empowerment of any particular donor's budget support contributions."*⁴⁷ Especially in situations of post conflict and transition, *"the climate for foreign direct investment is also threatened by continued conflict and aggression.*

43. Third High Level Forum on Aid Effectiveness (2008). Accra Agenda of Action. Accra High Level Forum (HLFo3), 2–4 September. Available at: <http://www.undp.org/mdtf/docs/Accra-Agenda-for-Action.pdf> Riordan, S. (2000). "Put the Money Where Your Mouth Is!": The Need for Public Investment in Women's Organisations". Gender and Development, Vol. 8, No. 1 (March). **44. Riordan, S. (2000).** "Put the Money Where Your Mouth Is!": The Need for Public Investment in Women's Organisations". Gender and Development, Vol. 8, No. 1 (March). **45. Mainstreaming a gender perspective is the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in any area and at all levels. It is a strategy for making the concerns and experiences of women as well as of men an integral part of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres, so that women and men benefit equally, and inequality is not perpetuated. The ultimate goal of mainstreaming is to achieve gender equality". ; Please find further definitions in the attached glossary.** **46. AWID (2008b).** "Bilateral and Multilateral Development Agencies: Where is the Money for Women Rights". FundHer Factsheet #2. **47. COWI Evaluation Team (2006).** Evaluation of DFID's Policy and Practice in Support of Gender Equality and Women's Empowerment – Thematic Studies Volume III. Evaluation Report EV669. London: DIFD.

In an atmosphere of conflict, intense competition is brought about by limited private investment; gender gaps in opportunities to engage in trade will continue to widen."⁴⁸ Therefore, a gender perspective needs to be included, on both the donor & recipient side, when transferring funds and supporting specific programmes and organisations.

All listed legal obligations and guidelines are to be considered when discussing the costing and financing framework for women, peace and security. The normative framework which guides and supports implementation of women, peace

and security initiatives is multidimensional and complex. The costing and financing of Resolutions 1325, 1820, 1888 and 1889 requires the involvement of various actors. Moreover, resources come from different institutions which have different approaches to peace and security as well as to gender equality. These institutions also observe different internal financial policies. How these elements can complement each other should be carefully thought out to ensure effective and efficient usage of resources for women, peace and security projects and programs.

48. Akanji, Bola (2007). *Gender Equity Issues in African Trade and Investment Creating Gender Equity in Growth areas of African Development: Trade and Investment: Some Lead Issues. Discussion paper at an Expert Group Meeting of the Africa Partnership Forum-Support Unit and NEPAD Secretariat, in Cooperation with the OECD, Berlin.*



03

Implementing Resolution 1325

"Women play a significant role in addressing peace and conflict issues. They serve as negotiators and mediators between and among parties in conflict. They play roles as diverse and as broad as values formators, healers and reconcilers, evacuation center managers, and relief operations coordinators. Such roles if recognized, sustained, strengthened and expanded can make a significant impact in the building of a culture of peace in larger areas of human interaction beyond the local community."
Philippines (2010); The Philippine National Action Plan on Women, Peace and Security: Implementing the UNSCRs 1325 and 1820

a) At the international and regional level

The United Nations has developed a System Wide Action Plan⁴⁹ on Resolution 1325 that aims to coordinate the different initiatives implemented by various UN entities including peacekeeping missions, the United Nations Development Programme (UNDP), United Nations Development Fund for Women (UNIFEM), United Nations Population Fund (UNFPA) United Nations Children's Fund (UNICEF), and the United Nations International Research and Training Institute for the Advancement of Women (UN-INSTRAW) among other members of the UN taskforce on women, peace and security.⁵⁰ All implementing agencies list their activities related to the three dimensions (3Ps) of the resolution. The action plan is summarised each year in the UN Secretary General Report on Women, Peace and Security.⁵¹ It is updated on an ongoing basis, and performance indicators and results-based management tools were included in 2007 to make it more transparent, coordinated and effective.

In this action plan, the Office of the United Nations High Commissioner for Refugees (UNHCR) reports to have *"addressed protection and support to women and girls by ensuring the provision of sanitary materials to women and girls of reproductive age receiving humanitarian assistance from the organization. In 2008, 35 operations reported the distribution of sanitary materials at a cost of about \$1.5 million. The Maka Pads project in Uganda, which was developed to produce sanitary materials using natural and local material, not only meets at least half of the needs of sanitary materials*

Even though the normative framework may be comprehensive and clear, the transformation of policy into practice is long and complex. In terms of Resolution 1325 in particular, different actors need to collaborate, often in contexts that are already extremely challenging. In many cases armed conflict and violence has spilled over national borders and requires not only a national and local but rather a regional and international response. This section aims to discuss in greater detail the roles of different actors and the strategies applied to implement Resolution 1325 and to advance the women, peace and security agenda overall. This section will also address and outline activities that support objectives requested by the resolution to provide the reader with examples of different tools and results for the implementation of the resolution. This will include programming, monitoring and evaluation, as well as specific case studies.

49. See: <http://www.un.org/womenwatch/ianwge/taskforces/wps/actionplan20082009/pdfs/OCHA%202008-2009%201325.pdf>. 50. Department of Economic and Social Affairs, Department of Field Support, Department of Peacekeeping Operations, Department of Public Information, Economic and Social Commission for Asia and the Pacific, Economic and Social Commission for Western Asia, International Labour Organization, International Organization for Migration, Office for the Coordination of Humanitarian Affairs, OHCHR, OSAGI, Office of the Special Representative of the Secretary-General on Children and Armed Conflict, UNICEF, United Nations Democracy Fund, UNIFEM, UNDP, United Nations Forum on Forests, United Nations Fund for International Partnerships, UNHCR, UNIDO, UN-INSTRAW, United Nations Interregional Crime and Justice Research Institute, United Nations Mine Action Service, United Nations Office for Project Services, UNFPA, UNRWA, United Nations System Staff College, World Bank, WFP. 51. *Women and peace and security (2009)*. Report of the Secretary-General (S/2009/465) United Nations Security Council, New York

of refugee women in Uganda, but also provides employment for refugee women. UNHCR is committed to replicating such livelihood projects in other locations.”⁵²

Humanitarian aid is only one of the possible areas of intervention to support the implementation of the resolution. The UNDP contributes through its global development programmes and offices. *“A number of activities by UNDP and other partners have supported this area of implementation. Since 2008, UNDP has been implementing its Global Programme on Strengthening the Rule of Law in Conflict and Post-Conflict Situations 2008-2011, which targets 20 conflict and post-conflict countries with support in developing comprehensive and integrated rule of law programmes. A major component of these programmes is access to justice and security for women and girls, especially victims of sexual violence. To this end, UNDP has designed and supported multi-year rule of law programmes in Bosnia and Herzegovina, the Central African Republic, Chad, the Democratic Republic of the Congo, Guinea-Bissau, Iraq, Kosovo, Liberia, the Occupied Palestinian Territory, Sierra Leone, Somalia, Sri Lanka, the Sudan and Timor-Leste, which have a strong focus on security and access to justice for women and girls.”*⁵³

As demonstrated by these two examples, the variety and scope of intervention is broad, especially considering that activities are carried out by specific actors and at different stages. For example, a victim or survivor of gender-based violence may encounter different actors such as a doctor, police officer, a judge, and/ or a psychologist. All of these actors have very different backgrounds and perspectives but are working on the same issue. The limited timeframe to response to the survivor's needs may produce a higher risk of re-traumatisation, especially if handled by actors from diverse cultural and socio-political contexts. Lack of coordination and collaboration can be extremely damaging for the affected person. Therefore, when talking about women, peace and security issues, the

coordination, data sharing and efficient organisation between the different actors involved is important, as well as the confidentiality of sensible data. In this sense, an action plan should contribute to coordinating such efforts, reporting on the different actors, activities, objectives and outcomes in a single document.

Evaluations of action plans may indicate the impact and results of activities, but often there is the lack of resources and political will to conduct evaluations. Long term analysis of gendered aspects of security provisions and actions requires additional resources. An evaluation of the UN System Wide Action Plan and UN activities on the ground, has not happened in a comprehensive manner. An attempt to identify the success of different activities and projects has been established through the development of internationally applicable indicators. Some good practices and gaps in implementing 1325 have also been identified. A specific accountability mechanism for all UN Member States and regular reporting are still needed. Also a regular, systematic and ethical data collection system remains a major gap at the global level. Coordination among UN agencies and entities in developing, executing and monitoring projects and programmes on women, peace and security still needs a lot of improvement. It is hoped that better coordination and the use of clear guidelines and standardized practices for data collection will be achieved through the establishment of UN Women, the single UN entity dedicated to gender issues and the advancement of women.

At the regional level, the most visible initiatives are the continuous efforts to implement Resolution 1325 by institutions working with or inside the European Union (EU). The most recent and wide-ranging document is the *EU Comprehensive Approach for the Implementation of UN Security Council Resolutions 1325 and 1820 on Women, Peace and Security (2008)*.⁵⁴

In this policy document the EU manifests its decisive political will to implement the

⁵².bid Para. 40. ⁵³.Ibid. Para.42. ⁵⁴.Barnes, K. (2009). *Turning Policy into Impact on the Ground: Developing indicators and monitoring mechanisms on women, peace and security issues for the European Union*. Brussels: Initiative for Peacebuilding.

resolution by stating: *“The European Union has policy commitments to promote the role of women in peace building and to enhance the implementation of UNSC Resolution 1325 in its external actions. Building on these commitments, this document sets out a common EU approach to the implementation of UNSC Resolutions 1325 and 1820. It provides comprehensive guidance to ensure that the Union’s external actions are shaped to protect women from violence, that they contribute to increased equality between women and men during and after armed conflict and in situations of fragility.”*⁵⁵

In addition, the European Council’s (2008) document entitled Implementation of UNSCR 1325 as reinforced by UNSCR 1820 focuses specifically on EU peacekeeping missions. Building on a long series of documents prior to these two specific policies, the EU now tries to mainstream gender in its policies and activities, as well as integrating women, peace and security issues in its policy and political dialogues with partner governments.⁵⁶ They also intend to accurately monitor resources spent and made available on a regional level.

Concrete funding by donor countries has also been realized through international and regional organizations. For example *“within the Organisation for Security and Cooperation in Europe (OSCE), Belgium supports the various initiatives set up for and by women as well as gender mainstreaming in policies, recruitment and general activities. Emphasis is put on strengthening local capacities as well as increasing gender expertise. The OSCE Action Plan for the Promotion of Gender Equality (2004) stipulates that the OSCE structures must duly promote Resolution 1325. This Action Plan needs further implementation.”*⁵⁷

While a variety of initiatives regarding common regional implementation have been discussed, no exclusive regional strategy has been

developed for Resolution 1325 outside of the EU. High Level Dialogues in Santiago de Chile in 2007 and in Addis Ababa 2008⁵⁸ contributed to the increased political will in the Latin American and African regions.

The AU Solemn Declaration on Gender Equality in Africa (SDGEA), for example, outlines the commitment of the Heads of State and Government of Member States of the African Union to Resolution 1325 as well as to concrete action by agreeing to *“Ensure the full and effective participation and representation of women in peace process including the prevention, resolution, management of conflicts and post-conflict reconstruction in Africa as stipulated in UN Resolution 1325 (2000) and to also appoint women as Special Envoys and Special Representatives of the African Union.”*⁵⁹

In Latin America, the strongest legal instrument on the protection of women, especially protection from violence, is the Inter-American Convention on the Punishment and Eradication of Violence against Women (Convention of Belem Do Para). This convention is reinforced through the inter-American court and commission which carry cases on all forms of gender-based violence in countries facing or not facing armed violence.

Even though regional initiatives contribute to increase political will and to strengthen the commitment to women, peace and security, the implementation of Resolution 1325 has happened increasingly on the national level through different forms of policy development including action planning processes.

b) At the national level

Different national level strategies to implement the resolution have been adopted in the past 10 years. Some countries, such as Germany, have argued for addressing women,

55. **European Union (2008).** *Comprehensive approach to the EU implementation of the United Nations; Security Council Resolutions 1325 and 1820 on women, peace and security*; 15671/h/08; Brussels. 56. **Council of the European Union (2008).** *Implementation of UNSCR 1325 as reinforced by UNSCR 1820 in the context of ESDP. Doc 15782/3/08 Rev 3.* Brussels

57. **Federal Public Service Foreign Affairs, Foreign Trade and Development Cooperation (2009).** *Women, Peace and Security: Belgian National Action Plan on the Implementation of UN Security Council Resolution 1325.* Brussels. 58. *More information under:* <http://www.un.org/womenwatch/osagi/cdrom/start.html>. 59. **Solemn Declaration on Gender Equality in Africa (SDGEA) (2004), African Union, para. 2**

peace and security issues through already existing national plans⁶⁰ such as the national action plan on conflict prevention.⁶¹

Justice reform and the adaption of legal provisions that address gender inequality in post-conflict societies are also directly linked with the implementation of Resolution 1325. In Rwanda, for example, a number of laws relating to gender and security have been adopted since 1999:

“Law N° 22/99 of 12/11/1999
supplementing Book One of the Civil Code and instituting Part Five regarding matrimonial regimes, liberalities and successions

Law N° 27/2001 of 28/04/2001
Relating to Rights and Protection of the Child against Violence

Law N° 47/2001 of 18/12/2001
Instituting punishment for offences of discrimination and sectarianism

Organic Law n° 16/2003 of 27/06/2003
Governing political organizations and politicians (i.e., 30% representation)

The Organic Law n° 17/2003 of 07/07/2003
Related to presidential and legislative elections, ensuring the 30% threshold in party representation

The Land Law n° 08/2005 of 14/07/2005,
Giving women equal rights in land ownership against a cultural background that looked down upon women who were supposed to defer to their men on issues of land

Law n° 59/2008 of 10th September 2008
*providing legal sanctions against Gender-based violence*⁶²

Others, such as Colombia (see case study), have realized a large variety of women, peace and security projects and activities through different actors such as UN entities, CSOs and the government itself, without having a comprehensive national policy framework. The representative of the Colombian permanent mission to the United Nations, Claudia Blum, emphasises various initiatives of the government and civil society that contribute to the implementation of the resolution, despite the absence of a national action plan:

“In Colombia, The Office of the Advisor for Women’s Equity has strengthened the incorporation of the gender dimension in all government instances particularly through the policy Women Builders of Peace and Development. This policy is indicative of the Government’s determination to include the gender perspective in a cross cutting manner, in the implementation and evaluation of its public policies. [...] Also to be highlighted is the role of the National Commission for Redress and Reconciliation, institution that was created with the purpose of facilitating the peace process, and the individual or group reintegration of members of illegal armed groups. This Commission seeks to guarantee the rights of victims to truth, justice, and redress. The commission has included the gender perspective in its work, as well as the recommendations contained in Resolution 1325 of the Security Council.”⁶³

Even though the implementation of Resolutions 1325, 1820, 1888 and 1889 do not exclusively depend on the development of national action plans, their development was recommended by the President of the Security Council in 2005.⁶⁴ To date, the development of national action plans is the key strategy for the

60. Please find a definition for the purpose of this publication in the attached glossary. 61. **Government of the Federal Republic of Germany (2004)**. National Action Plan, “Civilian Crisis Prevention, Conflict Resolution and Post-Conflict Peace-Building”, Berlin. page 19 ff. 62. **GNWPS, In-country monitoring report on the implementation of resolution 1325 in Rwanda**. (forthcoming). 63. **Caludia Blum**, (2008). Embajadora, Representante Permanente de Colombia, Consejo de Seguridad, debate abierto sobre Mujer, Paz y Seguridad, Colombian Mission to the United Nations, New York. 64. **Statement of the President to the Security Council**, S/PRST/2005/52, New York: 27th October 2005.

Having a NAP ensures focus on participation, prevention and protection that in turn ensures women’s full integration and recognition in peace and security activities.

comprehensive implementation of women, peace and security programming at the national level, which makes them an important indicator for the implementation of the resolution. As stated by Rachel Mayanja, Special Advisor to the Secretary General on Women’s Empowerment and Gender Issues, it is the main responsibility of Member States to develop national implementation strategies.⁶⁵ This does not only refer to countries in conflict, but to all countries who are member states of the United Nations. Nonetheless, UN agencies, other international or regional organisations and civil society can contribute important input and conduct external evaluations.

While the integration of women, peace and security issues into existing policies seems

effective as well as time and cost saving, the development of NAPs specifically on Resolution 1325 is one of the most coherent and effective approaches. Having a NAP ensures focus on participation, prevention and protection that in turn ensures women’s full integration and recognition in peace and security activities. Further arguments to support the development of a specific NAP on Resolution 1325 are increased coherence and coordination between government agencies; improved monitoring and evaluation; enhanced accountability; and increased ownership and awareness.⁶⁶

While national governments carry the main responsibility for the development of such NAPs, civil society has been the leading force behind

⁶⁵ OSAGI, Department of Economic and Social Affairs (DESA) and Economic Commission for Africa (ECA) (200). *Report of the High-Level Dialogue. High-Level Policy Dialogue on National Implementation of Security Council Resolution 1325 (2000) in Africa*. New York: OSAGI. ⁶⁶ Valasek, Kristin (2006). *Securing Equality, Engendering Peace: A guide to policy and planning on women, peace and security (UN SCR 1325)*. Santo Domingo: UN-INSTRAW

their development. This has been the case in the Philippines and in Sierra Leone. In both countries, specific activities and collaboration mechanisms have been carefully outlined to promote transparency, effectiveness, cooperation and comprehensiveness.

In order to develop a NAP, certain pre-conditions need to be satisfied, such as sufficient awareness and knowledge by the government and the implementing parties, political will, activities, good coordination and collaboration mechanisms that help avoid duplication and gaps on women,

peace and security initiatives, and data to support M&E. An outline of the different steps towards a NAP on Resolution 1325 as well as the funds spent in different contexts on activities specifically outlined as contributing to the implementation will be listed in section five of this paper. The following section will focus on different actors involved and methods used to finance gender equality in contexts affected by armed violence. This contributes to a better understanding of the context in which NAPs on Resolution 1325 are created and what resources are available for their implementation.

04

Financing women, peace and security

"Understanding how policy and public financing choices can support gender equality requires knowledge on several fronts, including: the collection and distribution of resources; financing flows and types; domestic and international contexts; the objectives of macroeconomic and social policy frameworks; and the degree of coherence between economic and social policies"

UNIFEM and United Nations Non-Governmental Liaison Service (NGLS) (2008). Financing for Gender Equality. New York: UNIFEM and UN-NGLS

As the friends and supporters of Resolution 1325 and related provisions increase, the complexity of the funding channels increases as well. The following section aims to demonstrate the complexity of raising funds and their effective use in the context of a diverse set of actors, interests and power relations. The situation is made more complex in situations of armed conflict and in relation to women's empowerment and security. The process of mobilizing national public funds through mechanisms such as gender budgeting can identify existing resources needed for the development and implementation of a NAP on Resolution 1325 as demonstrated in the Philippines.

Other countries have used Official Development Assistance (ODA) and contributions from international civil society and organisations to push women, peace and security initiatives forward, as is the cases of Liberia and Colombia. This section also looks at the potential of the private sector to explore innovative ways to complement exhausted resources. It shall emphasize that not only financial resources are required to develop a NAP, but also political will and capacities.

As stated in the section discussing the normative framework, various international documents suggest the duty of the international community and member states to finance and support the implementation of gender equality and inclusive security. The mechanisms for the provision and usage of such support should be transparent, with built in accountability measures and should result in mutual partnership and respect between donor and recipient.

In fragile states and post-conflict contexts in particular, the channels of funding can include military funds, ODA, multinational budget and funding of CSOs. Often the resources struggle to find a direct way to the most vulnerable groups due to the lack of information sharing and the gap between international administrative procedures and local needs and responsibilities. Requirements by donating institutions for project development, monitoring and evaluation often do not align with the local needs, possibilities, customs, traditions and perceptions of what success means. An increased adaption to the local infrastructure should not only be manifest in the normative provisions, but also needs to be further put into practice.

While gender mainstreaming has also impacted on some domestic military policies including budget allocations in certain national military institutions, military interventions and military budgets remain controversial. As military regimes and troops may contribute to dynamics that reinforce gender stereotypes and non-pacifist response to conflicts, it has been criticized from different corners of civil society. The inclusion of a gender perspective as well as finding alternative ways to conflict resolution have been promoted and increased over the last decade. Resolution 1325, 1820, 1888, 1889 recognize the continuous existence of the military and aim to include a gender perspective and a focus on human security into the defense sector and its mandates.⁶⁷ While the military spending of most countries exceeds the billion dollar mark, the country that spends by far the most on defense and military goods and capacity is the US, with a budget of USD620 billion. A country that identifies itself as a neutral

67. "<http://www.globalsecurity.org/military/world/spending.htm>"

country like Switzerland still spent USD2.5 billion on the defense and military sector in 2005.⁶⁸ In 2007, Switzerland adopted a NAP on Resolution 1325, where the government spends USD98,000 (1 Million CHF) a year. Norway as one of the main donor countries and friends of the resolution spent USD50 million on gender and SGBV in armed conflict and humanitarian settings.⁶⁹ Its military spending was over USD4 billion in 2003. In light of the increased recognition of security threats that include sexually transmitted diseases, human trafficking, and sexual exploitation and abuse, military budgets may need to be revised and adapted further towards human security. An inclusion of a gender perspective into the military sector may be one way to address gendered security issues.⁷⁰ In several countries, such as Chile and Argentina, the Ministry of Defence contributes resources towards the implementation of the resolution and gender equality by developing a specific gender action plan for the defence sector.⁷¹

Other areas of public policy have also undergone changes towards more gender-sensitive and participatory approaches. Gender budget analysis has become a tool to measure state expenditure in accordance with its gender responsiveness, meaning its capacity to respond to the different needs of women, men, boys and girls. Specific gender action plans, looking at issues such as pay gaps and violence against women and girls, have increasingly been put in place in a number of countries in the global South as well as the global North. Nonetheless, no country has yet been able to either eradicate gender-based violence or reach a state of complete human security nor eliminate unequal power relations.

There are clear differences in the capacities, infrastructures and human and financial resources of countries, as well as in the individual priorities of governments. These differences are reflected in their specific gender policies and responses to gender inequalities and in the protection and promotion

of the individual and of different social and ethnic groups. Information about government budgets are often not available to the public. The sources of funding – especially in the area of women, peace and security – are multiple and come from foreign sources, such as ODA or funds from international non-governmental donors. Resources are also provided by governments and the private sector. The list below indicates sources of public funds:

Domestic resources

- 1 Tax revenues from income taxes, sales taxes, customs revenues, property taxes, corporate taxes, etc;
- 2 Privatization and sale of public assets; and
- 3 User fees for health and education services, highway tolls, administrative fees and other charges for public services.

External resources

- 1 Official development assistance (ODA), although not all amounts go directly to public budgets;
- 2 Loans from the World Bank and regional development banks, the IMF [International Monetary Fund] and commercial banks; and
- 3 Tax revenues from trade and private capital flows, including foreign direct investment (FDI). (UNIFEM and NGLS, 2008: 6)

68. *ibid.* 69. **Knut Storberget**, (2010). 'Men Must Get Involved in Fighting Violence Against Women' PRIO Gender, Peace and Security Update. Norway. 70. **Cheryl Hendricks**, Lauren Hutton, (2007). *Defense Reform and Gender, The Gender and Security Sector Reform Toolkit*, eds. Megan Bastick, Kristin Valasek, DCAF, UN-INSTRAW, ODIHR. 71. *Available on the Website of the Ministry of Defence of Argentina*: http://www.mindef.gov.ar/genero_consejo_politica.html

These resources and funds that are part of the terms of reference of the government, and more specifically the Ministry of Finance, should be subject to gender-responsive budgeting, which has been successfully used for over 30 years in more than 40 countries.

a. National gender budgeting

The way public budgets are allotted affects citizens directly in many ways, including access to social services, education and employment opportunities. All these areas are highly gendered. Regulated by international and also national normative frameworks, public budgets determine the redistribution of funds, where effect and impact highly depend on specific socio-political, economic and cultural realities.

Analysing the government budget from a gender perspective is known to be an effective tool for more participatory, transparent and fair expenditure for advancing gender equality. *“Gender budget analyses examine any form of public expenditure or method of raising revenues and link national policies and their outcomes to the gendered distribution, use, and generation of public resources. By identifying the implications on women relative to men gender budget analyses can highlight gaps between reaching policy goals and the resources committed for their implementation.”*⁷² Gender budgeting does not mean creating a separate budget for women but rather mainstreaming gender in the budgeting process and identifying the resources contributing to gender equality in each sector.⁷³

Debbie Budlender defines:

“Gender responsive budgeting (GRB) is about ensuring that government budgets and the policies and programs that underlie them address the needs and interests of individuals that belong to different social groups. Thus, GRB looks at biases that can arise because a person is male or female, but at the same time considers disadvantage suffered as a result of ethnicity, caste, class or poverty status, location and age.

*GRB is not about separate budgets for women or men nor about budgets divided equally. It is about determining where the needs of men and women are the same, and where they differ. Where the needs are different, allocations should be different.”*⁷⁴

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



The Philippines – Gender budgeting as a potential source of funding for 1325 implementation

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

Since 2010, the Philippines has adopted a national action plan on Resolution 1325 which covers a time frame of four years. This is the fourth action plan contributing to the promotion of women's rights in the country. The National Steering Committee on Women, Peace and Security (NSCWPS) was created by Executive Order No. 865 and is chaired by the Presidential Adviser on the Peace Process (PAPP) and the Chair of the Philippine Commission on Women (PCW). Section 4 of EO 865 stipulates that the Committee shall partner with civil society organizations, particularly with women and peace groups in the implementation, monitoring and evaluation

⁷².Tanzarn, Nite (2003). Evaluation Report. National Gender Budget Project. Kampala: Forum for Women in Democracy (FOWODE).⁷³.European Parliament (2003). Resolution on gender budgeting: Building public budgets from a gender perspective (2002/2198(INI). P5_TA(2003)0323.⁷⁴.Budlender. D. (2006). What Is GRB? In UNIFEM website on gender responsive budgeting: <http://www.gender-budgets.org/>

of the National Action Plan (NAP). CSOs that were part of the formulation of the NAP recently formed their own mechanism to help implement, monitor and evaluate the NAP. Jasmin Nario-Galace, Associate Director of the Centre for Peace Education (CPE), describes the efforts by the Philippine Government as well-coordinated.

*"Through a preparatory committee led by the Office of the Presidential Advisor on the Peace Process and the Philippine Commission on Women different consultations and workshops have already been funded. Furthermore, 5% of the total budget of each government agency is allocated to Gender and Development (GAD) which can be one of the main sources for the national action planning process on resolution 1325."*⁷⁵

Regarding its budgeting process, the country is also known for taking decisive steps towards policies that promote gender mainstreaming and women's empowerment. Among them, gender budgeting has become a tool quite successfully applied to planning the use of national funds and resources. **Debbie Budlender concludes that** *"the Philippines ... is probably the most institutionalized [gender budget] initiative outside that of Australia. Like Australia's, [which started applying gender budget analysis in 1984] the initiative is centred inside government and led by the gender machinery in the form of the National Commission on the Role of Filipino Women (NCRFW), now PCW. But, unlike initiatives elsewhere, the [Gender and Development] GAD budget as introduced in 1996 is very specific as to what is required – it states that every government-related agency must allocate at least five per cent of their budget for gender and development. ...The GAD budget was seen as a strategic way of ensuring funding for the Philippine Development Plan for Women (PDPW)."*⁷⁶

As UNIFEM adds: *"In 1999, the government introduced a performance based budgeting policy that reduced the budget of agencies not in compliance by a minimum of 5*

*per cent. Between 1995 and 1998, the number of reporting agencies rose from 19 to 69 (out of a total of 349) and the allocations to women tripled. Yet even with this three-fold increase, the report concluded that, during the same period, the gender and development budget was still less than 1%; far below the 5% target."*⁷⁷

The Philippine 1325 Preparatory Committee is composed of national NGOs, the Philippine Commission on Women, the Office of the Presidential Adviser on the Peace Process, the International Women's Tribune Centre and SULONG CARHRHIL. It anticipates that most of the funding for the NAP implementation should come from the 5% GAD budget of all government agencies. In addition, the NSCWPS shall be provided an initial allocation of five million pesos (roughly USD110,000) to implement the provisions of the NAP to be drawn from the President's Contingency Fund. Regular funds from the succeeding years shall be sourced from the OPAPP budget.

Nenita Quilenderino from the Office of the Presidential Adviser on the Peace Process (OPAPP), adds: *"Specifically for 1325/ related resolutions, agencies whose mandates include the concerns/ issues under said resolutions can mobilize part/ majority of their mandatory 5% GAD budget to promote and implement provisions of said resolutions. On external sources, similarly as provided for in RA 7192, up to 30% of external development aid is to be allocated for GAD purposes. Hence, where foreign aid is used, say for example in post/ conflict communities, part of or all the 30% is along 1325 and 1820 and related resolutions. The problem lies, however, in the effective implementation of such policy."*⁷⁸ These suggestions and challenges are yet to be put in practice. Training workshops, advocacy activities and awareness-raising campaigns have been initiated by civil society to support the action planning process for which external resources have been used. Non-governmental organisations have been supported by external actors and governments such as the

⁷⁵Jasmin Nario-Galace, Associate Director of the Centre for Peace Education (CPE), responding to the questionnaire for this study, January 2010. ⁷⁶Budlender, Debbie (2001). *Review of gender budget initiatives*. Cape Town: Community Agency for Social Enquiry, 19-21. ⁷⁷See UNIFEM gender budgeting website: <http://www.gender-budgets.org/content/view/46/112/>. ⁷⁸Nenita Quilenderino from the Office of the Presidential Adviser on the Peace Process (OPAPP), responding to the questionnaire for this study, January 2010.

Spanish development agency AECID and the government of Norway.⁷⁹ However, funding is still lacking for specific activities such as the collection of sex-disaggregated data – especially in the area of sexual and gender-based violence – as well as the gendered impact of small arms and light weapons. The action planning process started in early 2008 and was finalised with the approval of the NAP by then Philippine president Gloria Macapagal Arroyo in March 2010. The Preparatory

Committee conducted regional consultations in close collaboration with civil society organisations which led to a comprehensive document that includes timelines as well as progress indicators. According to Ms Quilenderino, the cost of organizing various activities in relation to the 1325 national action planning process was shouldered by the different members of the Preparatory Committee as indicated by the table below:



Activity



Sources of Funding

Drafting of a National Action Plan

- Preparatory Committee Meetings
- Series of consultations to generate inputs for the NAP
- National validation workshop
- Writeshop

OPAPP

- Philippine Commission on Women (PCW), Sulong CARHRIHL, other PrepCom Members
- NGO/CSO partners including one international NGO (International Women's Tribune Centre)

Advocacy activities for the implementation of the NAP

- National launching of NAP, including printing copies
- NAP Implementation Workshop
- Regional launching/advocacy workshops and planning (harmonized with NAP)
- Local advocacy workshops/planning in pilot priority areas (conflict and conflict-prone areas)

- OPAPP
- PCW
- Other government agencies
- Local Government Units (LGUs)
- CSO/NGO/community partners

Actual implementation of the five-year NAP

- OPAPP
- PCW
 - Other government agencies/LGUs (accessed through their mandatory 5% GAD budget)
 - CSO/NGO/community partners Centre)

⁷⁹.AECID website project reporting and Jasmin Nario- Galace responding to the questionnaire for this study, January 2010

While most of the budget is expected to come from the 5 per cent gender and development pot, specific projects on women, peace and security with an estimated cost of up to 5 million pesos (USD2.2 million) will be made available for access by CSO partners to be used directly for initiatives/ projects based on Resolutions 1325 and 1820.⁸⁰

Good Practice: The Philippines stands out as the first Asian country to adopt a NAP on Resolution 1325 as well as allocating monies from its own governmental funds dedicated to the promotion of gender equality using gender budgeting to identify existing resources.

b. International Development Assistance and Funding

One of the main sources of external funding is official development assistance (ODA), mostly in direct funding from donor governments to developing country governments. According to the OECD Development Assistance Committee (OECD-DAC), ODA involves loans or grants that are:

- a) undertaken by the official sector;
- b) with promotion of economic development and welfare as the main objective;
- c) at concessional financial terms (if a loan, having a grant element of at least 25 per cent). In addition to financial flows, technical co-operation is included in aid.⁸¹

The OECD lists the top donors contributing to ODA in 2009: United States, France, Germany, the United Kingdom and Japan. Furthermore, the OECD reports that “five countries exceeded the United Nations ODA target of 0.7% of GNI: Denmark, Luxembourg, the Netherlands, Norway and Sweden. The largest percentage increases in net ODA in real terms were from Norway, France,

the United Kingdom, Korea (which joined the DAC with effect from 1 January 2010), Finland, Belgium and Switzerland.”⁸²

The balance between donor objectives and ownership by the recipient country is delicate. Local ownership as well as transparent and participatory funding approaches are needed for the recipient country to effectively develop and implement its programmes. Donors cannot exclusively evaluate their provision of support as an altruistic gift, but have a responsibility for collective and global development. “Funding as well as any other provision of support needs to be reliable and predictable.”⁸³ In this context, it is especially important that the provisions of funding and aid lead to the autonomy and not further dependency of a state and its people. “The potential problems are demonstrated in Afghanistan, where the medium- to long-term cost implications of short-term security decisions undertaken in isolation from the national budget have undermined the capacity of the government to maintain core operational and capital costs.”⁸⁴ The supporters and actors involved in the financing of the implementation of 1325 need to actively consider the impact and sustainability of the contributions made.

According to the International Development Association Resource Mobilization “About 70 percent of ODA flows have been provided through bilateral organizations and 30 percent through multilateral organizations.”⁸⁵ While within the past five years a number of development agencies – such as Department for International Development in the United Kingdom (DFID), the Spanish Agency for Development Cooperation (AECID), the Australian Government’s Overseas Aid Program and the Australian Agency for International Development (AusAID) and the Dutch Ministry of Foreign Affairs (DMFA) – have reassessed their spending on gender and increased their budgets, the funding of local women’s organizations on the ground seems to

80. Nenita Quilenderino responding to the questionnaire for this study, January 2010. 81. See OECD-DAC glossary: http://www.oecd.org/document/32/0,3343,en_2649_33721_42632800_1_1_1_1,00.html#ODA. 82. OECD (2010), *Development aid rose in 2009 and most donors will meet 2010 aid targets*, OECD DAC, Paris. 83. OECD-DAC, (2009a). *Development Co-operation Report*. Paris: OECD-DAC. 84. OECD (2007), *OECD DAC Handbook on Security System Reform (SSR) – Supporting Security and Justice*, Paris. 85. *International Development Association Resource Mobilization (FRM)*, (2007), *Aid Architecture: An Overview of the Main Trends in official Development Assistance Flows*, FRM

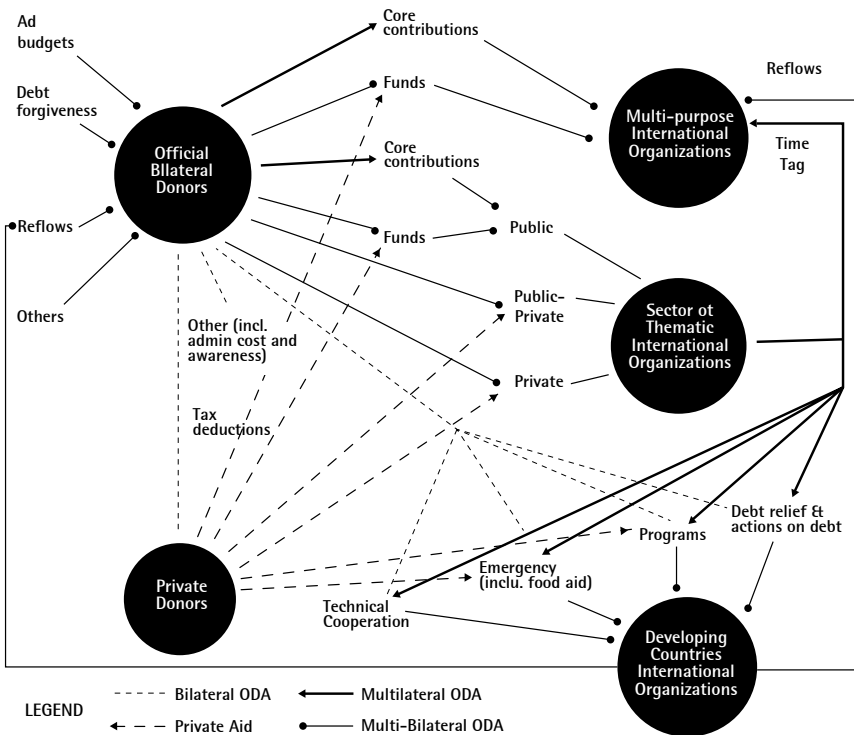
have decreased significantly.⁸⁶ Financial support has shifted its focus towards governmental programming and action planning. To the extent that it strengthens the nation state to fulfil its duties and keep its promises, such a shift cannot be evaluated as exclusively negative. On the other hand, however, such development may weaken CSOs, whose contributions in promoting the women, peace and security agenda are irreplaceable.

Support through either bilateral fund transfers or the involvement of local or international actors in the recipient country can be entry points for the promotion of gender equality. The Department for International

Development (DFID of the United Kingdom, for example, states that “[r]ecent changes in the way we work, including supporting nationally-owned development strategies and delivering more of our aid through government budgets, have presented new challenges for our work on gender equality.”⁸⁷

The chart below (International Development Association Resource Mobilization)⁸⁸ demonstrates the flow of funding in the area of ODA and shows the complexity of multilateral, regional as well as national mechanisms and on how many different points those actors are interlinked. This chart provides a general overview of ODA flow, so budget for gender and security are difficult to separate in these channels.

Chart 9. Recipient Countries' View of Aid Channels



86. Association for Women's Rights in Development (AWID) (2008a). "The State of Women's Organizations: Where is the Money for Women Rights". FundHer Factsheet #1. 87. COWI Evaluation Team (2006). Evaluation of DFID's Policy and Practice in Support of Gender Equality and Women's Empowerment – Thematic Studies Volume III. Evaluation Report EV669. London: DIFD. 88. International Development Association Resource Mobilization (FRM), (2007)

Funding for the implementation of Resolution 1325 and projects on women, peace and security can come from all these sources. The resolution itself does not only touch upon technical cooperation, emergency relief, development projects and bilateral governmental support, but also on issues and funds related to the military and defense sector, peacekeeping and academia. It has to be emphasised that the chart is not comprehensive and does not represent the full picture of the women, peace and security resource flow.

According to AWID, the drop in official development assistance is notable. In February 2010, as a result of the global financial crisis, countries such as Ireland and the Netherlands announced a decrease in their ODA. Ireland reported a decrease of \$260 million and the Netherlands slashed their budget by \$550 million. The financial crisis prompted a reassessment of spending. As AWID reports:

"Many bilateral agencies—from Denmark, Ireland, the Netherlands, Norway, Sweden, among others—are currently implementing – or recently carried out – comprehensive evaluations or internal assessments of the implementation of their gender equality policies or programs and their gender mainstreaming strategies."⁸⁹

Despite some shift in international investment from infrastructure to the social sector, the gender dimension of such investments still needs to be fully analysed.⁹⁰ The planning and monitoring of the spending of public resources and public budgets often seems to lack transparency and democratic oversight. *"Current accountability mechanisms in development aid planning and management are blind to the goals of gender equality and women's rights. Promises and targets set in the Beijing Platform for Action, for example, are not being put into practice. The lack of sex-disaggregated data and gender-sensitive indicators remains a major weakness."⁹¹* Donors and recipient countries and organisations need to apply improved tracking and monitoring

systems as well as a more coordinated and collaborative approach if human security, gender equality and sustainable peace are to be their priority agenda.

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

The collection of data and the analysis of the impact of the funded activities are the first steps in measuring what is being invested in when it comes to gender equality and peace. In general, sex-disaggregated data is missing, as are performance and impact indicators for projects and programmes. The facility to develop such indicators, collect sex-disaggregated data and conduct gender analysis and research depends on the availability of resources, capacity and political will of a country. *"While most donors, particularly the EC, have clearly articulated gender equality policies and guidelines on programming for gender equality, these are often ignored at country level, particularly with regard to budget allocations. Moreover, even using the OECD-DAC Gender Marker as a preliminary indicator, the mapping studies found it difficult to determine expenditures specifically targeted to gender equality due to inadequate data."⁹²* This is not only due to the lack of local infrastructure but also due to mechanisms, criteria and requirements by the donor agencies that seem disconnected from the local context. The need to develop evaluation criteria and mechanisms jointly and in consultation with the agencies responsible for the data collection is essential.

89. AWID (2010); "2009-2010 FundHer Research update Brief 1: Trends in Bilateral and Multilateral Funding", Lydia Alpizar, Cindy Clark, Alexandra Pittman, Sarah Rosenhek, and Verónica Vidal, Mexico: 2010; p. 15. 90. International Development Association Resource Mobilization (FRM), (2007). 91. Women's Working Group on Financing for Development (WWG on FfD) (2009). "Making governments accountable and aid transparent for women's rights and gender equality". Statement at the DCF High Level Symposium, Vienna, 12-13 November. 92. Muteshi, J. (2008). *Mapping Aid Effectiveness and Gender Equality in Africa*. Final Report. New York: UNIFEM.

The OECD-DAC highlights that ODA can embrace women, peace and security provisions through:

01

Management of security expenditure through improved civilian oversight and democratic control of budgeting, management, accountability and auditing.

02

Enhance civil society's role in the security system to help ensure that it is managed in accordance with democratic norms and principles of accountability, transparency and good governance.

03

Supporting legislation for preventing the recruitment of child soldiers

04

Security system reform to improve democratic governance and civilian control.

05

Civilian activities for peacebuilding, conflict prevention and conflict resolution.

06

Controlling, preventing and reducing the proliferation of small arms and light weapons.⁹³

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

- 1 Sector code for Women's equality organisations and institutions
- 2 Policy marker for gender equality

Donor countries and institutions report on the different areas and sectors they are investing in. Two specific sectors are important for resolution 1325: women's empowerment (OECD DAC Code CRS: 15170) and the sector on conflict prevention and resolution, peace and security (OECD DAC Code CRS: 152xx). Women, peace and security issues can also, however, be coded under other sectors such as human rights, health, education, etc. The increase of financial resources for gender issues or the increase of reporting of specific funds is reflected in governmental reports as well as statements made by civil society organisations. In 2008, for example, USD690 million was specifically dedicated to civil society organizations that deal with gender issues.

Section d) of this chapter will specifically deal with the funding received available for civil society organizations dealing with gender and women's issues. In addition to the sector specific reporting, 23 out of 24 member states of the OECD now report using the gender policy marker when reporting on their spending on development aid.⁹⁴ The Gender marker identifies activities that "are intended to advance gender equality and women's empowerment".

"Data on DAC members' aid targeting gender equality and women's empowerment are

⁹³Organisation for Economic Cooperation and Development (OECD) (2005). *Conflict Prevention and Peacebuilding: What Counts as ODA?* Paris: OECD. ⁹⁴The Gender Marker is tracked through the OECD-DAC Creditor Reporting System database. Member States mark their activities according to the extent to which these are intended to advance gender equality and women's empowerment. The OECD-DAC Network on Gender Equality (GENDERNET) regularly publishes findings from countries reporting on the Marker. See OECD-DAC, 2009b.

compiled with the help of the gender equality marker in the Creditor Reporting System (CRS). Every aid activity reported to the CRS should be screened and marked as either (i) targeting gender equality as a “principal objective” or a “significant objective”, or (ii) not targeting the objective. Principal means gender equality was an explicit objective of the activity and fundamental in its design. Significant means gender equality was an important, but secondary, objective of the activity. Not targeted means that the activity was screened for promoting gender equality, but was found to not be targeted to it.”

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

*“Based on data for 2007-08, aid in support of gender equality in fragile states amounted to approximately USD 4.4 billion per year. Most of these programmes targeted gender equality as a significant objective, and only USD 683 million addressed these considerations as their main objective. Overall, approximately one-third of DAC members’ aid in fragile states promoted gender equality. This is only a little more than in other contexts (the share for all developing countries combined is 29%): the special focus on gender equality in fragile situations, as called for by repeated international agreements, is implemented only to a limited extent.”*⁹⁵

*“However, several countries do not report on the Gender Equality Policy Marker, or their marker coverage is too low, meaning that significant contributions to spending in post-conflict and fragile states are missing from this data.”*⁹⁶

While the establishment of a global 1325 fund as well as indicators for tracking implementation can make this complex web of

actors, channels and flows more transparent, challenges such as coordination, data collection and the identification and earmarking of funds remain. While “about half of the bilateral contributions channelled through multilateral channels in 2005 went through some degree of earmarking by sector or theme”⁹⁷, no earmarking mechanisms exist for potential 1325 fund outside of national action plans. In addition, the earmarking of funds for national action plans on Resolution 1325 is rare. Only Switzerland and the United Kingdom are reported to have made an effort to identify these funds specifically out of their regular budgets recently (see section five).

While most NAPs on Resolution 1325 are European, most of their interventions and activities take place outside of their state borders. Countries emerging from conflict, on the other hand, may not only aim to focus their own resources on women, peace and security but may also receive external support to do so. In order to highlight the different views on financing for the implementation of the resolution, the following section is divided into two different perspectives, one from the donor institution or country and one from the receiving institution or country.

i. Donor Perspectives

Donors can be governments from a country with sufficient funds to support women, peace and security issues outside its territory or scope of responsibility, private companies or related foundations or international organizations. While the European Commission has been the most important channel for ODA,⁹⁸ private foundations and multilateral institutions are becoming increasingly important for civil society and international organisation.

“Multilateral agencies, including UN agencies such as UNIFEM, or other international development agencies such as the World Bank, are typically funded through a variety of sources

95. OECD-DAC, *Aid in Support of Gender Equality in Fragile States and Situations*, (forthcoming). 96. Beetham, G. and N. Popovic. (2009). “Putting Policy into Practice: Monitoring and Evaluating the Implementation of UN Security Council Resolutions on Women, Peace and Security”. Background paper for the conference organized by FOKUS, UN-INSTRAW and the Norwegian Ministry of Foreign Affairs, Oslo, 11–13. November. 97. International Development Association Resource Mobilization (FRM), (2007). 98. International Development Association Resource Mobilization (FRM), (2007), *Aid Architecture: An Overview of the Main Trends in official Development Assistance Flows*, February 2007.

that include bilateral ODA, as well as corporate, foundation, and other private funding sources.

Multilateral agencies may also disburse to aid-receiving governments or to civil society or other private organizations” states AWID in their 2010 report.⁹⁹ For example, Uganda says it has received significant support from UNIFEM and the Africa focused NGO FAS, as well as the German development agency GTZ and the civil society organization Care International to develop their NAP.¹⁰⁰

The Peacebuilding Fund, since becoming operational in 2007, has strengthened its efforts to support peacebuilding projects that promote gender equality as part of their strategy to prevent relapse into conflict. The adoption of a gender marker late 2009 has allowed the Fund to better track this commitment. In 2009, the Fund spent 10 % of its annual allocation to projects in which almost the entire budget consists of activities that advance gender equality. Such targeted support has consisted of strengthening the capacity of the justice sector to prosecute SGBV crimes through specialised prosecution units, increasing access to justice for women in rural areas and strengthening women’s participation in conflict resolution processes. In 2010, the Fund approved a US\$ 2.1 million project in Nepal to improve access to transitional justice and other peacebuilding processes for survivors of SGBV in conflict prone districts. This year, the Fund intends to intensify its efforts to implement the gender marker and strengthen field support to enhance gender-mainstreaming in peacebuilding projects.¹⁰¹ The Fund is supported by donor countries such as the Netherlands which contributed USD46 million in 2005.¹⁰²

Countries such as the Netherlands, Norway and the United Kingdom – and more recently Spain – act as core donors for 1325 activities around the globe. Norway, for example, not only expresses its general commitment to women, peace and security issues, but also financially

supports a number of concrete projects related to the empowerment of women. Most of these revolve around women’s political participation at national and international levels. The majority of projects supported by Norway are in Afghanistan, Bangladesh, Nepal and Sri Lanka.¹⁰³ In Sudan, women receive annual financial support from Norway to advance within the area of peace negotiations and peacebuilding. Knut Storberget, Norway’s Minister of Justice and the Police confirms,

*“Between 2007 and 2009, Norway provided NOK 320 million (approximately USD 50 million) to promote women’s rights, gender balance and sexual violence [prevention] in humanitarian operations. For the last two years, Norway has financed a senior gender adviser in MONUC in the Democratic Republic of the Congo (DRC), through the UN Action Against Sexual Violence in Conflict. We have also made contributions for the Comprehensive Strategy To Combat Sexual Violence in the DRC. In Africa’s Great Lakes region, Norway is supporting projects for health care and psychological help, as well as rehabilitation of victims of sexual violence. Furthermore, we support measures to prevent sexual violence, both in the civil and military sectors, and measures to have the perpetrators of such violence prosecuted. Since 2006, Norway has supported the establishment of Women and Children Protection Units at county police stations in Liberia and in Monrovia. Norwegian police officers are also working with the Liberian police force as instructors. This work is still in progress and will continue in 2010 and 2011. For the last two years, Norway has also supported the International Criminal Court’s funds for victims of sexual violence.”*¹⁰⁴

Spain interlinks the initiatives outlined in their NAP with an existing development strategy, as the Gender Ambassador Aurora Mejía explains: *“Financial contributions come from each participating Ministry. Each one has foreseen many concrete activities and tasks. We*

99. AAWID (2010); 2009-2010 FundHer Research update Brief 1: Trends in Bilateral and Multilateral Funding, p. 8. 100. Scholastique Ntirampeba in Questionnaire for this study, August 12th 2010. 101. Willemijn van Lelyveld, United Nations Peacebuilding Support Office, responding to the questionnaire for this study, 28 January and review 22 of September 2010. 102. Cordaid, Gender Responsive Peace and State-Building Changing the Culture of Power in Fragile States, Policy Brief, 2010. P. 16. 103. For details of the country projects, see Norway, Ministry of Foreign Affairs (2007). 104. Knut Storberget (2010), ‘Men Must Get Involved in Fighting Violence Against Women’ PRIO Gender, Peace and Security Update.

understand that a large part of it will correspond to the area of cooperation for development, which at the same time prepares the Action Plan on Women and Peacebuilding of the Spanish Cooperation Agency”¹⁰⁵ In 2008–2009 the Spanish Development Agency spent nearly €17 million supporting women’s organizations and governments – mainly in Latin America – in developing gender-sensitive policies. For example, the Philippine Government’s Department of Social Welfare and Development (DSWD) received around €500,000 for its pilot project on gender-based violence.¹⁰⁶

The United Kingdom has “implemented a programme specifically designed to assist with supporting the Nepalese Government to oversee the implementation of UNSCR 1325 & 1820 and also held a workshop to inaugurate the [development of the] Nepalese National Action Plan for UNSCR 1325 & 1820. DfID and the FCO contributed funds totaling just under €100,000.”¹⁰⁷

The Netherlands, as outlined in the case study at the end of this section, stands out with an extraordinary investment: “The Dutch National Action Plan (NAP) 2008 – 2011 on Resolution 1325 was adopted in December 2007. Joint NAP investments by government and civil society amounted €23 million (including €15 million by the Ministry of Foreign Affairs, coordinator of the NAP) in 2009. Part of the funding of the MoFA stems from the MDG3 fund. Of a total budget of 75 million Euros (which supports projects that promote women’s rights and gender equality) 14 million of the MDG3 Fund is earmarked to support organisations active in the field of women, peace and security. In this way, the Ministry of Foreign Affairs supports organisations and individuals who are working to strengthen female leadership and improve human security. Organisations that support female human rights defenders and seek to end the impunity surrounding violence against women. The

investment of 14 million Euros is spread out over a life span of three years (2008–2011). The remaining funding from the MoFA stems from regular central peace and stability instruments, which are used for quick and flexible funding of projects in (post) conflict situations. Furthermore, some initiatives to further the 1325 agenda are supported through decentralized funding at the Embassy level.”¹⁰⁸ reports Annemieke de los Santos the coordinator for the Dutch National Action Plan on 1325 for the Ministry of Foreign Affairs.

Through the political will of the Ministry, necessary resources dedicated to the promotion of gender equality were made available for civil society organizations prior to adopting the action plan. Former Minister Koenders (2008) emphasizes that: “Gender is one of my four development priorities. I have reserved an additional €75 million for the next three years to contribute to achieving MDG 3. This money will be spent primarily on combating violence against women, ending impunity, striving for gender equality and, of course, implementing the NAP action points. In addition, the Government has launched Project 2015 to make up the arrears in achieving the eight MDGs. I have also set up a fund to which I have allocated extra resources for DDR [disarmament, demobilization and reintegration] and SSR.”¹⁰⁹

Although Canada is the coordinator of the intergovernmental group of Friends of Women, Peace and Security, a specific NAP on Resolution 1325 has yet to be adopted. Nonetheless the country has provided funds for women, peace and security issues in different countries. As Kate McInturff, former coordinator of the Gender and Peacebuilding Working Group, reports “Canada’s implementation of 1325 would generally happen in conflict settings – i.e. outside of Canada.

Canada’s foreign policy priorities include Afghanistan, Sudan and Haiti. There is also increasing pressure to include DRC in that list.

105. Mejía, Aurora (2008). The National Action Planning Process on Women, Peace and Security in Spain. UN-INSTRAW interview with the Ambassador on Special Mission for the Promotion of Gender Equality Policies, Santo Domingo. 106.

See the Spanish Agency for Development Cooperation (AECID) website: <http://www.aecid.es/web/es/subvenciones/>. 107.

Craig Morley, Assistant Desk Officer, Peacekeeping Team, Conflict Group, Foreign & Commonwealth Office, responding to the questionnaire for this study, 13th August 2010. 108. Annemieke de los Santos the coordinator for the Dutch National

Action Plan on 1325 for the Ministry of Foreign Affairs responding to the questionnaire for this study, and reviewing the study, September 2010. 109. Bert Koenders, Interview, UN-INSTRAW (2008)

Afghanistan is far and away the most significant recipient of Canadian military, humanitarian and development resources. ... My impression is that the Government of Canada is moving increasingly to commit funds via multi-lateral and international organizations – the vast majority of funds committed to Afghanistan, for example, are committed through the World Bank and UN organizations. Although this practice increases harmonization and decreases transactional costs, it also leaves very little venue for Canadian civil society to influence policy and programming priorities.”¹¹⁰

As the GNWP in country monitoring on Resolution 1325 confirms “Canada is currently making modest contributions to United Nations

Peace Operations (168 police and Canadian Forces personnel) and maintaining a significant military presence in Afghanistan (2830 troops) as part of the International Security Assistance Force (ISAF). Canada’s military role in Afghanistan is counter-insurgency warfare in Kandahar province, including staffing the Kandahar Provincial Reconstruction Team (PRT), and training Afghan security forces.”¹¹¹

Another example is Australia: through AusAID (Australian Agency for International Development) the country spent around AUD2.5 million (USD2.2 million) in 2007–2009 on supporting women, peace and security initiatives outside the national state borders, as shown in the table.¹¹²

¹¹⁰.In questionnaire in preparation for Oslo conference for FOKUS, November 2009.¹¹¹.GNWP, In-country monitoring reporting Canada, (forthcoming). ¹¹².Barbara D’Owyer, Gender Advisor of the Gender Policy and Coordination Section of AusAID, in questionnaire in preparation for Oslo conference for FOKUS, November 2009.

Funds
AUD200,000 (2008–09)
(USD180,000)

Project name:
Inventory of Responses by Peacekeeping
Personnel to War-related Violence
against Women

**Recipient: UN Action Against Sexual
Violence in Conflict**

Funds
AUD2 million(2008–09)
(USD1.7 million)

Project name:
Addressing Sexual Violence in the
Democratic Republic of Congo (DRC)

**Recipient: United Nations High
Commissioner for Refugees (UNHCR) to
implement a comprehensive strategy on
addressing sexual violence for internally
displaced communities in the DRC**

Funds
AUD200,000(2007–08)
(USD180,000)

Project name:
Sexual and Gender-based
Violence in Papua New Guinea
(PNG) and Solomon Islands

**UNIFEM Pacific and the UNDP Pacific
Centre on Sexual and Gender-based
Violence in PNG and Solomon Islands**

Finland reports their external investment in women, peace and security issues. *“In Kosovo we have supported “women, peace and security” project led by UNDP with 150,000 Euros. We also supported the organisation of the Leadership of women conference in Liberia in 2009 with 170,000 Euros. We also support Femmes Africa Solidarite (with 1,267,580 Euros), which supports African countries to prepare national action plans for the implementation of resolution 1325,”*¹¹³ reports Miia Rantanen the First Secretary of the Afghanistan Crisis Management team of the Political Department of the Ministry for Foreign Affairs of Finland. Elina Hatakka from the 1325 Network Finland highlights different activities supported though the Finish NAP, including *“financing a gender adviser for the UN Department for Peacekeeping Operations for 2 years, co-financing the Monrovia Women’s Colloquium spring 2009, an evaluation by an international research group on how 1325 is applied in the Finnish development policies and doing preparation work to start the twinning”*¹¹⁴ process including collaborating for the writing of the Kenyan NAP.”¹¹⁵



The Netherlands – Government and CSO partnership as a means to facilitate funding for 1325 implementation

The Netherlands adopted their national action plan on resolution 1325 in 2007. Most of the funding came from a fund dedicated to reaching the Millennium Development Goal number three. In 2009, the government spent around 23 million Euros (of which 15 were resourced by the Ministry of Foreign Affairs) on the implementation of Resolution 1325.

After a six-month planning process, the Government and a number of CSOs¹¹⁶ signed the Dutch NAP in December 2007. Former Minister for Development Cooperation of the Netherlands, Bert Koenders, recalls that *“when conducting assessment of the existing implementation of SCR 1325 as part of the process of drafting the action plan, the Dutch Government examined the existing action plans from other countries and took stock of their own programmes on gender in conflict and post-conflict situations. The drafting process itself was analytical and consultative, due to the inclusion of a wide variety of actors. The outcome is a set of quantitative action points, which enables the Dutch Government to monitor the implementation of its commitments and those of all the national action plan signatories”* (2008).

What is noticeable about the Dutch NAP is the cooperation between the government and CSOs. This cooperation had already been announced in the Schokland Accord on Women, Peace and Security, signed in June 2007, in which all those involved stressed their intention to make sure an action plan for 1325 would be developed. The government agencies involved – among them the Ministries of Defence, Foreign Affairs, and the Interior and Kingdom Affairs – made an effort to consult with civil society and assess existing

¹¹³.Miia Rantanen the First Secretary of the Afghanistan Crisis Management team of the Political Department of the Ministry for Foreign Affairs of Finland in questionnaire for this study June 2010. ¹¹⁴.Twinning consists of “providing financial and technical support for a period of five years in developing and implementing a national action plan for implementing UNSCR 1325 [between two or more countries]. An important component of twinning is sharing experiences and lessons learned between women leaders and civil society organizations from both countries.” ¹¹⁵.Elina Hatakka in questionnaire in preparation for Oslo conference for FOKUS, November 2009. ¹¹⁶.Aim for human rights, Amnesty International Nederland, Cordaid, Fatush/Cos, Gender Concerns International, Interchurch Organisation for Development Cooperation (ICCO), International Fellowship of Reconciliation (IFOR) / Women’s Peacemakers Program (WPP), IKV Pax Christi, Justitia et Pax, Multicultural Women Peacemakers Network (MWPNN), Nederlandse Organisatie voor Wetenschappelijk Onderzoek (NOW), Oxfam Novib, PSO, Redeem Hope, SCSi, Stichting Azza voor Soedanese vrouwen, Stichting Vrouwenorganisatie Nederland-Darfur (VOND), Platform Vrouwen & Duurzame Vrede (VDV), VluchtelingenWerk Nederland, Tilburg University, Women’s Global Network for Reproductive Rights (WGNRR), WO=MEN, Dutch Gender Platform, Wageningen University and Research Centre (WUR)

initiatives and actors prior to starting the action planning process. CSOs, led by the Dutch Gender Platform WO=MEN, formed Working Group 1325 (WG 1325). *"The group met regularly in order to formulate recommendations and feedback on the draft. The working group provided an inventory of its activities and issued an initial set of recommendations to be considered in the formulation of a Dutch National Action Plan"*¹¹⁷ The Dutch NAP signatories, the government and NGOs, are focusing their intensified partnership to promote Women Leadership and Political Participation in Fragile States. Three pilot countries have been chosen: Afghanistan, Burundi and the DRC. The main resources for the NAPs development and implementation have been the MDG3 fund that had been previously established.

*"The MDG3 funds was established by the former Dutch Minister of Development Cooperation Bert Koenders in 2007, to catalyze and support civil society in advancing gender equality, focusing specifically on the gender objectives in the third Millennium Development Goal (ensuring equal rights for women). This was done after an internal study found that virtually no progress had been made on this MDG, and partly in response to research by Association for Women's Rights in Development (AWID) indicated declining funds available to NGOs to advance women's rights. The Fund was launched with an initial €50 million, but in response to the enormous demand – 454 organisations applied requesting a total of €700 million – €20 million were added. Non-governmental organizations were the only organizations eligible for funding. The funding period runs from 1st of January 2008 to June 30, 2011,"*¹¹⁸ reports Cordaid.

The Netherlands' experience demonstrates that partnership between civil society and governments could facilitate funding for 1325 implementation and other gender-based projects

globally. Since the adoption of the Dutch NAP, the landscape for national NGOs such as Cordaid has significantly changed, making it possible for the organization to support the development of Sierra Leone's NAP. This demonstrates how the development of a 1325 NAP in one country can facilitate the development of a NAP in another.

Though one of the key challenges of the implementation of the Dutch NAP is the availability of funds to smaller Dutch NGOs active on resolution 1325, the larger Dutch CSOs were able to provide funding to support the implementation of 1325 mainly through their local NGO partners. Cordaid for example, has been an important donor to women, peace and security issues. Its budget is distributed as follows: *"Via Women and Violence Programme in Colombia, DRC, Guatemala, Ghana, Indonesia, Sierra Leone and international partners: 6.2 million Euro; via Reconciliation and Reconstruction Programme in Afghanistan, Burundi, DRC, Rwanda, Sudan and International Partners: 1 million Euro; via Minorities Programme in India, Philippines and Sri Lanka: 1,500,000 Euro."*¹¹⁹ Co-signing both the Dutch NAP and the Schockland Accord has increased Cordaid's commitment to women, peace and security through the allocation of more financial and human resources for these issues.

The Government itself has prioritized gender issues inside and outside the Netherlands. In 2009, Dutch ODA totaled €4.5 billion. Aid to 'women's equality organizations' (governmental and nongovernmental organisations) in 2008 equaled €46 million. The aid strategy launched in 2007 included four policy priorities: a focus on fragile states, equal rights and opportunities for women, growth and equity to bridge gaps between the rich and poor, and environment and energy. In spite of the significant impact of the current economic recession, gender equality remains a priority.¹²⁰

117. Popovic, N., M. Lyytikäinen and C. Barr.; *Planning for Action on Women, Peace and Security: A review of the national-level implementation of Resolutions 1325 and 1820*, United Nations International Research and Training Institute for the Advancement of Women, International Alert and the Office of the Special Advisor on Gender Issues and Advancement of Women, New York: 2010 (forthcoming). 118. Cordaid, *Gender Responsive Peace and State-Building Changing the Culture of Power in Fragile States*, Policy Brief, 2010. P. 18. 119. Dewi Suralaga, Policy Adviser/Programme Officer, Women and Violence Programme, Sector Participation, responding to the questionnaire for this study. 120. AWID; (2010); 2009-2010 FundHer Research update Brief 1: *Trends in Bilateral and Multilateral Funding*. p. 24.

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

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

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

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

1. Promoting and supporting female leadership in a number (max.4) fragile states;

2. Increasing support base for women, peace and security in the Netherlands;

3. Strengthening coordination of the Dutch NAP network of signatories."¹²¹

Good Practices: The Netherlands' experience demonstrates that partnership between civil society and governments could reinforce each other's funding commitments and facilitate funding for 1325 implementation and other gender equality projects globally.

From a donor perspective, the tracking of provided funds offers obstacles and difficulties. It is essential for donors to know what actions have been supported through their engagement and what impacts the interventions have had on the women, men, girls and boys on the ground. Only by tracking where the funds have gone will donors be able to follow the impact of their assistance and know whether their intentions and objectives have been achieved. Earmarking funds that come into a country for women, peace and security would significantly help to identify sources and coordinate capacities on the ground. However, such marking mechanisms cannot be considered an one-fits-all solution. Some groups feel that they not only result in complicated budgetary management, they can also potentially ignore the necessities on the ground.¹²² The International Women Leaders Global Security Initiative and the International Crisis Group even recommended donors stop earmarking systems on Resolution 1325 altogether.¹²³

The examples above also demonstrate that there are established donor – recipient relationships between specific countries, such as

121. Annemieke de los Santos the coordinator for the Dutch National Action Plan on 1325 for the Ministry of Foreign Affairs responding to the questionnaire for this study, and reviewing the study, September 2010. 122. International Development Association Resource Mobilization (FRM), (2007). P. 15. 123. **International Women Leaders Global Security Initiative (2008)** Making the Case for Security Council Resolution 1325: Catalyzing Support for Full-Implementation through Research and Advocacy, Meeting Summary, New York: International Crisis Group, P.3

Finland, Denmark, Norway and Liberia, Spain and the Philippines, and the Netherlands and Sierra Leone. Those relationships define thematic and geographical priorities on the ground that need to be considered in any discussion of financing for 1325 implementation.

Different initiatives have taken place to improve these donor – recipient tensions. There has been an exchange between Ireland and the Liberian action planning process. An initiative called 'twinning' was begun by Mary Robinson,¹²⁴ but it unfortunately has not yet been fully explored.¹²⁵ Twinning consists of "providing financial and technical support for a period of five years in developing and implementing a national action plan for implementing UNSCR 1325 [between two or more countries]. An important component of twinning is sharing experiences and lessons learned between women leaders and civil society organizations from both countries."¹²⁶ While there is no ready-made format for such a twinning process, some criteria have been developed by Dutch civil society that outline an inclusive and participatory process that involves CSOs, women's organizations and women directly affected by armed conflict.¹²⁷

This innovative strategy was also discussed at a conference in Oslo in November 2009: "Participants stressed that such a process should not take the form of a donor country leading and guiding the NAP development and implementation processes, but should rather be a mutually beneficial partnership where the process in the country in the global South also helps to feed into the plan and process in the global North. Catherine Mabobori from the Collectif des Associations et ONGs Feminines du Burundi (CAFOB) suggested that 'twinning' or partnerships could take place between countries in the global South as well as between countries in the global North"¹²⁸

Donor entities and governments have great power in determining what wheels will be moved on the ground as well as which groups and activities will be supported and which will not. This responsibility has to be taken on with great respect and thought for the local population and those most vulnerable. Marina Durano emphasises "while positive conditionalities on gender might provide a move in the right direction, it is important for these "powerful" institutions and government not to take over or replace or overshadow the political organizing that women in fragile states are undertaking."¹²⁹

ii. Recipient Perspectives

Recipient countries, for the purpose of this study, are the countries that have received funds or technical support for the implementation of Resolution 1325 either directly for the development of the NAP through their governments or for supporting activities through CSOs. Donors can range from countries' development agencies to international and national NGOs that have received funding themselves in order to support women, peace and security initiatives on the ground.

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

¹²⁴. First female President of Ireland, former United Nations High Commissioner for Human Rights and President of Realizing Rights: The Ethical Globalization Initiative. ¹²⁵. McKay, S. (2009). "Civil war's painful legacy for the women of Liberia". Irish Times. 25 July. ¹²⁶. Recommendations from the Civil Society Advisory Group on Women, Peace and Security on Events and Action to Commemorate the 10th Anniversary of SCR 1325, Revised and Updated Concept Note – 21 June 2010. ¹²⁷. Zairah Khan inputs from Ted Strop, Dewi Suralaga, Steven Schoofs et al. (2010). UNSCR 1325 IN EUROPE- 21 case studies of implementation, EPIO. ¹²⁸. FOKUS, UN-INSTRAW and the Norwegian Ministry of Foreign Affairs (forthcoming). Conference Report: Putting policy into practice: Monitoring the implementation of UN Security Council Resolutions on Women, Peace and Security. International Conference, 11-13 November 2009, Oslo. ¹²⁹. Marina Durano, review of this paper, May 2010.

recognise the local context and efforts made.

Efforts towards 1325 implementation can include advocacy, awareness raising and capacity building. The government of Nepal is planning to launch their national action plan on Resolution 1325 and has made decisive steps towards its development. *"In June 2006, the Government of Nepal passed a declaration, stating that 33% of women should be represented at all state decision making levels. While its implementation has been low, it remains a positive landmark agreement, reflecting a change towards the inclusion of women and marginalized groups in Nepal. In Nepal's current context, four out of sixteen members of the interim constitution drafting committee were women, 17.3% are members of the interim parliament, yet less than 1% own property."*¹³⁰ reports UNFPA Nepal.

Although most of the countries receiving external support depend and rely on external resources, their own efforts and work should not be underestimated. Receiving funds can facilitate internal development, but it can also limit it. While intended to contribute to empowerment, controversial issues may arise as conditions of funding can also create dependencies and also *"it imposes an additional strain"*¹³¹ to low-income countries. All incoming funds need to be administered, monitored and evaluated. The human and financial resources, as well as the capacities to do this, are often hard to find, especially in countries emerging from armed conflict. The local organisations are often confronted with the extremely challenging conditions on the ground but must still abide by the sophisticated requirements of the donors – sophisticated in terms of language, indicators, and data required while filling out proposals. Often the hiring of expensive external staff from the donor country is the only way to fulfil the requirements for the intervention, which creates further dependencies and can lead to a misunderstanding of the local culture. If there is not a constant dialogue between donor and

recipient, the proposals, the reporting and the evaluation of specific projects can appear disconnected.

Continuous communication between recipient and donor, alongside mutual accountability, is essential for a successful action planning process. Ida Kigonya, Principal Women in Development Officer for the Ministry of Gender, Labour and Social Development of Uganda, stated that the financial support for their NAP was "jointly determined between the Ministry [of Gender, Labour and Social Development] and the donor."¹³² Furthermore, she mentioned the activities of UNIFEM in the country supporting the Uganda Action Plan on UN Security Council Resolution 1325 & 1820 and the Goma Declaration, which was launched in December 2008. In Uganda, some external funds have been received that are outlined in a project format. Nonetheless the government mobilized its own resources through each government sector. As Mubarak Mabuya, the Principal Gender Officer of the Ministry of Gender, Labour and Social Development explains:

*"The Uganda National Action Plan on UN Security Council resolution 1325, 1820 and the Goma declaration is financed and implemented through the sector wide approach. This was a deliberate strategy to ensure flexibility of resourcing for the priorities in line with the overall government budget policy and financing arrangements. The main challenge here is the tracking of resources and funds across the sectors annually to ensure mutual accountability for results and due diligence."*¹³³

In Ghana, Dorothy Onny, Deputy Director and the Head of the Gender Unit at the Ministry of Women and Children's Affairs, describes the funding situation in her Ministry regarding the implementation of the resolution. US\$ 6.6 million has been allocated for training, advocacy and awareness creation on the protection of women and children's rights, peace and security, enforcement of the domestic violence act

¹³⁰.UNFPA Nepal, website: <http://www.unfpanepal.org/en/programmes/gender.php> ¹³¹.International Development Association Resource Mobilization (FRM), (2007) ¹³².Ida Kigonya, Principal Women in Development Officer for the Ministry of Gender, Labour and Social Development of Uganda In questionnaire in preparation for Oslo conference for FOKUS, November 2009. ¹³³.Mubarak Mabuya, the Principal Gender Officer of the Ministry of Gender, Labour and Social Development, interviewed for this study, 14th of September 2010.

(Act 732) and the economic and political empowerment of women.¹³⁴ The development of a NAP on Resolution 1325 has also been supported by the United Nations in Ghana.

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



Sierra Leone: External funding sources in support of its 1325 Action Planning Process

About a decade of civil war (1991– 2002) led to the intervention of UN peacekeepers in Sierra Leone. Gender-based violence as well as a highly traumatized population left the country struggling to reconstruct and rebuild peace. The recognition of Resolution 1325 is not only recognized by the government after being pushed for years by civil society, it was also included in the United Nations Mission's (UNIPSIL) mandate. Resolution 1886 in 2009 emphasizes in its paragraph 7: *“the important role of women in the prevention and resolution of conflicts and in peacebuilding, as recognized in resolutions 1325 (2000) and 1820 (2008), underlines that a gender perspective should be taken into account in implementing all aspects of the mandate of UNIPSIL, and encourages UNIPSIL to work with*

*the Government of Sierra Leone in this regard.”*¹³⁵ International as well as local actors coordinate together to promote gendered security and the implementation of the resolution.

*“Recent activity [such as] gender training [in] compliance [with] Resolution 1325 within the Sierra Leone Police and Republic of Sierra Leone Armed Forces (RSLAF) [have been carried out] by the Government particularly through the Ministry of Social Welfare, Gender and Children's Affairs – MSWGCA, and Civil Society Task Force in formulating the Sierra Leone National Action Plan (SiLNAP) to provide a systematic and coherent framework for the full implementation of Resolution 1325. Prior to 2008, main actors have been civil society organisations with peacebuilding, human rights mandate especially women's organisations, the Gender section in the United Nations Mission in Sierra Leone (UNAMSIL), UNIFEM, UNFPA, UNICEF, the Family Support Unit of the Sierra Leone Police”*¹³⁶ reports Nana Pratt from the Mano River Women's Peace Network.

A national action plan has been developed and was publically launched in 2010, with an overall time frame of four years. The main implementing body is the Ministry of Social Welfare, Gender and Children's Affairs (MSWGCA) in collaboration with CSOs/Women's groups UN agencies and non-governmental organizations. Charles Bockarie Vandi the Programme Officer of the Ministry of Social Welfare, Gender and Children's Affairs of Sierra Leone states that,

“A National and Regional Task force on 1325 and 1820 has been established and meets every month and in situations of emergency we do meet every forth night. The meetings are coordinated the ministry in partnership with WANEP-SL and MARWOPNET-SL. It comprises of Government Line Ministries, Civil Society Organisations, UN System, Security Agencies and Traditional Leaders. At the moment there is no indicative budget that is holistic for the

¹³⁴. **Dorothy Onny**, Deputy Director and the Head of the Gender Unit at the Ministry of Women and Children's Affairs in questionnaire in preparation for Oslo conference for FOKUS, November 2009. ¹³⁵. *S/RES/1886 (2009)*, available under: http://www.peacewomen.org/un/sc/1325_Monitor/RW/Res/1886%20%282009%29.pdf. ¹³⁶. **Nana Pratt from the National Organisation for Women (SL)/Mano River women's Peace Network**, answers to the questionnaire for this study jointly commissioned by Cordaid and the Global Network of Women Peace Builders (GNWP), a program partner of the International Civil society Action Network (ICAN);

implementation of 1325 and 1820. When the plan is finalised, it will be incorporated in the government budget and resource mobilization can be done as well.”¹³⁷

Sierra Leone had been in the process of developing its national action plan on Resolution 1325 for two years. The work on the NAP on women, peace and security issues depends largely on outside funding. The United Nations Peacebuilding Fund is an active donor in Sierra Leone. Its support has been a total amount of USD35 million, most allocated to specific projects in 2008-09. These funds have been granted to different projects whose thematic focus range from 'Youth Empowerment and Employment'; 'Justice and Security'; 'Democracy and Good Governance' to issues related to 'Capacity Building of Public Administration'. In addition, external funds were secured through international CSOs such as Cordaid (to support the process of developing the NAP). Implementation funding now needs to be fundraised.

Under this scope, the Ministry of Social Welfare Gender and Children's Affairs received an amount of USD800,000 through UNICEF and UNIFEM for a project called 'Supporting Gender Capacity, Women's Rights Protection and Child Protection in Recovery and Peacebuilding' in July 2008.

The International Organization of Migration (IOM) supported two different projects. One of them aimed to support the Ministry of Social Welfare through *"People-Centered Security Governance: Special Initiative to Promote Community Women's Participation in the Security Sector Reform (SSR) Process in Sierra Leone"* in June 2009. The project has received USD45,000. Another project supported by the IOM was on *"Strengthening the Capacity of civil society organizations through the Civil Society Peacebuilding Engagement Committee (CSPEC) of Sierra Leone (CSPEC), which includes women's organizations to effectively engage and*

contribute to the peace consolidation process", which received USD140,000. UNDP received from the UN Peacebuilding Fund USD29,000 for *"Supporting the Implementation of the Joint Communiqué through an Independent Investigation into Allegations of Rape and Sexual Violence against Women at the SLPP Headquarters"* in March 2009.

From the total of USD35 million only USD1.0 million went specifically to projects dealing with women, peace and security issues.¹³⁸

*"In addition to our Immediate Response Facility (IRF) which works through a specific funding mechanism (PRF) that involves the setting up of an in-country steering committee in which the government, UN and other relevant stakeholders are represented (civil society, other donors of peacebuilding). This is the case in Sierra Leone. The steering committee receives a funding envelope upon approval of a Priority Plan by PBSO and decides on the allocation of money to individual projects,"*¹³⁹ says Willemijn van Lelyveld from the United Nations Peacebuilding Support Office.

Good Practice: Sierra Leone demonstrated how connecting strong civil society across state borders can be critical in forming a national policy. The government and CSOs are also collaborating in raising funds as external funding for the government and CSOs is still needed for the full implementation of the NAP.

c. Tracking Funds of Civil Society Organizations

Before reaching the most vulnerable sectors, funds and resources often have a long way to go. Donor governments may give their contributions to an international organisation that shares it with their country office, which again gives it to an international civil society organisation, which then hands it over to

¹³⁷.Charles Bockarie Vandi the Programme Officer of the Ministry of Social Welfare, Gender and Children's Affairs of Sierra Leone in questionnaire in preparation for Oslo conference for FOKUS, November 2009. ¹³⁸.United Nations Peacebuilding Fund (2009).Sierra Leone Peacebuilding Fund Approved Projects and Progress Updates; ¹³⁹.Willemijn van Lelyveld from the United Nations Peacebuilding Support Office; Answers to the questionnaire for this study jointly commissioned by Cordaid and the Global Network of Women Peace Builders (GNWP), a program partner of the International Civil Society Action Network (ICAN); 19th January 2010.

a local non-governmental organisation or consulting firm. Along the way a lot of the share goes to administrative efforts, bank fees and reformulations of project proposals. Organisations that are known as executing agencies function as donors by channelling the money or other resources to other organisations. This long way between source of origin and destination does not only result from a simple delegation of responsibilities but also a relation of mistrust and lack of knowledge by the donating government and the local grassroots women's organisations. "Western donors on the other hand often quote an observed lack of professionalism and coordination amongst CS organizations, and a tendency to complain and protest, instead of bring constructive proposals."¹⁴⁰ In order to increase effectiveness and to contribute to a benefit by the local population the inclusion of local civil society organisations is absolutely necessary. Only through a mutual relationship of respect and an intercultural understanding can 1325 implementation be successful.

As the international women's organisation AWID states: "*Bilateral and multilateral agencies continue to undergo reforms driven by the aid effectiveness agenda, which fosters government to government collaboration. Many groups (including women's organizations) have been working to influence this agenda to ensure that resources are also directly allocated to civil society organizations in recognition of their role as crucial development actors.*"¹⁴¹

The following section will not be able to respond and uncover the complex ways resources reach women in conflict, but rather will look at the available resources and funds available to civil society organisations working in this area. Current data and research from AWID demonstrates that the largest proportion of funds to non-governmental women's organisations are made available through bi- or multilateral agencies such as the UN (32.5%) as well as private foundations

(14.9 %) and international NGOs (10.7%).¹⁴² Ana Lukatela, Coordinator of the Regional Women's Lobby (RWL) for Peace, Security and Justice in South-East Europe (<http://www.rwsee.org>) reported that "*100% of RWL's budget is dedicated to women, peace and security issues. The main donor of RWL has thus far been UNIFEM CEE [UNIFEM Sub-regional Office for Central and Eastern Europe]. UNIFEM funded a 2009 Strategic Meeting, the 2008 Regional Conference and the 2008 Strategic Planning Conference of RWL.*"¹⁴³ She lists Albania, Bosnia and Herzegovina, Kosovo and Serbia as places where UNIFEM CEE funds other initiatives on gender mainstreaming in the police and security forces. She also mentions the Swedish International Development Cooperation Agency (SIDA), as a core donor for the governments in the region on women, peace and security, as well as the Austrian Development Cooperation Agency (ADA), which funded a large regional conference hosted by RWL entitled "Women and Peace-building in the Western Balkans" held in Skopje, Macedonia in June 2010.

While the United Nations has an internal reporting mechanism and M&E mechanisms, donors often require specific indicators and tracking methods. The potential donors for CSOs can be a variety of institutions. AWID lists the top donors to women's organizations based on research that collected information from over 1,000 women's organisations worldwide. While these women's organisations do not necessarily all focus on the implementation of Resolution 1325, over 40% of the interviewed organisations claim to focus on related issues such as violence against women.¹⁴⁴

While individual donors (USD7.3 million in 2005) are the largest contributors to women's rights organizations, international organizations, governments and foundations are a major source of funding as well. As AWID states "*The majority of organizations have been getting their biggest funding since 1995 from bilateral/ multilateral*

140. Cordaid, *Gender Responsive Peace and State-Building Changing the Culture of Power in Fragile States*, Policy Brief, 2010. P. 5. 141. AWID, (2008c). *Money watch for women's rights movements and organizations*; FundHer brief, p. 17. 142. *Ibid.* p. 21. 143. Ana Lukatela, Coordinator of the Regional Women's Lobby (RWL) for Peace, Security and Justice in South-East Europe in questionnaire in preparation for Oslo conference for FOKUS, November 2009. 144. AWID, (2008c) *Money watch for women's rights movements and organizations*; FundHer brief. 14.

agencies, large private foundations, international NGOs, individuals, and local governments".¹⁴⁵ As mentioned in the previous section c), the OECD has collected data on donating institutions and their investments. To date, the database by the OECD forms the most transparent source for tracking funds, donor priorities and receiving institutions in different sectors and areas. By analysing the data made available by the OECD on donor reporting under the specific sector for contributions to women's organisations and their publically available databases, AWID was able to state in its report that *"the largest donors to gender equality organizations and institutions in 2008 were Spain, the Netherlands, Norway, Germany and the US. Most donors presented in the table below have made steady increases in*

their support to women's equality organizations. During 2007 and 2008 Canada, Germany, Italy, the Netherlands and Spain showed the most prominent increases in their allocations to the sector. On the other hand, Norway and Denmark saw a drop in their contributions in the same period, although they remain as important contributors to women's organizations. Notably, the US has consistently diminished its support to gender equality organizations and institutions since 2004. [...] However, existing information for 2008 indicates that the top 5 donors for that year (Spain, the Netherlands, Norway, Germany and the US) distributed a total of USD93 million to non-governmental organizations under this category of women's equality organizations and institutions."¹⁴⁶

¹⁴⁵. Association for Women's Rights in Development (AWID) (2008a). "The State of Women's Organizations: Where is the Money for Women Rights". FundHer Factsheet #1. ¹⁴⁶. AWID (2010); "2009-2010 FundHer Research update Brief1: Trends in Bilateral and Multilateral Funding", Lydia Alpizar, Cindy Clark, Alexandra Pittman, Sarah Rosenhek, and Verónica Vidal, Mexico: 2010; p. 20

While the OCED looks primarily at how much the donors have given, the table below states how much has been received by women's organisations.

Top donors of women's organisations in 2006
 (Data adopted from Research in AWID (2008) FundHer Factsheet #1.)

Ranking per actor	Government	Civil Society Organization	International Organization	Foundation
Rank 1	Dutch Government: USD4.1 million	Oxfam international members: USD3.2 million	European Commission: USD1.7 million	Ford Foundation: USD4.0 million
Rank 2	Swedish Government: USD2.0 million	HIVOS: USD2.6 million	UNIFEM: USD1.2 million	Local foundations: USD3.2 million
Rank 3	Norwegian Government: USD1.5 million	Cordaid: USD890,000	UNIFEM: USD1.2 million	Global Fund for Women: USD2.7 million
Rank 4	Denmark through DANIDA: USD1.2million	Churches: USD850,000		MacArthur Foundation: USD1.1 million
Rank 5	United States through USAID:	Mama Cash: USD730,000		Packard Foundation: USD920,000
Rank 6				Open Society Institute: USD660,000

However, the funding listed above is not exclusively dedicated to women, peace and security issues but rather to women's organizations in general. How they then divide the money received and what specific resources are going towards the implementation of Resolution 1325 depends on the priority issues of recipient organizations. It needs to be emphasised that the data above refers to the collection of information in 2006. Since the adoption of the Dutch NAP the funding capacities of NGOs such as Cordaid has significantly increased, and the organization has since established a specific Programme on Women and Violence. There is also new potential for women's organisations in the global North to support organisations in the global South.

*"Northern civil society organizations (CSOs) may also be encouraged to 'align' to development cooperation priorities and 'complement' bilateral funding to partner countries through direct support for Southern CSOs (including women's organizations)."*¹⁴⁷

Foundations or international CSOs such as International Alert have greater access to funds than local women's organizations. The Austrian section of the international NGO CARE, for example, is *"involved around the world in programs and projects for implementing UN SCR 1325; with the focus on empowering women in post-conflict. CARE Österreich has a programming focus on implementing UN SCR 1325 in Uganda, Nepal and Burundi, as well as in the Caucasus region. [The] funding is coming from a framework agreement with ADA (Austrian Development Agency), where we co-fund 20%; and the other program in the Caucasus is EU funded, thus being part of the Stability Pact agreement."*¹⁴⁸ The budget for this is currently €4.3 million. Extracting where all these different funds come from and with what impact they are used and implemented requires complex and detailed global analysis. Recognizing the complexity of tracking funds on women, peace and security issues, Elina Hatakka, Coordinator of the 1325 Network in Finland, states:

*"All the responsible ministries should earmark in their budgets specific 1325 money and list projects achieved by it. Especially the MoFA [Ministry of Foreign Affairs] should list the ongoing and planned projects that fit in the 1325 category and evaluate if the total number is in accordance with the Finnish NAP."*¹⁴⁹



Colombia – Programming women, peace and security initiatives without a NAP

Colombia has been suffering from armed violence and external stigmatization because of the activities of different armed groups and drug cartels for over forty years. Forced migration, internal displacement, and the persecution of human rights defenders have become alarmingly common.

*"The Colombian armed conflict is product of diverse civil wars between traditional parties and, in contemporary terms, between the bipartisan regime of the National Front and the revolutionary guerrillas. All of this, within the context of an historic and profound weakness of the Government, expressed in their limited presence with public agencies in peripheral zones of the borders and, especially, in the difficulties it has had to consolidate its influence over society."*¹⁵⁰

Due to the involvement of drug cartels and organized crime in parapolitical movements as well as political violence, political violence has become related to the production and distribution of illicit drugs, making the conflict in Colombia closely linked with the economic system of the country.

¹⁴⁷.Ibid. p. 12. ¹⁴⁸.Barbara Kuenhas, Gender Advisor, CARE Österreich, in questionnaire conducted by FOKUS in preparation of Oslo conference, November 2009 and response for the review of this study. ¹⁴⁹.Elina Hatakka in questionnaire in preparation for Oslo conference for FOKUS, November 2009. ¹⁵⁰.Pecaut, Daniel (2008). Guerra contra la Sociedad. Editorial Planeta Colombiana. Bogotá, 2001. Page 36. In Corporación Casa de la Mujer (2008), Evaluation of Resolution 1325/2000 Application in Colombia, Corporación Casa de la Mujer, Colombia - in collaboration with CORDAID, p. 8

Within this conflict, women are directly and indirectly affected through sexual violence, displacement and social and economic discrimination. *“For women in the armed conflict zone, the situation not only has to do with the conflict between different actors; guerrilla, military and paramilitary, but it also has to do with sexual abuse, physical mistreatment, blackmail, and pressure to which women are subjected by the conflict characters. Women must endure visible and invisible consequences.”*¹⁵¹

Colombia has a strong pacifist women’s movement which has addressed gendered violence in the armed conflict through the national justice system. There have been reforms and adaption of laws in the penal code that specifically criminalises sexual and gender-based violence. There exists a quota law that ensures 30% participation of women in political decision making posts. The closest to the implementation of Resolution 1325 is nonetheless the Law 975, Law of Justice and Peace. It calls for the participation of women in the peace processes, to address women’s concerns in peace agreements; protect women from gender-based violence and to address the specific needs of women in IDP camps.

Furthermore, there are a lot of initiatives promoting Resolution 1325 on the ground:

1. *Juridical training. 80.000 have been trained on Resolution 1325/2000. Pedagogical written material has been handed out with the respective resolution.*
2. *Workshop Seminar “Women participation on the construction and maintenance of peace”, organized by the Consejería Presidencial para la Equidad de la Mujer, the Ministry of Foreign Affairs, and with the support of UNIFEM.*
3. *Workshop Seminar on “gender, conflict and construction of peace” prepared by the Ministry of Foreign Affairs, UNIFEM, Women waging Peace and the Corporation for Analysis, Research, and Education for peace and conflict resolution.*
4. *Manual for gender mainstreaming, with the purpose of training and applying the gender focus in public policies. Participants included public employees, academia and women’s organizations.*

*As it can be observed with the information reported by the Consejería Presidencial para la Equidad de la Mujer, there are no programs and systematic and massive actions for the diffusion of Resolution 1325/2000.”*¹⁵² There is not a national action plan or other policy document that monitors the different initiatives on the ground. Numerous civil society organizations and international actors receive funds and support to act under the umbrella of Resolution 1325 in the country, which makes effective collaboration necessary.

Women’s organizations and other CSOs have also implemented various women, peace and security projects. The private US-based Hunt Alternatives Fund, for example, supported women involved in the Colombian peace process: *“The Institute for Inclusive Security, the main program of Hunt Alternatives travelled to Bogotá*

¹⁵¹ *Corporacion Casa de la Mujer (2008), Evaluation of Resolution 1325/2000 Application in Colombia, Corporacion Casa de la Mujer, Colombia - in collaboration with CORDAID, November 2008, p. 14.* ¹⁵² *Ibid.*, p. 69, 70

from May 25-30, 2008 to support the Colombian congressional women's caucus, seek donor commitments for several projects, and document our work in the country. Inclusive Security met with Network members Senators Marta Lucía Ramírez and Gina Parody and Senate President Nancy Patricia Gutiérrez to encourage them to push for the institutionalization of the Congressional Women's Caucus. As a result, on June 13, President Gutiérrez announced a bill to make the caucus one of the three permanent commissions of the Colombian Congress. In addition, Inclusive Security met with representatives of several major international donors...[and] secured commitments to continue supporting activities we or our Network members initiated."¹⁵³

Gloria Tobon Olarte from the national Women's Network of Colombia says the main challenges to fully implementing the resolutions on women, peace and security are the political will of the current president to broaden the existing national laws towards international standards and securing the resources needed for effective implementation. She emphasizes that Colombian civil society is trying to advocate dialogue towards the implementation of Resolution 1325 whereby the national laws should be an integral part.¹⁵⁴

The table below demonstrates the projects financed by different donors in Colombia.¹⁵⁵ This is not a comprehensive list nor is it focused on women, peace and security projects, but rather a list of a of projects on women and girls in a country with a high level of armed violence.

Organization	Financing	Project	Purpose
Global Fund for Women	USD900,000	Supported 60 women's groups with 90 grants (since 1990)	Empower marginalized women and girls facing the impact of the internal conflict, including indigenous women, rural women and Afro-Colombians, among others
US Congress, UNHCR, WFP, the Spanish Government, the Ford Foundation, the Global Fund for Women and others	USD500,000 to League of Displaced Women	City of Women (2003)	Empower women

¹⁵³. See: http://www.huntalternatives.org/pages/7653_colombia.cfm ¹⁵⁴. Gloria Tobon Olarte, Red Nacional de Mujeres Colombia – in reviewing the Colombian Case Study, September 2010. ¹⁵⁵. Sources are a variety of websites providing project information: <http://www.peacewomen.org/resources/Colombia/colombiaindex.html>, <http://www.globaljusticecenter.net/projects/colombia/>, <http://www.state.gov/g/tip/rls/rpt/34182.htm#latin>, http://www.unifem.org/gender_issues/violence_against_women/trust_fund_grantees.php?year=2007, <http://www.poa-iss.org/CountryProfiles/CountryProfileInfo.aspx?Acc=M&Col=186>, <http://www.sida.se/English/Countries-and-regions/Latin-America/Colombia/Programmes-and-Projects/Steps-towards-reconciliationProjects/Steps-towards-reconciliation>

Organization	Financing	Project	Purpose
Global Justice Center	unknown	Special Initiative on Gender, Non-Impunity and International Law (SIGNAL)	Ensure that the Justice and Peace Law (JPL), or law 975 of 2005, and other transitional justice processes in Colombia are implemented in conformance with international law requiring gender equality and set standards on gender crimes and inclusive participation
CORDAID	1,200,000 Euros per year from the VAW Programme 50,000 Euros for counter terrorism activities which address women issues		To strengthen the women's movement in order to fully practice their human rights; eliminate sexual violence against women; to increase security for women in general and specifically women human rights defenders; and promote political participation of women in peace processes. The common lobby agenda is around two national laws that are part of the Justice and Peace Law.
US Department of Labor (USDOL)	USD7,000,000 to International Labour Organization-International Programme on the Elimination of Child Labour (ILO-IPEC) (among them Colombia)	Global Child Soldiers Project	Target formal child soldiers and other war-affected youth, with a special emphasis on girls (trafficking of children for the purposes of serving in armies and/or armed groups is a crosscutting issue)

Organization	Financing	Project	Purpose
US Department of State Office to Monitor and Combat Trafficking (USDOS/G/TIP)	USD260,000 to International Organization for Migration (IOM): Colombia and DR	Combating Trafficking in Persons through Training and Multi-State Cooperation	Improve law-enforcement efforts by learning from US legislation and law enforcement initiatives and improving cooperation between source and destination countries for international sex trafficking, through a series of technical capacity-building workshops
UN Trust Fund to End Violence against Women	One of the projects under a USD5.1 million grant	The Centro de Apoyo Popular (CENTRAP)'s project: Towards a Municipality Free of Violence: Soacha for Women	Create safe spaces for women to talk about violent experiences, develop the information collected into a comprehensive mapping of the risks women face in the city, and persuade the municipal government to incorporate changes in its municipal development plan
The UNIFEM-managed Fund for Gender Equality	One of the projects under a USD9 million grant	Corporación Sisma Mujer's project: Political Empowerment for Women Displaced by War to Hold the Government Accountable	Catalyse support for measures to prevent further internal displacement and to generate better provisioning for existing internally displaced persons

d. Involving the Private Sector¹⁵⁶

When addressing women, peace and security issues, it is important to look not only at public budgets but also at the private sector, as private investment regulations can provide new opportunities to promote gender equality. New

investments in the markets of post-crisis and post-conflict countries can provide opportunities to empower women and other vulnerable groups. The potential for the private sector to make a difference in the area of women, peace and security and in the lives of the most vulnerable people in situations of crisis is significant but

¹⁵⁶ This section on the private sector has been drafted and written by Mahima Achuthan under the supervision of the author and the collaborating institutions of this study.

remains largely untapped. This section of the paper will focus on the private sector's past and current involvement in programs and initiatives related to women, peace and security and women's empowerment.

For the purposes of this paper, the private sector is defined as that part of the economy which is run by private individuals or enterprises, usually as a means of making profit, and is not controlled by the state.¹⁵⁷In contrast, the public sector involves enterprises that are controlled by the state,¹⁵⁸and the voluntary sector is comprised of Non Governmental Organizations (NGOs) as well as other private non-profit organizations.

This section of the paper will therefore focus on the following private sector actors:

1 : For profit companies including domestic companies and small businesses, and

2 : International and multi-national companies (MNCs), and their foundations.

For the purposes of this section,

1. **Domestic and small businesses** will refer to companies that are incorporated and headquartered in the area of conflict;

2. **International companies and Multi-national Cooperation (MNCs)**

are going to include for profit companies that are established in more than one country and co-ordinate their operations in various ways;¹⁵⁹ and

3. **Foundations of corporations** are going to include those that are created and funded by for profit companies who are specifically tasked with the mandate to focus on corporate social responsibility (CSR) and/or philanthropic endeavors.

While there are a number of important private actors who are stakeholders, such as the Bill and Melinda Gates Foundation, Bloomberg Philanthropies, the Clinton Foundation or the Novo Foundation, they will not be included in this section, since they are either funded by trusts set up by individuals¹⁶⁰ philanthropic and charitable donations of individuals,¹⁶¹ or receive funding through solicitation, gifts or bequests of money.¹⁶² With rising consumer awareness, some studies have suggested that consumers are likely to patronize companies or switch brands or products to those that have a more socially responsive model towards charitable giving.¹⁶³ Along these lines, the World Bank defines corporate social responsibility (CSR) as *"the commitment of business to contribute to sustainable economic development working with employees, their families, the local community, and society at large to improve their quality of life, in ways that are both good for business and good for development."*¹⁶⁴ The World Business Council for Sustainable Development, on the other hand defines CSR as *"the continuing commitment by business to contribute to economic development while improving the quality of life of the*

157.Private sector, available at <http://www.businessdictionary.com/definition/private-sector.html>; <http://www.businessdictionary.com/definition/private-enterprise.html> . 158.<http://www.businessdictionary.com/definition/public-sector.html>. 159. OECD (2008). *OECD Guidelines for Multinational Enterprises*. 160. Bill & Melinda Gates Foundation (2008 and 2009) *Consolidated Financial Statement*, p. 5. 161. *Business Exchange: The Bloomberg Philanthropies*, available at <http://bx.businessweek.com/bloomberg-philanthropies/>. 162. *The William J. Clinton Foundation (2008)*. *Independent Accountants Report and Financial Statements*, p.6. 163. *Mohr, Lois A., Deborah J. Webb & Katherine E. Harris (2001)*. *Do Consumers Expect Companies to be socially Responsible? The Impact of Corporate Social Responsibility on Buying Behavior*, *The Journal of Consumer Affairs*, Vol. 35, number 1. 164. *The World Bank Group (2003)*. *Corporate Social Responsibility Practice, Strengthening Implementation of Corporate Social Responsibility in Global Supply Chains; Corporate Social Responsibility; Public Policy and the Oil Industry in Angola: Study for the Corporate Social Responsibility Practice of the World Bank, Summary Report*

workforce and their families as well as of the community and society at large.”¹⁶⁵

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

Nonetheless, corporations are aligning their practices with such principles as the Global Corporate Citizenship, which encourages Chief Executive Officers (CEOs) and Boards of major international and domestic companies to “develop a strategy for managing their company’s impact on society and its relationships with stakeholders.”¹⁶⁶ The principle of the Global Corporate Citizenship or Corporate citizenship has varied definitions.¹⁶⁷ For instance, Klaus Schwab, the CEO of the World Economic Forum, “defines it as the principle that companies must not only be engaged with stakeholders but be stakeholders themselves alongside governments and civil society.”¹⁶⁸ Thus he contends that since “companies depend on global development, which in turn relies on stability and increased prosperity, it is in their direct interest to help improve the state of the world.”¹⁶⁹

Human development, which includes improving the lives of people around the world in terms of improving their standard of living, health and education, requires that a community remain stable and peaceful. Companies need stable and sustainable development in order to ensure that their investments in countries in conflict, post conflict or near conflict are not threatened. They also need consumers with the capacity to buy and enjoy the products companies provide. Contributing to the improvement in the standard of living, political stability, access to information and education, access to health and justice contributes to a prosperous market and a flourishing economy. Therefore, by contributing to the very efforts that can increase stability, continued development and growth in a community, companies ensure that their investments are secure and profits are attainable.

*“Interest in human development is not new in economics. Indeed, this motivating concern is explicitly present in the writings of the early founders of quantitative economics (such as William Petty, Gregory King, FrancBois Quesnay Antoine Lavoisier, and Joseph Lagrange) as well as the pioneers of political economy (such as Adam Smith, David Ricardo, Robert Malthus, Karl Marx, and John Stuart Mill).”*¹⁷⁰ It has also been used and promoted in the Human Development Reports by UNDP for over 20 years and has penetrated the economic discourse of the private sector.

¹⁶⁵World Business Council for Sustainable Development website: available at <http://www.wbcsd.org/templates/TemplateWBCSD5/layout.asp?type=p&MenuId=MTEoOQ>.¹⁶⁶World Economic Forum (2001) *The Global Corporate Citizenship: The Leadership Challenge for CEOs and Boards*.¹⁶⁷The Corporate Citizenship Research Unit at Deakin University in Australia, for instances, defines it as a “recognition that a business, corporation or business-like organisation, has social, cultural and environmental responsibilities to the community in which it seeks a licence to operate, as well as economic and financial ones to its shareholders or immediate stakeholders.” The Center for Corporate Citizenship at Boston College, on the other hand, defines it as the “business strategy that shapes the values underpinning a company’s mission and the choices made each day by its executives, managers and employees as they engage with society. See Sloan Work and Family Research Network, Boston College: Glossary, available at [http://wfnetwork.bc.edu/glossary_entry.php?term=Corporate%20Citizenship,%20Definition\(s\)%20of](http://wfnetwork.bc.edu/glossary_entry.php?term=Corporate%20Citizenship,%20Definition(s)%20of).¹⁶⁸ Schwab, Klaus, *Global Corporate Citizenship: Working with Governments and Civil Society*, available at <http://www.foreignaffairs.com/articles/63051/klaus-schwab/global-corporate-citizenship>.¹⁶⁹ Ibid.¹⁷⁰ Amartya sen, Sudhir Anand, (2000). *Human Development and Economic Sustainability*, World Development Vol. 28, No. 12, pp. 2029-2049, p. 2031.

Corporations, International Human Rights and Development Norms

The World Economic Forum calls upon CEOs to prioritize operating their business in a way that reflects international standards and values in areas such as the environment, ethics, labour and human rights. The notion of the responsible global citizen also inspires CEOs to identify and work with stakeholders such as local NGOs and community leaders and to participate in public policy dialogue.¹⁷¹ Apart from Global Corporate Responsibility, other documents such as the John Ruggie framework on business and human rights, highlight the importance of human rights where the company has an impact on the local population, through its business activities.¹⁷² These frameworks, and approaches and the long term impact of private actors on gender issues, especially in situations of armed violence, still need to be evaluated.

The United Nations Global Compact – “a strategic policy initiative for businesses that are committed to aligning their operations and strategies around the”¹⁷³ ten universal principles¹⁷⁴ – focuses on areas of environment, anti-corruption, human rights and labour- and refers to the Universal Declaration of Human Rights¹⁷⁵ the International Labour Organization's Declaration of Fundamental Principles and Rights at Work,¹⁷⁶ the Rio Declaration on Environment and Development¹⁷⁷ and the United Nations Convention Against Corruption¹⁷⁸ as the standard of values from which it derives its ten principles. However the Global Compact fails to include such international norms and standards as the

Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), the Beijing Platform for Action (BPFA) or Resolutions 1325, 1820, 1888 and 1889.

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

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

171. World Economic Forum (2001). 172. Nonetheless Ruggie asserts that “companies cannot be held responsible for the human rights impacts of every entity over which they may have some influence, because this would include cases in which they were not a causal agent, direct or indirect, of the harm in question. Nor is it desirable to have companies act whenever they have influence, particularly over governments. Asking companies to support human rights voluntarily where they have influence is one thing; but attributing responsibility to them on that basis alone is quite another.” Human Rights Council (2008). *Protect, Respect and Remedy: A Framework for Business and Human Rights*, A/HRC/8/5. 173. **The UN Global Compact:** Overview of the UN Global Compact, available at <http://www.unglobalcompact.org/AboutTheGC/index.html>. 174. **The UN Global Compact: The Ten Principles**, available at <http://www.unglobalcompact.org/AboutTheGC/TheTenPrinciples/index.html>. 175. **Universal Declaration of Human Rights**, GA res. 217A (III), UN Doc A/810 at 71 (1948). 176. **International Labour Organization's Declaration of Fundamental Principles and Rights of Work**, 1998. 177. **Rio Declaration on Environment and Development**, UN Doc. A/CONF.151/26 (vol. I); 31 ILM 874 (1992). 178. **United Nations Convention Against Corruption**, GA res. 58/4, UN Doc. A/58/422 (2003); 43 I.L.M. 37 (2004).

to communicate and foster partnerships with community leaders to address “issues of common interest and concern”¹⁷⁹ such as gender equality, security and stability. An example has been given by a Dutch initiative as Cordaid reports:

“The Dutch have made a good start by being the first to establish a Private Sector Investment Program that specifically focuses on subsidizing Dutch and international companies who wish to start a business with a local partner in fragile states: [Afghanistan, Burundi, DR Congo, Pakistan, Palestine, Southern Sudan, Sierra Leone.]”¹⁸⁰ The so-called PSI+ Program [along with the PSI regular program in 43 countries] is managed by NL EVD International – an agency of the Dutch Ministry of Economic Affairs – and was launched in 2009. It can already be called a success in terms of meeting a demand. In 2009, 10 million was budgeted but 11 million were allocated. In 2010, the first tender (there are 3 each year) already had more proposals than could be accepted.

The PSI+ supports small to medium business plans with a total of 60% subsidy over the total budget, to a maximum of 1.5 million per applicant. In cooperation with the Funding Agency, a number of benchmarks are established for the project, and the subsidy is only allocated after those benchmarks have been achieved. Though the funding agency does not impose any quota for women employees – they believe it depends on the local context and type of work – applicants do regularly include quota and if that benchmark is not achieved, the subsidy is not allocated. In most cases however, a project officer¹⁸¹ said, more women were eventually employed than initially intended.

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

business mentality, the approach is not too much top-down, but as gender equality is one of the funding criteria, it seems to provide an incentive needed to stimulate creativity amongst business(wo)men in enhancing the employment of women.”¹⁸²

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

Corporate Investment in Projects Relating to Women, Peace and Security

In Bosnia-Herzegovina reintegration programmes for survivors of sexual and gender-based violence assist women to build their own business and economic activity through the NGO Medica Zenica.¹⁸³ Among the donors supporting this project are the Ministry of Foreign Affairs of Norway, Save the Children Norway, Medica Mondiale (the umbrella organization), UNIFEM

¹⁷⁹The Global Corporate Citizenship: The Leadership Challenge for CEOs and Boards, World Economic Forum, available at http://www.weforum.org/pdf/GCCI/GCC_CEOStatement.pdf, at 7. ¹⁸⁰Ministry of Finance of the Netherlands; website: <http://www.evd.nl/zoeken/showbouwsteen.asp?bstnum=228996>. ¹⁸¹Interview with Paul Schoenmakers, Project Officer PSI at NL EVD International, June 17, 2010 in Cordaid, Gender Responsive Peace and State-Building Changing the Culture of Power in Fragile States, Policy Brief, 2010. P. 18. ¹⁸²Cordaid, Gender Responsive Peace and State-Building Changing the Culture of Power in Fragile States, Policy Brief, 2010. P. 18. ¹⁸³Medica Mondiale website; See: http://medicazenica.org/uk/index.php?option=com_content&view=article&id=46&Itemid=28.

and a number of faith-based and national and local organizations and public institutions. Funding for such initiatives can also come from the private sector. For example, president of the National Organization for Women, Children and the Family, Rachel Gogoua said that in Côte D'Ivoire they have been able to mobilize funds for women, peace and security work from the private sector.¹⁸⁴

Companies can contribute to a healthy recovery by integrating the marginalized, such as women, into their labor force through economic empowerment programs in conflict areas, which in turn create a ready, able and skilled work force who contribute to stable and good business. Similarly, by campaigning on ending violence against women, international companies can ensure that women are autonomous to enjoy economic freedom and empowerment, in order to create a skilled work force that contributes towards their profitable business. CEOs such as Tommy Hilfiger of the Tommy Hilfiger Corporation (THC) have recognized that employees would rather have their corporate employer invest in socially responsible initiatives than pool their resources towards employee benefits.¹⁸⁵ THC has therefore pledged USD2 million¹⁸⁶ to the Millennium Villages,¹⁸⁷ a project established to reduce "poverty at the village level through community-led development in rural Africa" to achieve the Millennium Development Goals. Though the focus has been on poverty reduction and has not exclusively targeted women, peace and security, the growing social awareness

demonstrates that the very core of a corporation its employees, have a vested interest in working towards the social and economic empowerment of the disenfranchised.

In practice, though not a traditional aspect of corporate global citizenship, some companies are forging initiatives and public policy dialogues at the local, national and international levels,¹⁸⁸ including issues related to women, peace and security, as in the case of Nike Inc, which had been previously criticized for not fully respecting human rights.¹⁸⁹ Proponents of the principles of the global corporate citizen, assert that fostering good public policy is an area where the "private sector can have an important impact and where transparency and alignment with other corporate activities is increasingly important."¹⁹⁰ For example, high ranking executives from such companies as Sumitomo Chemical Co., Ltd. (Sumitomo) and the China National Offshore Oil Corporation (China National) have been promoting social investment in conflict areas,¹⁹¹ though not specifically advocating for women, peace and security issues. For instance, Mr. Jian of China National said that since globalization is bound to drive more investment in conflict and other high-risk areas, investors would invariably be confronted with serious challenges. Given these challenges, it is in companies own interest to implement the human-rights-based principles of the Global Compact with "on-the-ground involvement with local communities," to train and sensitize the company's staff to ensure that

184. FOKUS, UN-INSTRAW and the Norwegian Ministry of Foreign Affairs (forthcoming). Conference Report: Putting policy into practice: Monitoring the implementation of UN Security Council Resolutions on Women, Peace and Security. International Conference, 11-13 November 2009, Oslo: 19. 185. Tommy Hilfiger, CEO of the Tommy Hilfiger Corporation, speaking at the Leader Summit for the UN Global Compact, June 24-25, 2010. 186. *Ibid.* global targets for reducing extreme poverty and hunger by half and improving education, health, gender equality and environmental sustainability by 2015, and escape the extreme poverty that traps hundreds of millions of people throughout the continent. 187. The Millennium Villages work towards "reaching the global targets for reducing extreme poverty and hunger by half and improving education, health, gender equality and environmental sustainability by 2015, and escape the extreme poverty that traps hundreds of millions of people throughout the continent." Available at <http://www.millenniumvillages.org/aboutmv/index.htm>. 188. TWorld Economic Forum (2001) at 7. 189. Nike Inc., through the Nike Foundation, in partnership with the World Bank and the Liberian and Danish Governments has contributed \$20 million to develop the adolescent girls initiative as an investment to promote growth and stability in post conflict countries. See http://www.nikebiz.com/media/pr/2008/10/10_WorldBankandNIKE.html ; http://human-rights.unglobalcompact.org/case_studies/Gender/gender/promoting_the_economic_prosperity_of_girls.html. Details on this initiative will be covered later in the section. 190. World Economic Forum (2001). 191. Yoshimasa Takao, Director and Senior Managing Executive Officer Sumitomo Chemical Co., Ltd. And Jian Liu, Executive Board Member, China National Offshore Oil Corporation speaking at the Leader Summit for the UN Global Compact, June 24-25, 2010

*"sustainable and responsible practices were carried out in high-risk areas."*¹⁹² Programmatically, Sumitomo has provided bed nets to reduce and control the malaria outbreaks in Africa, which has improved the standard of living for families.¹⁹³ Since high levels of disease and poverty can lead to conflict, the Director and Senior Managing Executive Officer of Sumitomo contends that businesses can play a role in reducing disease and removing sources of conflict.¹⁹⁴ With improved public health, poverty is reduced, and the community is stronger and has fewer reasons for disenfranchised elements to create conflict. Furthermore, reducing disease and promoting good public health builds communities, where invariably, poor health and disease can accompany, be a consequence of or fuel conflict.

Given these challenges, it is necessary for companies to implement the human-rights-based principles of the Global Compact with *"on-the-ground involvement with local communities,"* to train and sensitize the company's staff to ensure that *"sustainable and responsible practices were carried out in high-risk areas."*¹⁹⁵ Peacebuilding initiatives by local entrepreneurs and businesswomen in post conflict areas have mostly focused on activities at the grassroots level. Due to gender inequality, including gendered de facto discrimination, businesswomen have primarily participated in peacebuilding through informal micro level businesses. In Sierra Leone for instance in the local markets, by practice and/or custom, male stallholders only paid a fixed rate of 1%, while women had to pay up to 5% of their income every day.¹⁹⁶ Frustrated by this discriminatory practice within the Petty Traders' Association, a faction of the women separated and created the Sierra Leone Market Women's Association (SLMWA) in 1996, which in turn has

assisted members through micro-finance and other economic initiatives.¹⁹⁷

Addressing public health issues is extremely important in countries in conflict or emerging from conflict, where due to the breakdown of infrastructure, people rarely have access to medical care. Women and girls are more vulnerable to some diseases, such as HIV/AIDS *"as economic and social structures are weakened and violence, including sexual abuse, increases."*¹⁹⁸ In such circumstances, the need for medical personnel who understand how to treat HIV/AIDS patients with care is extremely important. Access to quality health care to manage and control life threatening diseases leads to a more productive and stable society.

Though not specifically targeting women, Merck & Co. Inc.,¹⁹⁹ the pharmaceutical company,²⁰⁰ has created a program to train physicians on providing adequate HIV/AIDS care to patients in such countries as Rwanda, Guinea, Central African Republic, Burundi and the Democratic Republic of Congo.²⁰¹ Furthermore, the company has joined hands with the French Avicenne Hospital/Medical University of Bobigny in France and the Kamenge Hospital/Medical University of Bujumbura in Burundi to create the HIV/AIDS University Degree for French-Speaking Countries in the African Great Lakes Region, which was launched in 2006.

Marketing Strategies in Sri Lanka Sensitize about Armed Conflict

Public awareness and capacity building activities can increase the opportunities to recover from armed conflict and to contribute to sustainable development. In Sri Lanka, a group of business leaders headed by a female president used their

192. UN Department of Public Information (2010); *World's Business Leaders coming to understand "principles and profits two sided of same coin," says Secretary-General, as Global Compact Summit opens*, Dept. of Public Information, United Nations, Meetings Coverage ECO/178, available at <http://www.un.org/News/Press/docs/2010/eco178.doc.htm>. 193. Yoshimasa Takao.

194. *Ibid.* 195. UN Department of Public Information (2010). 196. International Alert (2006) *Local Business, Local Peace: the Peacebuilding Potential of the Domestic Private Sector Chapter five The role of women entrepreneurs in peacebuilding*, London, p. 168. 197. *Ibid.*, p. 175-6. 198. UNAIDS (2003), *Fact Sheet: HIV/AIDS and Conflict*, Joint United Nations Programme on HIV/AIDS. 199. Merck & Co. Inc., http://www.google.com/search?hl=en&source=hp&q=merck+pharmaceuticals&aq=o&aq=g10&aq1=&og=merck+pharm&gs_rfai=CrGHGhk17JDUC5SEyGS-5thZAAAQgQFT9Bm_Ig. 200. The aforementioned company/private sector actor has been cited for its efforts to address issues related to women particularly in conflict-affected countries. This is not in any way an attempt to comprehensively assess the overall performance of the company. 201. Merck's commitment to HIV/AIDS, available at http://www.merck.com/cf/docs/hiv_brochure.pdf.

marketing, advertising and public relations expertise to create awareness on the economic impact of the war. Neela Marikkar, the CEO of Grant McCann Erickson created a 21 episode television series that educated Sri Lankans on the causes and impact of conflict, and efforts it would take to broker sustainable peace.²⁰² Recognizing that the business community had been badly hit by the conflict, especially the tourism and hospitality industry, Marikkar organized business leaders to create the awareness campaign to highlight how the conflict had damaged the country both economically and psychologically.²⁰³ The aim of the campaign was to promote dialogue and negotiation through peaceful means in order to end violence. Finally some domestic companies, though not solely run by women, such as COOPAC in Rwanda, have initiated psycho-social programs for survivors of the genocide in collaboration with small businesses in the United States, such as the Dean Bean's company operating out of Massachusetts.

Through the Global Compact, businesses have strived to create partnerships with UN agencies and or entities on corporate social responsibility endeavors. Unfortunately there is a lacuna in the UN's approach to private sector involvement; while it strives to involve the private sector in promoting women related MDGs as well as certain women, peace and security issues as combating SGBV, it fails to take specific note of how these issues should be addressed in places of conflict. For instance, the partnership opportunities created by the Global Compact include projects on maternal health, reducing SGBV, economic empowerment and investing in the girl child, they fail to highlight how these programs are and should be contextually linked to peacebuilding in conflict areas.²⁰⁴ The lack of specific focus on women, peace and security and the role of women in peacebuilding as a way to achieve the MDGs was also painstakingly obvious

in the Leader's Summit of the Global Compact, where participants spoke of peacebuilding and women's empowerment, but failed to conceptually link the two.

Good Practice: Nokia – combining economic interest with addressing root causes of inequality²⁰⁵

The mobile phone company, Nokia sees itself as more than a donor providing cash to development projects. *"We are looking at how we can fulfill the potential of mobile technology to improve society, whether that relates to achieving education for all, improving access to affordable health care or environmental conservation. [...] We also provide tools that help to promote transparency (for example, by providing real-time election monitoring) and freedom of expression."*²⁰⁶

Nokia takes gender difference into consideration and has designed specific education programs that try to respond to such difference. *"In the area of education, our agenda is aligned with the UN Education for All goals and equality between boys and girls is one of the areas we are addressing within those six goals. In health, we are especially interested in the potential to influence and improve maternal health, another of the Millennium Development Goals."*²⁰⁷ The Scandinavian company addresses reproductive health issues by trying to overcome traditional gender roles that can have a negative impact on people's lives.

"It is worth noting that our goal is not to promote women or men specifically, but rather look at the root causes of issues affecting them and how they can be addressed. For example, in the area of maternal health, men are frequently excluded from maternal health programs despite the fact that they are often the ones making decisions about women's reproductive

²⁰².International Alert (2006). P. 181-3. ²⁰³.Ibid. ²⁰⁴.UN Global Compact, Leaders Summit 2010: Building a New Era of Sustainability: Partnership Opportunities, available at http://www.leaderssummit2010.org/be-bruga/leaderssummit2010/files/GC_Leaders_Summit_2010_Partnership_Opportunities.pdf. ²⁰⁵.The aforementioned company/private sector actor has been cited for its efforts to address SGBV and other issues related to women particularly in conflict-affected countries. The section is not in any way an attempt to comprehensively assess the overall performance of the company. ²⁰⁶.Gregory Elphinston, NOKIA, in questionnaire for this study, 3rd of September 2010. ²⁰⁷.Gregory Elphinston, NOKIA, in questionnaire for this study, 3rd of September 2010.

health. Thus, a project can be directed at men for the benefit of women.”²⁰⁸ Nonetheless, the manufacturer sees the interaction of the private sector with development and security projects and policies critically. Loyal to its company’s principles and staff, Nokia states, that intervening in a policy sector would only be interesting for Nokia under very specific conditions, which does not include a sole charity function. *“The question is what role organizations would allocate to Nokia if they wanted to improve peace, security and the situation of women. If the only answer to that question is ‘donor’, then it suggests that Nokia is not the right organization to be approaching in this area. There are many social causes where mobile communication can play a clear role in social development, especially in education. It makes sense for Nokia to focus its efforts in these areas, where its competence and personnel can make a significant impact. It would not make sense to branch out to subject matter where Nokia is not seen playing a relevant role.*

Simply acting as a donor does not fulfill our potential, nor would it meet the expectations of our employees or stakeholders. [...] We need to ask ourselves how we can have the biggest impact on the world. That is, in which policy areas can our products, services and personnel to have a significant and sustained positive impact. We know that we have the competence and scale to achieve a vast positive impact in policy areas like health, education and agriculture and we are mindful of the positive implications for women in many of those endeavors. However, actions around peace and security can be extremely polarizing and it is highly unlikely that multinational corporations (especially consumer brands) would be viewed by governments, NGOs or the public as legitimate actors.

Ultimately, it makes sense to engage a company like Nokia if it is seen offering technology or ideas that can address the root problems of conflict. However, it would be short-sighted to engage companies if their only value is the contribution of cash, especially in policy areas

*where they lack legitimacy. Doing so not only threatens the sustainability of the company but influences the perception of the other participants and the success of the overall effort.”²⁰⁹ Maybe collaboration based on shared information services and databases on health and violence prevention mechanisms could be envisioned by the company as it states that *“the use of mobile phones for data collection offers significantly greater security than loose pieces of paper, since these tend to be easily damaged or lost. The use of a phone allows the data to be sent as it is collected, which mitigates the risk of catastrophic loss.”²¹⁰**

The UN is looking for corporate involvement in technical assistance and training; advocacy; marketing and communications; production management; computer and digital literacy; business and organizational development and capacity building; and provision of funding, services and/or equipment. However, as Jeffery Sachs at the UN Global Compact Leader’s Summit pointed out, the business community can strive to find entry points to work on conflict avoidance and peace building either through community development, technological assistance, or influencing public policy both at the national and global scale.²¹¹

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

- 1** Establish high-level corporate leadership for gender equality;
- 2** Treat all women and men fairly at work – respect and support human rights and nondiscrimination;
- 3** Ensure the health, safety and well-being of all women and men workers;

²⁰⁸Gregory Elphinston, NOKIA, in questionnaire for this study, 3rd of September 2010. ²⁰⁹Gregory Elphinston, NOKIA, in questionnaire for this study, 3rd of September 2010. ²¹⁰Gregory Elphinston, NOKIA, in questionnaire for this study, 3rd of September 2010. ²¹¹Inputs from Jeffery Sachs, Director Earth Institute, Columbia University, speaking at the Leader Summit for the UN Global Compact, June 24-25, 2010.

- 4 Promote education, training and professional development for women;
- 5 Implement enterprise development, supply chain and marketing practices that empower women;
- 6 Promote equality through community initiatives and advocacy;
- 7 Measure and publicly report on progress to achieve gender equality.²¹²

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

Companies can also look at the Calvert Women's Principles,²¹³ the first Global Code of Corporate Conduct focused exclusively on empowering, advancing, and investing in women worldwide, which was created by Calvert Investment, an investment management company, in partnership with UNIFEM in 2004. The principles provide a set of goals companies can aspire to and measure their progress against. A precursor to the UNGC's Women's Empowerment Principles, the Calvert Principles provide a concrete set of indicators for tracking the progress of gender equity within the internal management of corporations as well as in their CSR initiatives. Principle number six on civil

and community engagement is of particular importance since it calls upon corporations to *"take concrete steps to attain gender equality by adopting and implementing policies to promote equitable participation in civic life and eliminate all forms of discrimination and exploitation."*²¹⁴

Below are the key elements of principle six:

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

212. *Women's Empowerment Principles: Equality Means Business*, available at http://www.unglobalcompact.org/docs/issues_doc/human_rights/Resources/WEP_EMB_Booklet.pdf 213. *Calvert Investment (2010)*, *Calvert Women's Principles: The First Global Code of Corporate Conduct focused exclusively on empowering, advancing, and investing in women worldwide*, available at <http://www.calvert.com/womensPrinciples.html>. 214. *Ibid*

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

Combating VAW, specifically SGBV, is a thematic initiative that companies such as Avon, a producer of cosmetics, and Yves Saint Laurent, a fashion house, have incorporated in their corporate social responsibility agenda. Some have chosen to collaborate with UN agencies, as Yves Saint Laurent has with UNIFEM to launch petition on VAW.²¹⁵ Others, such as the communication and marketing company Grupo ABC, a conglomerate headquartered in Brazil, have created their own awareness raising programming. Grupo ABC has provided pro bono services to develop media content through public service announcements and soap operas in collaboration with local media in Africa to disseminate information on behavioral changes in order to reduce SGBV against girls.²¹⁶ The Avon foundation, however has made the most strides in involving itself in reducing VAW around the world including in countries that are in conflict or emerging from conflict.

Good Practice: Avon as a global actor on fighting violence against women²¹⁷

Avon is one of the largest companies employing women in the world; it currently boasts a network of six million women.²¹⁸ Founded in 1955 with the goal of improving women's lives, the foundation claims to be the "largest corporate philanthropy dedicated to women's causes globally."²¹⁹ According to Nancy Glaser, Senior VP, Global Communications, Avon Products Inc, Avon's business model is about empowering women economically to improve their lives, including the lives of their families and the communities they live in. Because the company operates as a micro-lender to women,²²⁰ Ms. Glaser believes that its involvement in this activity gives it a firsthand visibility to the power of economic opportunity. From its experience, the management at the company realized that such a business model provides social advantages for women. The company, through its foundation, therefore felt the need to put a stake in the ground in terms of women's empowerment, by recognizing that combating VAW goes hand in hand with economic empowerment.²²¹

Avon established the "Ending Violence Against Women" initiative about four years ago. Named "Global Partnerships to End Violence Against Women," Avon launched the initiative in March 2010 in collaboration with Vital Voices and the U.S. State Department.²²²

The foundation donated USD1.2 million to Vital Voices to bring together 15 country delegations, comprising leaders with local expertise in the fields of business, government, law enforcement, civil society, academia and others to discuss the challenges of combating VAW.

Representatives from countries in conflict,

215. Available at <http://www.saynotoviolence.org/user/297>. 216. New initiative to address sexual violence against girls launched at Clinton Global Initiative Annual Meeting in New York, available at http://www.unicef.org/media/media_51217.html. 217. The aforementioned company/private sector actor has been cited for its efforts to address SGBV and other issues related to women particularly in conflict-affected countries. The section is not in any way an attempt to comprehensively assess the overall performance of the company. 218. Telephonic interview with Nancy Glaser, Senior VP, Global Communications, Avon Products Inc., on August 11, 2010. 219. The Avon Foundation was founded in 1955, and claims to be the largest corporate philanthropy dedicated to women's causes globally. Its mission is focused on breast cancer, domestic violence and emergency and disaster relief, in the United States and globally. Available at <http://www.avonfoundation.org/about-us.html>. 220. Telephonic interview with Nancy Glaser, Senior VP, Global Communications, Avon Products Inc., on August 11, 2010. 221. Ibid. 222. Available at <http://www.avonfoundation.org/DomesticViolence/partnership-to-end-violence-against-women.html>.

emerging from conflict or facing armed violence, such as Liberia, the Democratic Republic of

Congo and Colombia were also included.²²³

The foundation has also created a VAW campaign toolkit that provides strategies to develop awareness and advocacy campaigns to reduce violence against women for NGOs working on the ground.²²⁴ The toolkit specifically mentions rape as a tool of war, and conflict related sexual violence. The Foundation has also donated USD500,000 to the U.S. State Department Secretary's Fund for Global Women's Leadership to provide grants to NGOs globally working on violence against women, including to NGOs in the 15 countries that attended the conference.²²⁵

Focusing on building partnerships around the world, Avon hopes to build an umbrella network that will involve both the private and public sector, including NGOs and local community leaders. It has thus far planned to initiate regional networks in Asia and South America, through its delegations in India and Argentina. It also hopes to start a regional delegation in Africa. Ultimately, Avon is attempting to leverage local expertise, and defer to local experts for guidance in combating VAW.²²⁶ Peacebuilding and reconstruction require a strong rule of law framework. The Secretary General of the United Nations defines rule of law as a *"principle of governance in which all persons, institutions and entities, public and private, including the State itself, are accountable to laws that are publicly promulgated, equally enforced and independently adjudicated, and which are consistent with international human rights norms and standards. It requires, as well, measures to ensure adherence to the principles of supremacy of law, equality before the law, accountability to the law, fairness in the application of the law, separation of powers, participation in decision-making, legal certainty,*

*avoidance of arbitrariness and procedural and legal transparency."*²²⁷

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

Consequently, CSR initiatives on the rule of law and the building of justice sector institutions *"must be gender sensitive and women must be included and empowered by the reform of the sector."* A great opportunity for corporations to find an entry point into justice sector reform, reconstruction and sustained legal development that addresses SGBV is through legal education and training for the legal community²²⁸ in conflict and post conflict situations. The Avon Foundation, as such, has taken on this task by funding the Avon Global Center for Women & Justice at Cornell Law School, which was launched in March 2008. Amongst its tasks, the center held a conference in Washington D.C. on "Gender-Based Violence and Justice in Conflict and Post-Conflict Areas," which included 175 participants from over a dozen countries, including more than 30 judges.²²⁹ Furthermore, the center has compiled and analyzed gender jurisprudence from war crimes tribunal²³⁰ at the request of an international war crimes tribunal justice, and facilitates judges' access to research and information relating to SGBV and gender

223. The complete list of countries that participated include Argentina, Cambodia, Colombia, Brazil, China, Czech Republic, Democratic Republic of Congo, Egypt, India, Jordan, Liberia, Mexico, South Africa, Russia and Turkey. 224. Foster, Stephenie and Cindy Dyer (2010). *Ending Violence Against Women and Human Trafficking: A guide to new strategies*, Avon Foundation. 225. Available at <http://www.avonfoundation.org/DomesticViolence/partnership-to-end-violence-against-women.html> 226. Ibid. 227. UN Secretary General (2004). *Report of the Secretary General on The rule of law and transitional justice in conflict and post-conflict societies*, S/2004/616 (Aug 2004) at para. 6. 228. Ibid. 229. Cornell University Law School (2010). *Avon Global Center for Women and Justice; Legal Resources*, available at, <http://www.lawschool.cornell.edu/womenandjustice/AVON-Center-2010-Women-and-Justice-Conference.cfm> 230. Ibid.

justice.²³¹ It also provides legal research assistance to judges as well as technical legal assistance to policymakers and organizations on projects and initiatives,²³² and provides free access to a legal resources database on SGBV-related international, regional and domestic case law.

Similarly, the UBS Optimus Foundation,²³³ set up by the financial service firm, UBS,²³⁴ is financing a project on SGBV prevention, in Rwanda through the NGO Africa Humanitarian Action. Working with refugees and internally displaced people, the program provides clinical care and treatment to survivors and raises awareness against SGBV, in order to address the problem at its root cause and reduce stigma.²³⁵ The project has been implemented in the Kiziba Refugee Camp, the surrounding Rwankuba locality, and among urban refugees spread out in Kigali. Implementing programs that aim to reduce the incidence of SGBV and ensure the wellbeing of survivors in crisis and conflict-affected settings, is one of the most effective ways of ensuring human security. Providing psychological and medical care for survivors, creating community sensitization programs and collecting data in a safe and ethical manner on SGBV, as done by this project,²³⁶ are activities that lead to the decrease in incidences of SGBV. In particular, community sensitization and psychosocial healing of the community can alter the culture of violence and impunity. With increased human security, women become empowered and are able to have a more prominent position in their communities. While some companies are working towards empowering women by ensuring their human security, others are prioritizing women's economic empowerment in their corporate social responsibility initiatives.

Good Practice: Cisco Systems, Inc. empowering women in areas of armed conflict²³⁷

Cisco Systems, Inc. (Cisco),²³⁸ the networking company, advocates that skills training provide a common ground for economic development in developing countries and territories including those that are in conflict or emerging from conflict, such as Palestine and Rwanda. Zika Abzuk from Cisco explains that since corporations ultimately are for-profit businesses, creating opportunities for a skilled workforce is prioritized in the company's corporate social responsibility mandates.²³⁹ By implementing economic empowerment projects, Cisco believes it can create long-term processes that help change mindsets and reduce conflict.²⁴⁰ By facilitating the creation of business relationships, Cisco is attempting to achieve positive change.²⁴¹

In support of this goal, Cisco has initiated a program that teaches information and communications technology (ICT) skills to women and helps them prepare for industry certifications. Skills training can vary from computer diagnostics to network management and design. Besides training in technology skills, Cisco's Women's Empowerment Program provides training in soft skills such as effectively interviewing for jobs and learning how to dress in the workplace.²⁴² The program lasts eight months, and participants can choose from a diverse curriculum, including computer training, network management training, web support, technology sales and marketing, personal development, and professional leadership training.²⁴³ The program was launched in Israel to train Arab and Jewish women and will soon be

231. *Email correspondence with Sara A. Lulo, Executive Director Avon Global Center for Women and Justice Cornell Law School on Aug 22, 2010.* 232. *Cornell University Law School: Avon Global Center for Women and Justice; Legal Resources, available at, <http://www.lawschool.cornell.edu/womenandjustice/judges/index.cfm>.* 233. *The aforementioned company/ private sector actor has being cited for its efforts to address issues related to women particularly in conflict-affected countries. The section is not in any way an attempt to comprehensively assess the overall performance of the company.* 234. *UBS, available at <http://www.ubs.com/>.* 235. *Available at http://www.ubs.com/1/e/wealthmanagement/optimusfoundation/commitment/education_child/factsheets.htm.* 236. *Available at http://www.ubs.com/1/e/wealthmanagement/optimusfoundation/commitment/education_child/factsheets.html.* 237. *The aforementioned company/ private sector actor has being cited for its efforts to address issues related to women particularly in conflict-affected countries. The section is not in any way an attempt to comprehensively assess the overall performance of the company.* 238. *Cisco Systems, Inc. available at <http://www.cisco.com/>.* 239. *Telephonic interview with Zika Abzuk, CSR Manager, Corporate Affairs, Cisco Systems, Inc., on August 18, 2010.* 240. *Ibid.* 241. *Ibid.* 242. *Ibid.* 243. *Email correspondence, Ifat Baron, Program Manager, Cisco Networking Academy, on August 25, 2010.*

extended to Palestine.²⁴⁴ Upon graduation, most women are able to secure employment. Cisco has launched a similar program in Africa, and particularly Rwanda, with services and training programs delivered through community centers.²⁴⁵ The company plans to establish a community center solely dedicated to women, in collaboration with Rwandan First Lady's Imbuto Foundation.²⁴⁶ Cisco also delivers Cisco Networking Academy courses throughout Sub-Saharan Africa, in partnership with NGOs and public institutions, to support the development of ICT skills. To help ensure that women from low socioeconomic backgrounds are included in the classroom, Cisco and partners fund scholarships.²⁴⁷ Cisco is also working with partners to deliver IT education to women in rural communities in Uganda.

Besides creating partnerships with academic or nonprofit organizations on the ground, collaborating with governments is essential in ensuring that long term goals for peacebuilding and conflict recovery are met. Most CSR initiatives tend to be short termed, but Nike Inc.,²⁴⁸ the sports apparel company, through Nike Foundation, in partnership with the World Bank and the Liberian and Danish Governments has contributed USD20 million to develop the "adolescent girls initiative" or the "girl effect" as an investment to promote growth and stability in a post conflict country.²⁴⁹ A "model that links skills training for girls to the demands of Liberia's marketplace and that can be used in a variety of country contexts," the goal of the program is to

1 Increase employment for girls;

2 Increase income for girls;

3 Improve their social standing; and

4 Increase household prosperity (including investments in health, home and education).²⁵⁰

The ultimate goal of the entire project however is to enable young girls and women to contribute to their communities "through infrastructure development and return investment." And that once they have gained that level of autonomy they can become involved in the governance of their communities.²⁵¹ The project aims to expand to include other post conflict areas as Afghanistan, Nepal, Rwanda, Sudan and Togo. Providing locally relevant skills training is essential to ensure that women are able to successfully enter the local economy post conflict. The 10,000 Women Initiative, created by Goldman Sachs,²⁵² the investment banking and securities firm,²⁵³ targets underserved women in providing them with education in business and management. Implementing the project through a network of 70 academic and non-profit partners, the program tailors locally relevant courses in business in such areas as marketing, accounting, market research, etc. Through short term programs, students are also able to receive mentoring from local businesses and other partner institutions post graduation.²⁵⁴ Operating around

244. **Telephonic interview with Zika Abzuk**, CSR Manager, Corporate Affairs, Cisco Systems, Inc., on August 18, 2010.

245. **Cisco is also working with a school with orphans from the genocide**, called Agaso Shalom Youth Village, providing computers, education, and connectivity. 246 **Id.** 247. **Telephonic interview with Hital Muraj**, Area Academy Manager, Cisco Networking Academy, on August 23, 2010. 248. The aforementioned company/private sector actor has been cited for its efforts to address SGBV and other issues related to women particularly in conflict-affected countries. The is not in any way an attempt to comprehensively assess the overall performance of the company. 249. **The Global Compact: Human Rights and Business Dilemma Forum**, Adolescent Girl Initiative, available at http://human-rights.unglobalcompact.org/case_studies/Gender/gender/promoting_the_economic_prosperity_of_girls.html., 250. **The Global Compact: Human Rights and Business Dilemma Forum**, Adolescent Girl Initiative, available at http://human-rights.unglobalcompact.org/case_studies/Gender/gender/promoting_the_economic_prosperity_of_girls.html. 251. **UNDP-USA**, The Adolescent Girl Initiative, available at <http://undp-usa.blogspot.com/2008/10/adolescent-girls-initiative.html>. 252. **The aforementioned company/private sector actor** has been cited for its efforts to address issues related to women particularly in conflict-affected countries. The is not in any way an attempt to comprehensively assess the overall performance of the company. 253. **Goldman Sachs website**: available at <http://www2.goldmansachs.com/>. 254. **Goldman Sachs**, 10,000 Women Initiative, available at <http://www2.goldmansachs.com/citizenship/10000women/index.html>.

the world, including in countries emerging from conflict such as Rwanda, educating women in business skills has led to creating economic opportunities for other women and social investment in the community. In Kigali, Rwanda for instance, a graduate of the program, who runs a brick manufacturing company, primarily hires local women and has invested in a water pump for her community.²⁵⁵

CSR initiatives, such as Cisco's and Goldman Sachs's, contribute towards the security of women and human security. Economic empowerment and education improve women's visibility and lead to improved political standing. As emancipated actors, women have more opportunities to participate in political processes and social development. Similarly, providing women with access to basic information on health, education and jobs empowers them with knowledge and enables them to become productive and informed decision makers. For instance, as part of its four-year and USD10 million commitment to the Clinton Global Initiative to alleviate poverty in five Sub-Saharan African countries, namely Cameroon, Ethiopia, Kenya, Nigeria, and Rwanda, Cisco has produced the Beehive portal *"to provide low-income people with accessible and easy-to-understand tools and information on a wide variety of topics, including money, health, education, jobs and careers, family, and starting a business."*²⁵⁶ Local NGOs have ownership of the portal and a lot of the content includes information for women and women's empowerment.²⁵⁷ As of now, the Beehive Portals exist in Nigeria, Rwanda, Ethiopia, South Africa and Kenya.

²⁵⁵. **Profile of students**, Goldman Sachs, 10,000 Women Initiative, available at <http://www2.goldmansachs.com/citizenship/10000women/meet/index.html#/Rw-Immaculee/profile> ²⁵⁶. **Cisco's Clinton Global Initiative for Sub-Saharan Africa Commitment**, available at <http://www.cisco.com/web/about/ac227/csr2008/cisco-and-society/human-needs/sub-saharan-africa-commitment.html>. ²⁵⁷. **Telephonic interview with Zika Abzuk Manager**.



05

**Resourcing for the Different
Components of National
Action Planning Processes:
Examples and Lessons Learned**

The cost of funding initiatives aimed at achieving gender equality and sustainable peace can be estimated by trying to identify figures which currently finance projects in this area. This section of the paper provides the reader with examples of activities, projects, programmes and national implementation strategies that contribute to the advancement of women, peace and security.

Specific thematic areas of Resolution 1325 as mentioned in section two include:

- **Participation of women in peace processes;**
- **Prevention of armed conflict;**
- **Protection of women from gender-based violence;**
- **Prosecution of gender crimes; and**
- **Promotion of women rights in an effective and harmonized way.**

These areas can include issues such as human trafficking, sexual exploitation and abuse by humanitarian personnel, as well as equal rights to property in a post conflict society.²⁵⁸ They can either be addressed individually by different organisations intervening in a country as demonstrated in the Colombian case study or can be reflected in a comprehensive national strategy through national action plans. It can be observed that most of the existing twenty national action plans on Resolution 1325 have had different components yet followed common steps prior to adopting their plans:

- 1 Advocacy in order to create political will and public awareness raising
- 2 Capacity building activities
- 3 Division of responsibilities and coordination of actors
- 4 Development of monitoring and evaluation mechanisms that measure the impact specific policies and activities have on the most vulnerable (Women, peace and security assessments, evaluation reports and gender sensitive indicators and data collection systems)

Estimating the cost of the development of a national action plan or rather the full implementation of Resolution 1325 at the national level highly depends on the local infrastructure, socio-political process and the content and ambition of the respective plan.

Two accounts must also be made: one looking at the costs of the development of a NAP and another identifying the costs of implementation. Either of these may be covered by internal or external funds. *"While the provision of outside funding is often crucial for the development, implementation, monitoring and evaluation of NAPs as well as other women, peace and security activities, Pamela Villalobos of the Ministry of Defence, Chile, reminded participants that rather than focusing on the provision of funding, we should be focusing on building the political will of governments to undertake women, peace and security initiatives, saying, that this will translate into a budget for these activities."*²⁵⁹ Several governments have included the development of their 1325 NAPs into their regular budget and ongoing activities. However, this depends on existing structures and such tasks are easier in some countries than in others.

Most NAPs do not specify the budget dedicated for development and implementation, and Nordic countries in particular do not publicly

²⁵⁸Liberia, Ministry of Gender and Development (2009). ²⁵⁹ FOKUS, UN-INSTRAW and the Norwegian Ministry of Foreign Affairs (forthcoming).

reveal their budget lines. Below is a list of some budget lines that provide numeric examples of the resources that were made available for
a) the development of the respective NAPs and

b) for their implementation per year, as well as funds mobilised for projects outside their own state borders (funds dedicated externally).²⁶⁰

Country	Funds for development of the NAP	Funds for implementation per year	Source of funds
Cote D'Ivoire	Not specified	Around USD3 million	Not specified
Denmark	Not specified	Around USD3 million	Government
Liberia	USD2 million	USD5.4 million	Bilateral funds from Italy, Denmark, Norway etc. Support by international organisations and civil societies
Norway	Not specified	USD19 million (2007)	Governmental funds
Philippines	Not specified	USD440,000	Potentially part of these funds will come from the Government's gender and development budget
Sweden	Not specified	Around USD32 million	Regular government budget
Switzerland	USD49,000	USD970,000	Swiss State Budget.
United Kingdom	Not specified	USD21 million direct expenditure	Government: Foreign and Commonwealth Office, Department for International Development, Ministry of Defence, and tri-departmental Conflict Pool

²⁶⁰The information is mainly based on the reporting of the respective government agencies who have responded directly to questionnaires for the purpose of this study between March and July 2010.

As demonstrated above there is a large difference between the amount of money invested in women, peace and security issues among the countries having a national action plan. The majority of countries with a NAP implementing the resolutions on women, peace and security are still European and have a larger amount of resources and infra-structure than countries emerging from armed conflict or those in a state of development. The objectives of European countries also have a tendency to be led towards the global South, supporting initiatives on gender and security issues in their region of political interest. The influence and power relations resulting from this need to be taken into consideration when talking about cost and financing Resolution 1325. More recent developments have been the development of national action plans in the global South with more independent resources. Examples such as the Philippines and Chile demonstrate that there are countries in different regions in the world that develop their NAPs on Resolution 1325 independently from external support. On the other hand, African – especially West African – countries often rely on the support of international organizations, civil society and bilateral donors.

These differences in resources should not lead to the conclusion that the implementation in a country such as Sweden, that reports to spend around USD32 million per year on women, peace and security issues, implements resolution 1325 more effectively than the Philippines which dedicates less than USD500,000 per year on implementing their NAP. In addition other sources report that for 2011 the Swedish investment on resolution 1325 will be reduced to USD130,000 (1 million Swedish Krona).

Petra Toetterman Andorff, Secretary General of WILPF Sweden, reports: *“The [Swedish] NAP does not outline any specific budget for the implementation of UNSCR 1325. Women’s security and equal participation in peace-building*

are given priority in Swedish policies for security and international development cooperation. The actions mentioned in the plan are to be financed within existing [national] budget lines.” Anna Sundén, Coordinator of Operation 1325 in Sweden, confirms: *“The actions mentioned in the plan are to be financed within existing budget lines.”*²⁶¹ Operation 1325 has received financial support from the Foreign Ministry, Sida, Folke Bernadotte Academy and the Swedish National Board for Youth Affairs for our projects aiming at the implementation of 1325 nationally, regionally and internationally. These funds are, however, not specified within the budget line since it is absent in the NAP.”²⁶²

Also the Danish NAP has been developed out of the current budget of different government agencies. *“There is no separate budget for the implementation of the Danish National Action Plan, but it is a basic condition of the NAP that multiple, relevant budget lines can be used to ensure realization of UNSCR 1325. This is true both for the Foreign Ministry and the Ministry of Defense. The Danish National Action Plan was developed by an inter-ministerial working group. In terms of funds, the process only required the dedication of the participating civil servants’ working hours and money for printing and dissemination of the plan,”*²⁶³ states the Danish Ministry of Foreign Affairs. A specific earmarking system has not been put in place.

In Ireland, calculations for women, peace and security funds are not exact and not earmarked either. Deirdre Ní Cheallaigh, HIV and Gender Policy Officer at the Irish NGO Trócaire, states: *“As we do not have a baseline in terms of what exactly is being done to implement UNSCR 1325, it is not clear what resources (financial and human) are currently being made available to support the implementation of UN SCR 1325. Anecdotally, as it is felt that more could be done to systematically implement UNSCR 1325 (through the development and comprehensive implementation of an Irish NAP on Women, Peace*

^{261.} Petra Toetterman Andorff, Secretary General of WILPF Sweden in questionnaire in preparation for Oslo conference for FOKUS, November 2009. ^{262.} Anna Sundén, Coordinator of Operation 1325 in Sweden in questionnaire in preparation for Oslo conference for FOKUS, November 2009. ^{263.} Ministry of Foreign Affairs of Denmark, responding to the questionnaire for this study, 27th of July 2010.

and Security), it can also be assumed that more human and financial resources are needed to systematize implementation.”²⁶⁴

Neither the Norwegian, Finnish, Portuguese, nor Spanish NAP have a specific budget dedicated to the activities outlined. The Belgian NAP has partly identified funds exclusively dedicated to 1325.²⁶⁵ “At this stage the NAP remains very theoretical; it does not include many concrete actions for implementation, nor does it comprise indicators or a specific budget – though Belgium has a specific gender budget law and the Ministry of Defence has earmarked a specific budget for implementation of its commitments under NAP 1325.”²⁶⁶

As Craig Morley, of the Peacekeeping Team, Conflict Group, Foreign & Commonwealth Office shares that the UK has tried for the first time to get a snapshot of their total expenditures on resolution 1325 activities. “Expenditure for implementing activities on UNSCR 1325 is drawn from a variety of budgets across three government departments – the Foreign and Commonwealth Office, the Department for International Development and the Ministry of Defence (for example). It is not specifically marked and therefore it is difficult to gain a full picture of exact expenditure on this issue.”²⁶⁷ Nonetheless, the UK government has made an effort to identify sources related to resolution 1325 implementation. “In order to provide a snapshot of UK expenditure on UNSCR 1325, we surveyed expenditure in nine countries, selected due to their high profile work on this agenda within the FCO.

As such, we have identified four different funding streams from each government department:

01

Country-specific programmes, directly related to the implementation of UNSCR 1325.

02

Country-specific programmes, indirectly related to the implementation of UNSCR 1325 (i.e. where UNSCR 1325 forms an element of the programme or is taken into account).

03

Non-country-specific programmes, directly related to the implementation of UNSCR 1325.

04

Non-country-specific programmes, indirectly related to the implementation of UNSCR 1325.”²⁶⁸

It is clear that the survey and its results are not exhaustive. “In some cases, work the UK supports contributes to the implementation of UNSCR 1325 without UNSCR 1325 being the core objective. It is therefore difficult to extrapolate specific percentages of UNSCR 1325-related expenditure from the total figures. The figures stated for indirect yet related expenditure are therefore total programme expenditure of which UNSCR 1325 forms an element. The figures stated do not include the UK Government’s contribution to the UN Peacekeeping²⁶⁹ or UN Regular Budget, or FCO, DfID and MoD staffing/ administrative costs.”²⁷⁰

²⁶⁴. Deirdre Ní Cheallaigh, HIV and Gender Policy Officer at the Irish NGO Trócaire, Responding to the questionnaire for this study, 28 January 2010. ²⁶⁵. EPLO, UNSCR 1325 IN EUROPE, 21 case studies of implementation, 2010. p. 24, 55, and 60. ²⁶⁶. Ibid. p. 16. ²⁶⁷. Craig Morley, Assistant Desk Officer, Peacekeeping Team, Conflict Group, Foreign & Commonwealth Office, responding to the questionnaire for this study, 13th August 2010. ²⁶⁸. “The countries included in this survey were Afghanistan, Democratic Republic of the Congo, Iraq, Lebanon, Nepal, Pakistan, Sri Lanka, Sudan and Yemen” ²⁶⁹. Estimated at approximately \$603 million (around £389 million) for UN FY 2010/11. ²⁷⁰. Craig Morley (2010).

Department	Direct	Indirect	Total Expenditure	% of Total
Foreign & Commonwealth Office	€3,302,036	€4,958,133	€8,260,169	4.90%
Department for International Development	€7,538,882	€121,954,201	€129,493,083	76.84%
Ministry of Defence	€0	€16,098,111	€16,098,111	8.70%
Conflict Pool ²⁷¹	€2,832,314	€11,837,174	€13,307,949	9.55%
Total	€13,673,232	€154,847,619	€168,520,851	100.00%

*"The total figure for directly related expenditure on UNSCR 1325 activities in the nine countries during this period, along with non-country-specific directly related expenditure, was €13.7 million. However an additional €154.8 million was identified as expenditure indirectly related to UNSCR 1325 (i.e. expenditure on programmes where UNSCR 1325 either forms an element or is taken into account)."*²⁷²

²⁷¹The Conflict Pool is funded tri-departmentally, drawing from the FCO, DfID, and MoD. ²⁷²Craig Morley (2010).

The Swiss confederation and the federal Department of Foreign Affairs reports to have earmarked specific 1325 funds for 2009 and 2010 which were around 1 million CHF (USD980,000). In addition *"The development of the NAP is done by an interministerial working group (with the consultation of the Swiss NGO Platform for 1325). All costs of this activity are covered from the regular budgets of the concerned ministries (i.e. hr costs and material/ transport etc.). Periodical development of country specific gender fact sheets for internal use and context specific pre-deployment training is separately budgeted. For dissemination activities of the new NAP 2010 separate funds are available (around 50'000 CHF) [...] As part of its commitment to the implementation of UNSCR 1325, the Political Division IV – Human Security – of the DFAE does not only contribute to the implementation of UNSCR 1325 by means of earmarked funds for activities under the label of 1325, but also follows the principles of gender mainstreaming in all its programs. As a means to implement gender-responsive budgeting the PD IV has integrated a gender marker into project documents, which indicates the relevance of a project to gender issues. As a controlling tool, the gender marker measures the percentage of gender-sensitive expenditures. In 2009, 67% of all PD IV project funding was substantially (55%) or distinctively (12%) gender-sensitive. The Programmes of the Swiss Development Cooperation (also part of the DFAE) may also in part relate to UNSC 1325. Given the only indirect relevance to the implementation of 1325 there are no estimates for this part of the State budget. SDC programmes are also applying a gender marker in their project cycles."*²⁷³ In order to estimate how much the development and implementation of a NAP on resolutions 1325, 1820, 1888 and 1889 will cost in a specific country, the country context, existing infrastructure, policies in practice and capacities need to be examined against the objectives and goals.

a) Assessing Political Will and Public Awareness

A comprehensive women, peace and security assessment as well as a mapping of actors and internal auditing initiatives will provide the implementing parties and the government in question with an overview of what resources – whether financial, human or technical – are needed to achieve implementation. Benchmarks and key objectives that show where the action plan is headed also indicate where funding is going to be used. Future costs depend greatly on which benchmarks have been set and what the plan is intended to achieve.

With the financial support of Finland, for example, the NGO Femmes Africa Solidarite (FAS) started a sub-regional project that supported Burundi, DRC and Rwanda in developing NAPs on 1325, which included the development of a women, peace and security assessment. Local consultants were hired in each country to conduct a baseline study and to initiate the formation of national steering committees. Through strong cooperation among civil society organisations and supportive government representatives, the process in developing national action plans began. FAS' vision regarding the process is formulated clearly: *"That the process of conflict resolutions in conflict countries requires a participatory and inclusive approach in the development of women-centred national policies and programmes, is not in question. Thus, there is a requirement for national action plans to be conceived in a consistent and realistic manner relative to gender-based concerns."*²⁷⁴

According to an UN-INSTRAW organized virtual discussion on good practices on the implementation of Resolution 1325, participants noted that public awareness and the lack of political will are major issues that arise when developing a NAP.²⁷⁵ To develop a useful policy document, complete information must be provided and the potential implementing

273. Federal Department of Foreign Affairs FDFA, Directorate of Political Affairs DP, Political Affairs Division IV – Human Security: Peace, Human Rights, Humanitarian Policy, Migration responding questionnaire for this study 2010. 274. Please find on FAS website: <http://www.fasngo.org/UNSCR-1325.html>. 275. UN-INSTRAW (2008). Planning for Action: A Virtual Discussion on Planning for Action Good Practices on Implementing UNSCR 1325 on a National Level. Final summary of virtual discussion, 3–21 November. Santo Domingo: UN-INSTRAW. Available at: <http://www.un-instraw.org/images/documents/GPS/1325%20virtual%20discussion%20final%20report.pdf>.

institutions and organizations need to be on board. Upholding political will and continuously coordinating actors involved is essential, but requires extra effort.

With the objective of raising awareness about resolution 1325 and stipulating its implementation in the United States, the Women's International League of Peace and Freedom (WILPF), implements comprehensive outreach projects. *"The outreach and publicity, as well as the actual programs undertaken, will raise the profile of SCR 1325, increase public awareness of women's role in conflict transformation and prevention, and clarify the legacy of Jane Addams and other women Nobel Peace Prize winners for*

*students of all ages. For maximum impact, this ambitious plan began its roll-out in early October 2009, and requires the WILPF U.S. Section to raise \$128,000 beyond its operating budgets for 2009 and 2010. An initial \$20,000 has been raised, so implementation of the project is proceeding with the distribution of outreach materials for two '2010 Practica in Advocacy at the United Nations' and the contracting of a grant writer; a contract web designer will also be hired. Once an additional \$40,000 has been raised, the JA1325 Working Group in collaboration with the WILPF Personnel Committee will begin recruiting for the Educational Program Director position."*²⁷⁶

The box below presents useful questions to ask when developing a NAP on resolution 1325.

Questions to Ask Prior to Developing a National Action Plan on Resolution 1325

- 1 Which ministries or other government departments are involved in drafting policies to guide the raising, planning and spending of public resources?
- 2 Do they have technical specialists equipped to conduct women, peace and security assessments? Is this taking place?
- 3 Is there sufficient awareness and political will among policy makers and implementing Ministries? Which department/ organization could benefit from a capacity-building activity prior to the action planning process?
- 4 How will the different actors and Ministries coordinate their initiatives? Will a taskforce or working group be established? What do we need in order to create such a platform?

²⁷⁶See: <http://www.wilpf.org/2009NovAdvancingWomenAsPeacemakers> (last visited: 13.01.2010).

- 5** What resources exist in the security budget for gender expenses and in the gender/development budget for initiatives around peace and security?
- Internal budget?
 - External budget including the assistance of external actors such as bilateral agencies, CSOs or other international organizations?
- 6** What issues need to be addressed? What activities are needed to address them? How much funds do these require? What activities already exist?
- What public services already address gendered security issues (shelters, health-care institutions, access to justice, etc.)? What is still needed?
- 7** How can the private sector support the implementation of the resolution? What other related policies exist (CEDAW implementation initiatives, PRS, MDGs)?
- 8** How are different action plans and development strategies interlinked?
- 9** Are there any opportunities for local CSOs to review the budget? How have they been involved in the action planning process? What activities do they conduct in relation to women, peace and security?
- 10** Who will be responsible for monitoring and evaluating the action plan? What data do we need to feed the indicators outlined in the NAP? Will an external evaluation be planned?²⁷⁷

b) Capacity Building Activities

The capacity of countries to implement a NAP or 1325 related activities is a critical assessment that must be made during the action planning process. This process requires an understanding of what Resolution 1325 means and it must recognize the existence of local gendered security issues. Civil society actors and international organisations are especially important in assisting member states to build capacity and raise awareness.

Marie-Claire Faray-Kele, WILPF (UK section) COMMON CAUSE UK/ Platform of Congolese Women in the UK, lists the following activities in preparation for the action plan in the Democratic Republic of the Congo (DRC):

Translation of UNSCR 1325:

“Women’s rights activists have organised modules for trainings on gender, peace and

security, and have translated the UNSCR 1325 into four national languages: Lingala, Kikongo, Swahili and Tshiluba.

Civil Society Workshops:

In 2002 Women as Partners for Peace in Africa (WOPPA-DRC) organised a training workshop in Nairobi, Kenya to develop Congolese women’s negotiation techniques and build capacity in preparation for the Inter-Congolese Dialogue in Sun City, South Africa. The workshop also enabled coordination of women from all sides and the distribution of UNSCR 1325 in pamphlet form (15–19th February 2002).

Workshops were organised in major administrative cities across all provinces to commemorate the anniversaries of UNSCR 1325.

Other activities include:

Circulating a newsletter covering the text

²⁷⁷UNIFEM and United Nations Non-Governmental Liaison Service (NGLS) (2008). *Financing for Gender Equality*. New York: UNIFEM and UN-NGLS.

of UNSCR 1325 and detailing the work of CSOs on the resolution; Awareness-raising on TV; and Coordinating a women's national congress to raise awareness about UNSCR 1325 amongst women from the grassroots movement.²⁷⁸

Trainings, awareness raising campaigns and events need resources. Kate McInturff, former Coordinator of the Gender and Peacebuilding Working Group, says that a workshop on resolution 1820 in Canada costs USD18,000 (without including staff costs). The donor was the International Development Research Centre (IDRC).²⁷⁹ She further states that the Department of Foreign Affairs and International Trade Canada (DFAIT) was previously a donor, but that these funds have been withdrawn as specific women, peace and security funds have been folded into a general envelope for 'human rights policy'.²⁸⁰

Next to civil society organisations, UN entities have supported capacity building activities that contributed to the NAPs on Resolution 1325. In different action plans the help and contribution of UN entities have been specifically mentioned.²⁸¹ Although the total contributions and funds available for women, peace and security from multinational organisations is not sufficiently monitored, the contributions and activities of UN agencies around the globe are monitored through the System Wide Action Plan. UNFPA, OSAGI and UNIFEM for example have organised a series of workshops in different countries to support the development and use of indicators in the specific NAPs on Resolution 1325.²⁸²

c) Division of Responsibilities and Coordination of Actors

As the government will be the main implementing body, its role and the division of responsibility needs to be clarified. The contents of the NAPs will differ as well as the distribution of responsibilities among various Ministries. "Once all relevant ministries have been effectively

informed and convinced of the relevance of women, peace and security issues to their sector, there must be a process of internal organization among government offices to determine how the planning process will be undertaken."²⁸³ Traditionally, the initiative to develop a NAP emerges from one particular Ministry or government agency.

In European countries, such as Norway or the United Kingdom, this has mainly been the Ministry for Foreign Affairs. In Belgium, the Federal Public Service for Foreign Affairs, Foreign Trade and Development Cooperation has integrated the NAP into the Belgian development strategy. The Spanish NAP combines women, peace and security with foreign policy aspects. Manuela Mesa from CEIPAZ reports "*Spain's national action plan (NAP) for the implementation of United Nations Security Council Resolution (UNSCR) 1325 was approved by the Council of Ministers on 31 November 2007. Under the plan, the State Secretariat for International Co-operation in the Ministry of Foreign Affairs adopted a specific action plan on gender and peacebuilding within the framework of development co-operation. [...] It highlights the European Common Security and Defence Policy (CSDP) and development co-operation.*"²⁸⁴

Considering the multidimensional nature of the resolution, different ministries have to bring knowledge together to develop a comprehensive implementation strategy. Often each ministry will appoint specific focal points on the resolution that then join dedicated meetings. Interagency taskforces or working groups that bring together the various actors and Ministries and help coordinate the different ideas and activities have been established in Iceland and the Netherlands. Countries in other regions have taken different approaches. In Chile, for example, the NAP has been jointly developed by the Ministry of Defence, the National Women's Service (SERNAM) and the Ministry of Foreign Relations. In the African

²⁷⁸ Marie-Claire Faray-Kele, WILPF (UK section) COMMON CAUSE UK/ Platform of Congolese Women in the UK in questionnaire in preparation of Oslo conference for FOKUS, November 2009. ²⁷⁹ Kate McInturff, former Coordinator of the Gender and Peacebuilding Working Group in questionnaire in preparation for Oslo conference for FOKUS, November 2009. ²⁸⁰ Ibid. ²⁸¹ See, for example, Liberia, Ministry of Gender and Development (2009); Uganda, Ministry of Gender, Labour and Social Development (2008). ²⁸² Sierra Leone (2010), Sierra Leone (2010), The Sierra Leone National Action Plan for the Full Implementation of United Nations Security Council Resolutions 1325 (2000) & 1820 (2008), Freetown. ²⁸³ Popovic, N., M. Lyytikäinen and C. Barr (forthcoming). ²⁸⁴ EPLO (2010).

context, the national machineries on women have been the most active in developing NAPs. For example, in Cote D'Ivoire, it is the Ministry of Family, Women and Social Affairs; in Uganda, it is the Ministry of Gender, Labor and Social Development.

In the case of the Cote D' Ivoire action plan, a concrete list with determined budget lines and responsibilities contributed to an effective

planning process. The overall budget for the action plan is 3,700,000,000 F CFA (USD8.8 million), for the three years of implementation. The general coordination of these funds is the responsibility of the Ministry of Family, Women and Social Affairs.²⁸⁵ The Ministry of Administrative Affairs and Finance nonetheless has the authority of approval and conducts an annual auditing process.



Responsible actor

Ministry of Justice and Human Rights in
collaboration with Ministries of Interior, Defense
and Security, Health and Public Hygiene and
Ministry of Family, Women and Social Affairs

²⁸⁵. Euphrasie Hortense Yao Kouassi, Directrice de L'Egalite et de la Promoción de la Femme du Ministère de la Famille, de la Femme et des Affaires Sociales. "Pour les fonds provenant de l'Etat de Côte d'Ivoire, la gestion est assurée par le Ministère de l'Economie et des Finances et la Direction des Affaires Administratives et Financières (DAAF) du Ministère de la Famille, de la Femme et des Affaires Sociales. A la fin de chaque année, un audit financier est réalisé par l'Agence partenaire." In questionnaire in preparation for Oslo conference for FOKUS, November 2009.

● **Area of action**
Inclusion of the gender question in political and development programmes Annual Budget

Annual Budget

USD200,000

Responsible actor
Ministry of Family, Women and Social Affairs in collaboration with units from Ministry of Development and Planning and Ministry of Economics and Finances

● **Area of action**
Participation of women and men in reconstruction and reintegration processes

Annual Budget

USD440,000

Responsible actor
Ministry of Education in collaboration with Ministry of Security, Health and Public Hygiene, Ministry of Solidarity of War Victims, Ministry of National Reconstruction and Reintegration and National Agency to Support Rural Development

● **Area of action**
Reinforcement of the participation of women in decision-making positions

Annual Budget

USD97,000

Responsible actor
Coordination of Women for the Election Process and Post-conflict Reconstruction (COFEMCI REPC) in collaboration with Ministry of Family, Women and Social Affairs

● **Area of action**
Management of the implementation of the plan (staff, vehicles and functioning)

Annual Budget

USD250,000

Responsible actor
Ministry of Family, Women and Social Affairs in collaboration with other institutions

● **Area of action**
Putting in place a monitoring system

Annual Budget

USD53,000

Responsible actor
Ministry of Family, Women and Social Affairs in collaboration with the

● **Area of action**
Other costs (5%)

Annual Budget

USD78,000

Responsible actor
Ministry of Family, Women and Social Affairs

Effective collaboration and coordination among different actors working on similar issues or common geographic areas is key to policy implementation initiatives as well as programming on women, peace and security. Senior Gender Adviser of the United Nations Mission in the Congo (MONUC), Elsie Effange-Mbella, highlights, “we know that there are several actors on the ground both national and international stakeholders and therefore there is need for there to be a centralized coordinating mechanism to streamline implementation of activities, monitoring and evaluation of progress based on existing capacities. A good coordinating mechanism will aim at an integrated approach which seeks to draw on existing strengths in resolving issues based on complementing capacities.”²⁸⁶

UNIFEM Georgia counts on USD140,000 over a three-year period, which is given by Norway, for its Women for Equality, Peace and Development project. The implementation and link with already existing policies is essential. The gender advisor for Georgia, Tamar Sabedashvili, reports that “The project implementation will start in November 2009 and among other activities it foresees bringing national policies and laws in compliance with UNSCR 1325 and 1820, through provision of support for the elaboration and approval of a National Action Plan and Implementation Strategy on SCR 1325 and 1820 to protect and promote IDPs [internally displaced person] and conflict-affected women’s rights. The programme also aims to support integration of the National Action Plan and Implementation Strategy on SCR 1325 and 1820 into the relevant national policies and laws.”²⁸⁷

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

to make the development of the NAP possible. “The PSWG [Peace Support Working Group] on UNSCR1325 is a UN and donor coordination and cooperation forum. The primary objective is to enhance cooperation and coordination among UN agencies and donors. I/NGOs are invited to present their work to allow for discussion on what are the local initiatives and how can UN and donors assist in that. The regular meetings, which UNFPA chairs and the Norwegian Embassy co-chairs, and for which UNFPA provides secretariat services, has allowed for joint efforts to bridge programming and advocacy gaps in an efficient manner as a result of pooled resources. Since 2008, the Peace Support Working Group has been chaired by the Royal Norwegian Embassy and co-chaired by UNFPA.”²⁸⁸

d) Monitoring and Evaluation

Adequate indicators as well as practical monitoring tools are essential for successful oversight. Although almost all NAPs recognize the need for adequate M&E mechanisms, only a few include specific indicators, among them Austria, Liberia, the Philippines, Sierra Leone and Uganda.²⁸⁹ “Today there is an urgent need to identify specific impact indicators beyond the hours of gender training provided, the number of women involved in peace operations, or the amount of money dedicated to implementing Resolution 1325. In order to fully know which initiatives successfully respond to the different dimensions of preventing sexual and gender-based violence, putting an end to impunity, and making peace-keeping operations more gender-responsive, it is essential to measure their impact and effect on the local population.”²⁹⁰ With knowledge about the concrete impact of actions taken, updated versions of NAPs – such as the one recently published by Sweden – can be made even more effective and useful for the people they aim to reach.

²⁸⁶.Elsie Effange-Mbella in questionnaire in preparation for Oslo conference for FOKUS, November 2009.²⁸⁷.Tamar Sabedashvili in questionnaire in preparation for Oslo conference for FOKUS, November 2009. ²⁸⁸.UNFPA Nepal: <http://nepal.unfpa.org/en/unscri325>. ²⁸⁹.See, for example, Uganda, Ministry of Gender, Labour and Social Development (2008: 12). ²⁹⁰.Beetham, G. and N. Popovic. (2009). “Putting Policy into Practice: Monitoring and Evaluating the Implementation of UN Security Council Resolutions on Women, Peace and Security”. Background paper for the conference organized by FOKUS, UN-INSTRAW and the Norwegian Ministry of Foreign Affairs, Oslo, 11–13. November: 16.

"In the US we are trying to determine how extensive and ambitious of an action plan to create. Something based on guidelines already developed by entities such as the Millennium Challenge Corporation could be effective and still cost efficient. However, a larger more expansive action plan that calls for specific indicators in development, diplomatic, as well as a defense sectors, may be more costly, but will be more effective long term as it would include performance monitoring and evaluation procedures," states Evelyn Thornton, deputy director of the Institute of Inclusive Security.²⁹¹

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

With the provision of funds come conditions on spending. Even though the Paris Declaration aims towards a more equal and participatory approach, the relationship between donor and recipient in most cases remains imbalanced in terms of power. Local ownership also remains a challenge. Donors will ask for performance indicators and specific data that prove the implementation and the impact of the initiatives and projects funded. Indicators and specific data help to identify success from failure and are therefore considered particularly important for donors in order for them to identify the effectiveness of their investment. *"While donor countries in the global North often set standards and indicators for the implementation of women, peace and security issues, local organizations and governmental entities find themselves responsible for the implementation of outlined activities and for the data collection to feed these indicators. The expectation of what*

*data is needed often conflicts with the realities on the ground and most importantly with the availability of such data."*²⁹²

All activities outlined and carried out by civil society organisations, governments or the United Nations or other actors require resources. Raising awareness, creating political will, building capacity, coordination of different actors, monitoring and evaluation of any action plan or policy require staff, infrastructure, office equipment and facilities, transport, software and communication tools such as mobile phones, internet and fax machines. These costs have to be estimated and calculated prior to developing a NAP and have to be taken into consideration when talking about indicators for a successful implementation and impact of initiatives towards gender equality and peace.



Liberia – Interagency collaboration and complementary data collection

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

Under the presidency of the first female African Head of State, Ellen Johnson Sirleaf, the Ministry of Gender and Development initiated the action planning for a NAP with the support of International Alert and the United Nations Mission to Liberia (UNMIL) in August 2007. In August 2008, UN-INSTRAW and the Office of the Gender Advisor of UNMIL established an inter-agency team supporting the Liberian Ministry of Gender and

²⁹¹ Evelyn A. Thornton, Deputy Director, Management and Partnerships, The Institute for Inclusive Security, responding to the questionnaire for this study jointly commissioned by Cordaid and GNWP, January 2010. ²⁹² FOKUS, UN-INSTRAW and the Norwegian Ministry of Foreign Affairs (forthcoming)

Development to lead the process of developing a NAP. A Steering Committee composed of representatives from other government institutions, UN agencies and CSOs was established in order to guide the drafting of the plan. Community chiefs and organizations working outside Monrovia were also involved.²⁹³

A wide range of CSOs were funded to support the implementation of the resolution and the development of the NAP, including Women's NGOs of Liberia (WONGOSOL), Women in Peace Network (WIPNET), Society of Women in AIDS Awareness, Save the Children (UK), OXFAM GB, National Democratic Institute, Mano River Women's Peace Network (MARWOPNET), International Rescue Committee, International Republican Institute, International Federation for Election Studies, International Centre for Transitional Justice, Foundation for International Dignity, Community Empowerment Programme, Carter Centre, American Bar Association, Association of Female Lawyers of Liberia, American Refugee Committee, Action Aid and the Danish Refugee Council. The budget lines of these organizations and individual projects for the development of the NAP is not known in detail, but some donors and costs have been identified.

The Liberian NAP has an overall budget of over USD2 million given by the Danish and Italian Governments.²⁹⁴ Additional sources must be secured over the three years of implementation to meet all

the ambitious objectives outlined. UN-INSTRAW's project on Building Capacity for the Implementation of 1325 in Liberia was supported by the Austrian Government with USD150,000. The United Nations Population Fund (UNFPA) and UNDP were also active supporters during the process. UNIFEM contributed through a workshop held on the developed indicators to prioritize them and identify adequate sources and data to measure them.

When the action plan was launched, the platform of an International Colloquium on Women's Empowerment, Leadership Development, International Peace and Security, was held on 7–8 March 2009 in Monrovia. It brought a large number of international donors to one table. Unfortunately, the opportunity to launch the action plan publicly and to use the colloquium as an occasion to raise further funds for its implementation was not fully explored.

As underlined by the Minister of Gender and Development, Vabbah Gayflor, it is important to build on existing policies and structures including local infrastructure: *"At our own level, we will see how we can make it a working tool. We already have a National Women's Conference Action Plan, we already have the Poverty Reduction Strategy, and the implementation of 1325 is part of all that. It is about taking up those issues and just prioritizing them and then we can see how we can move forward, but I think that we are well situated for the implementation of 1325."*²⁹⁵

293. Adrian-Paul, A., N. Stolze and N. Popovic (2010). *Women, Peace and Security in Liberia: A baseline assessment to support the implementation of Resolution 1325*. Santo Domingo: UN-INSTRAW. 294. Foster, Joana (2009). *Development of Monitoring and Evaluation Framework for the Liberian National Action Plan for the Implementation of United Nations Security Council Resolution (SCR) 1325 and SCR 1820 on Women, Peace and Security. Background paper commissioned by UNIFEM for the Workshop on Indicators of Peace Consolidation from a Gender Perspective: The Case of Liberia, Monrovia: 19–20 February*. 295. Gayflor, Vabbah (2008). "The National Action Planning Process on Women, Peace and Security in Liberia". UN-UN-INSTRAW interview of the Minister of Gender and Development.



05

**Concluding Thoughts
and Recommendations**

Looking back at the ten year existence of UNSCR 1325 international and regional organizations as well as governments have made efforts to address women, peace and security issues. Strategies range from the integration of resolution 1325 into existing policies to the development of specific NAPs. Important progress has been made as 22 countries have adopted NAPs, including countries in post-conflict contexts such as Côte D'Ivoire, Liberia and Uganda. Other countries, including Australia, Ghana and Serbia are reported to develop NAPs.

The establishment of a common 1325 fund to which member states can directly contribute, has also been discussed among UN agencies and women, peace and security activists. Such verticalisation or earmarking of funds is a recent phenomenon that aims to visualise resources dedicated to a specific topic or area. Nonetheless the financial resources to fund NAPs and policies supporting Resolution 1325 remain low compared to other policy areas. The lack of coordination and reliable data and information regarding planning and implementation limits the knowledge available to determine the

effectiveness of the investments on women and security issues.

Resolution 1325 covers a broad range of topics which adds to the complexity of the further creation and implementation of NAPs. Cultural and socio-political contexts of countries with NAPs and those planning to draft their own, produce challenges that must be addressed by all actors involved. This study looked at donors as well as recipients, at national action plans and different individual project and programmes contributing to the implementation of resolution 1325 at the national level. Actors themselves are simultaneously stakeholders and beneficiaries of NAPs. New actors including those from the private sector can also be considered when identifying potential resources for financing and capacity building. The examples provided in this study reveal how some countries overcame and continue to deal with financial and political challenges in innovative ways. Examples of how funds targeted towards women, peace and security are invested and monitored are included throughout the text and have led to the following findings & recommendations:

1. Local Ownership and Transparency in Processes of Funding Women, Peace and Security Initiatives

a. Findings:

Resolution 1325 is thematically embedded in a variety of related international agreements and policies. For example, the principles of mutual accountability, alignment, and harmonisation of funding mechanisms contained in the Paris Declaration on Aid Effectiveness and the Accra Agreement on Financing for Development support the integration of 1325 in national priorities and underscore the importance of women's participation.

b. Recommendations:

Local ownership and mutually beneficial relationships between donor and recipient organizations should be cultivated. The inclusion

of local women's organisations and communities affected by armed conflicts in policy processes should be part of standard operating procedures. The development and implementation of NAPs on 1325 should include efforts to ensure full participation of local stakeholders and sustained capacity building initiatives.

Transparent fund sourcing, use and management of resources should be promoted. Reporting on the source of funds, their intended use, and a clear and easily digestible version of the implementation strategy on resolution 1325, should also be made public.

2. More Collaboration and Coordination of Different Activities and Actors

a. Findings:

There are different channels and actors involved in the financing process. Governments in the global North to governments in the global South, civil society organisations, and the private sector are some of the key actors. All these actors have specific interests and perspectives on women, peace and security. The coordination between these actors is often random and poorly assessed.

b. Recommendations:

Collaboration mechanisms need to be strengthened among donors, within countries implementing resolution 1325, among the international community and civil society organisations. Mechanisms for collaboration and resource provisions such as 'twinning' and cross learning experiences, have the aim of helping provide countries with increased ownership, a more transparent finance process and coordination and harmonization of all activities in the implementation of 1325.

3. Private Sector Actors can be Important Partners for Women, Peace and Security Initiatives

a. Findings:

Currently, some actors in the private sector provide funds and services to initiatives in women's economic empowerment, including skills training, education in business management, information and communication technologies; addressing SGBV through rule of law initiatives; psycho-social and medical care; community sensitization against SGBV; and improving access to information, data collection. Private sector actors normally work through foundations created specifically to carry out Corporate Social Responsibility (CSR) mandates. However, most companies contributing towards women, peace and security initiatives are operating, without a clear understanding of the linkages between CSR and the guiding principles, international and human rights standards that provide the framework for initiatives on women, peace and security.

b. Recommendations:

Corporations entering partnerships on women's empowerment initiatives in conflict and post conflict areas, have to have a clear and concise contextual understanding of the needs of women and the issues to be addressed in peacebuilding and reconstruction. There is an immediate need to create a CSR framework, that incorporates all guiding principles and human rights standards pertaining to women, peace and security. Creating partnerships with local NGOs and community leaders, including women is crucial. Companies should advocate for the UN Global Compact, which is "a strategic policy initiative for businesses that are committed to aligning their operations and strategies around ten universal principles"²⁹⁶ covering human rights, labour, the environment and anti-corruption, to include and create partnerships amongst various stakeholders specifically focusing on women, peace and security in conflict and post conflict settings.

4. Increase Financial Efficiency through more Open and Direct Dialogue between Donors and Recipients

296. *The UN Global Compact: Overview of the UN Global Compact*, available at <http://www.unglobalcompact.org/AboutTheGC/index.html>.

a. Findings:

While European countries and Chile have developed their NAPs using internal budgets, most developing countries rely on external resources to develop theirs. A key source of funding are European countries that already have NAPs. They provide financial support women, peace and security implementation strategies in their priority countries.

b. Recommendations:

Increased collaboration and coordination should be developed to establish direct donor-recipient relationships. A consultative, transparent and inclusive process that integrates careful analysis and allocation of resources for women, peace and security will help ensure more effective and adequate funding.

5. Earmarking 1325 Funds, Revise Military Budgets and Gender Budgeting

a. Findings:

By earmarking specifically dedicated funds for women, peace and security issues, as Switzerland has done, identification of internal resources can be made clearer. Section four A of this study specifically looks at the methodology of gender budgeting. The example of the Philippines demonstrates that this strategy can potentially contribute to the successful financing of a NAPs on resolution 1325, independent of external funding. Budgets may come from different departments including the Foreign Affairs Office, the Ministry of Gender and the Department of Defence. Military spending and the shifting of security paradigms have also been discussed in order to promote rethinking of security budget allocations.

b. Recommendations:

Earmarking specific funds dedicated to resolution 1325 is needed to monitor the available resources more efficiently. Military budgets should allocate more resources contributing to women, peace and security, than defence issues. Countries implementing the 3D approach (Development,

Defence, Diplomacy) should proportionally allocate funds for development in order to contribute to the achievement of the objectives outlined in the four Security Council resolutions on women, peace and security.

6. Increased Recognition of Civil Society Organisations' Capacity to Generate and Manage Financial Resources Dedicated to Resolution 1325 Implementation

a. Findings:

Local NGOs and UN agencies have been involved in nearly all existing NAPs on resolution 1325 and provide support by raising awareness, building capacity and evaluating the progress and impact of action plans. Their funding and the impact of their activities can be enormous and decisive for the implementation, monitoring and evaluation of NAPs. For example in Sierra Leone, the NAP was developed with strong and active participation by local NGOs, which were financially supported by international organizations.

b. Recommendations:

NGOs working on Resolution 1325 in the global North can increasingly align with organisations in the global South to generate financial and in-kind resources for national action planning processes and other initiatives on women and peace and security. Special attention should be paid to smaller NGOs working at the grassroots level on women, peace and security issues, in order to ensure that local needs –including their financial capacities and needs to implement 1325—are sufficiently taken into consideration.

7. Realistic Planning and Context Specific Resourcing

a. Findings:

The last section outlined different monetary figures, to quantify the cost of action planning, so that a comparable figure could reveal estimated costs and financing for the implementation of Resolution 1325. It is clear that the amount

of money invested in the development and implementation of NAPs varies significantly. There is no "one size fits all" response to how much money makes a good NAP. Nonetheless, the issues such as raising awareness, building capacity, creating political will, coordination between the different actors involved and monitoring and evaluating, all need sufficient funding and resources in order to lead to the successful implementation of women, peace and security issues. A realistic and transparent planning of the existing and needed resources is key. Cote D'Ivoire's provides a good example in outlining priority components and identifying agencies assigned to provide funds and lead the implementation of the national action plan.

b. Recommendations:

Conduct a realistic and transparent planning of existing and needed resources for 1325 implementation. Initial assessments should feed into all phases of action planning processes.

8. Sufficient Resources for Monitoring and Evaluation of Women, Peace and Security Initiatives

a. Findings:

Monitoring and evaluation (M & E) is essential to improve and manage the impact of existing and past women, peace and security initiatives. Proper accounting for the funds dedicated to them is equally important.

b. Recommendations:

M & E can help improve management of financial resources. M & E should be adequately funded and should include indicators that specifically evaluate the generation, use and management of funds for women, peace and security. Specific indicators that respond to local contexts should be developed with sufficient resources at hand, to collect and analyse the required data. Criteria for M&E must integrate local needs and capacities. In order to measure the long term impact as well as the sustainability of the outlined activities, clear criteria and sufficient budgets and timelines for in depth analysis is needed.

The tenth anniversary of 1325 together with the newly adopted resolutions offers an opportunity to not only raise more funds for women, peace and security issues, but also to improve implementation strategies and coordinate the different initiatives and actors active around this issue. Indicators to track implementation of 1325 globally, including specific indicators on financing, have been developed by both the UN and civil society. They should be endorsed and used immediately.

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- PeaceXPeace: <http://www.peacexpeace.org/content/>
- UN Global Compact: <http://www.unglobalcompact.org>
- UNIFEM Gender Budgeting: <http://www.genderbudgets.org>
- Womenwatch: <http://www.un.org/womenwatch/feature/wps/>
- Women War Peace, 1325 Toolbox: http://www.womenwarpeace.org/1325_toolbox

ANNEX 1

Glossary

Cost and Finance Resolution 1325

Action Plan

is plan of action, a written document that describes the efforts and resources required to implement a goal, law mandate, or policy within a specific period of time. The document also states who the responsible actor is for the implementation of each activity.²⁹⁸

Assessment

is a "Process of consultation, information gathering and analysis (...) (and a) methodology that involves gauging the local context and identifying priorities for support to security and justice development."²⁹⁹

Capacity building

is a broader concept than training that embraces the development of skills and knowledge as well as infrastructure, organisational capacities and resources, in which all stakeholders participate (from ministries and local authorities to security sector institutions and NGOs). Capacity building consists of three basic elements:

- Creation of an enabling environment with appropriate policy and legal frameworks;
- Institutional development, including community participation (women in particular);
- Human resources development and the strengthening of managerial systems.³⁰⁰

Corporate Social Responsibility

is "the commitment of business to contribute to sustainable economic development working with employees, their families, the local community, and society at large to improve their quality of life, in ways that are both good for business and good for development."³⁰¹

Evaluation

is a "systematic and objective assessment of an on-going or completed project, programme or policy, its design, implementation and results. The aim is to determine the relevance and fulfillment of objectives, development efficiency, effectiveness, impact and sustainability. An evaluation should provide information that is

298. Valasek, Kristin, "Securing Equality; Engendering Peace: A guide to Policy and Planning on Women, Peace and Security (UN SCR1325), UN-INSTRAW, (Santo Domingo: 2006), 1. 299.OECD 2007: 43. 300.G.J. Alaerts, T.L. Blair, F.J.A. Hartvelt, "Procedures and Partners for Capacity Building in the Water Sector," Proceedings of the UNDP Symposium A Strategy for Water Sector Capacity Building, Delft, 3-5 June, 1991, page 17. 301.The World Bank Group: Corporate Social Responsibility Practice, Strengthening Implementation of Corporate Social Responsibility in Global Supply Chains, http://siteresources.worldbank.org/INTPSD/Resources/CSR/Strengthening_Implementatio.pdf; Corporate Social Responsibility; Public Policy and the Oil Industry in Angola: Study for the Corporate Social Responsibility Practice of the World Bank, Summary Report, Aug. 21, 2003 at pg 6, available at http://siteresources.worldbank.org/INTPSD/Resources/Angola/Angola_Petroleum_CSRsurvey.pdf.

*credible and useful, enabling the incorporation of lessons learned into the decision-making process of both recipients and donors. Evaluation also refers to the process of determining the worth or significance of an activity, policy or programme.*³⁰²

Gender

refers to the roles and responsibilities of men and women that are created in our families, our societies and our cultures. The concept of gender also includes the expectations held about the characteristics, aptitudes and likely behaviours of both women and men (femininity and masculinity). Gender roles and expectations are learned. They can change over time and they vary within and between cultures. Systems of social differentiation such as political status, class, ethnicity, physical and mental disability, age and more, modify gender roles. The concept of gender is vital because, applied to social analysis, it reveals how women's subordination (or men's domination) is socially constructed. As such, the subordination can be changed or ended. It is not biologically predetermined nor is it fixed forever.³⁰³

Gender-based Violence (GBV)

*is "violence that is directed at an individual based on her or his specific gender role in a society. It can affect females or males; however gender-based violence affects women and girls disproportionately. It is violence intended to establish or reinforce gender hierarchies and perpetuate gender inequalities. Gender-based violence attacks the fundamental human rights of adults and children alike."*³⁰⁴

Gender Equality

entails the concept that all human beings, both men and women, are free to develop their personal abilities and make choices without the limitations set by stereotypes, rigid gender roles, or prejudices. Gender equality means that

the different behaviours, aspirations and needs of women and men are considered, valued and favoured equally. It does not mean that women and men have to become the same, but that their rights, responsibilities and opportunities will not depend on whether they are born male or female.³⁰⁵

Gender Marker

is tracked through the OECD-DAC Creditor Reporting System database. Member States of the OECD mark their activities according to the extent to which these are intended to advance gender equality and women's empowerment. The OECD-DAC Network on Gender Equality (GENDERNET) regularly publishes findings from countries reporting on the Marker.³⁰⁶

Gender Mainstreaming

is the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in any area and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension in the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and social spheres, such that inequality between men and women is not perpetuated.³⁰⁷

Gender-responsive budgets (GRB)

*"break down the government's budget in order to see how it responds to the differentiated needs of and impacts on women, men, girls and boys. As such, gender budget initiatives can make significant contributions in terms of equity, equality, the realisation of women's rights, efficiency, effectiveness, accountability, and transparency."*³⁰⁸ Or:

Gender responsive budgeting (GRB)

"is about ensuring that government budgets and the policies and programs that underlie them

³⁰².DAC Working Party on Aid and Evaluation 21-22. ³⁰³.UNESCO's Gender Mainstreaming Implementation Framework. ³⁰⁴. Judy a. Benjamin & Lynn Murchison. *Gender-Based Violence, Care and Protection of Children in Emergencies; Save the Children*, 2004. P.3. ³⁰⁵.*ABC of Women Worker's Rights and Gender Equality, Geneva*: ILO, 2000. ³⁰⁶.See OECD-DAC, 2009b. ³⁰⁷.<http://www.un.org/documents/ecosoc/docs/1997/e1997-66.htm>. ³⁰⁸.<http://www.bridge.ids.ac.uk/reports/CEP-Budgets-report.pdf>.

address the needs and interests of individuals that belong to different social groups. Thus, GRB looks at biases that can arise because a person is male or female, but at the same time considers disadvantage suffered as a result of ethnicity, caste, class or poverty status, location and age. GRB is not about separate budgets for women or men nor about budgets divided equally. It is about determining where the needs of men and women are the same, and where they differ. Where the needs are different, allocations should be different.”³⁰⁹

Indicators

aim to put change, achievements and impact in measurable and comparable figures. As a factor that can be expressed in –desirably simple– qualitative or quantitative figures, indicators should make changes due to an intervention, project or programme visible. “Gender-sensitive indicators have the special function of pointing out gender-related changes in society over time. Their usefulness lies in their ability to point to changes in the status and roles of women and men over time, and therefore to measure whether gender equity is being achieved.”³¹⁰

Monitoring

is a “continuing function that aims primarily to provide managers and main stakeholders with regular feedback and early indications of progress or lack thereof in the achievement of intended results. Monitoring tracks the actual performance or situation against what was planned or expected according to

pre-determined standards. Monitoring generally involves collecting and analyzing data on implementation processes, strategies and results, and recommending corrective measures.”³¹¹

Official Development Assistance (ODA)

are considered “Flows of official financing administered with the promotion of the economic development and welfare of developing countries as the main objective, and which are concessional in character with a grant element of at least 25 percent (using a fixed 10 percent rate of discount). By convention, ODA flows comprise contributions of donor government agencies, at all levels, to developing countries (“bilateral ODA”) and to multilateral institutions. ODA receipts comprise disbursements by bilateral donors and multilateral institutions. Lending by export credit agencies—with the pure purpose of export promotion—is excluded.”³¹²

The Private Sector

is defined as that part of the economy which is run by private individuals or enterprises, usually as a means of making profit, and is not controlled by the state.³¹³

Sexual exploitation and abuse (SEA)

is defined as, regarding sexual exploitation, “exchanging money, shelter, food or other goods for sex or sexual favours from someone in a vulnerable position” and regarding sexual abuse, “threatening or forcing someone to have sex or provide sexual favours under unequal or forced conditions.”³¹⁴

309. **Debbie Budlender 2006**, Gender Responsive Budget Initiatives Brochure. Which is used by new UNIFEM website on gender responsive budgeting: <http://www.gender-budgets.org/>. 310. **CIDA**, A Guide on Gender Sensitive Indicators (Quebec: Canadian International Development Agency, 1997): 5. 311. **UNDP**: http://stone.undp.org/undpweb/eo/evalnet/docstore3/yellowbook/glossary/glossary_m_o.htm. 312. **IMF**, 2003, External Debt Statistics: Guide for Compilers and Users – Appendix III, Glossary, IMF, Washington DC. Adapted from OECD DAC Statistical Glossary; available at: http://stats.oecd.org/glossary/detail.asp?ID=6043_GBV_nairobi/COC_infosheet.pdf. 313. **Private sector**, available at <http://www.businessdictionary.com/definition/private-sector.html>; <http://www.businessdictionary.com/definition/private-enterprise.html>. 314. **Inter-Agency Standing Committee Task Force on Protection from Sexual Exploitation and Abuse**, “Model information sheet for local communities - Special measures for protection from sexual exploitation and sexual abuse: What you need to know” [http://www.womenwarpeace.org/issues/violence/GBV_nairobi/COC_infosheet.pdf].

Sexual Violence

is “any violence, physical or psychological, carried out through sexual means or by targeting sexuality.”³¹⁵

Twinning

consists in “providing financial and technical support for a period of five years in developing and implementing a national action plan for implementing UNSCR 1325 [between two or more countries]. An important component of twinning is sharing experiences and lessons learned between women leaders and civil society organizations from both countries.”³¹⁶

Violence against Women

defined as “any act of gender-based violence that results in, or is likely to result, in physical, sexual or psychological harm or suffering to women, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or in private life.”³¹⁷

315.M. Cherif Bassiouni, “Sexual Violence: An Invisible Weapon of War in the Former Yugoslavia,” Occasional Paper No. 1, International Human Rights Law Institute, DePaul University College of Law (1996), p. 3. 316.Recommendations from the Civil Society Advisory Group on Women, Peace and Security on Events and Action to Commemorate the 10th Anniversary of SCR 1325, Revised and Updated Concept Note – 21 June 2010; available at: http://www.gnwp.org/wp-content/uploads/2010/04/PDF_CSAG-Updated-Recommendations-on-10th-Anniversary-of-SCR1325-June-21-2010.pdf. 317.[http://www.unhcr.ch/huridocda/huridoca.nsf/\(Symbol\)/A.RES.48.104.En?Opendocument](http://www.unhcr.ch/huridocda/huridoca.nsf/(Symbol)/A.RES.48.104.En?Opendocument)

ANNEX 1/ QUESTIONNAIRES

Draft Questions for Stakeholders on (Costs of) Implementing Resolution 1325

For Government Representatives
[example]

1. How have women, peace and security issues been implemented in your country context?

a. What activities have been put in place in order to implement resolution 1325? Who is carrying these out (the government, civil society, international organizations)?

2. What resources are needed in order to comprehensively implement resolution 1325 and related international provisions in your country? Where do these resources come from?

a. How much is collected through internal funds, how much through external resources?

b. How can the private sector get involved in supporting the implementation of resolution 1325? Are there any examples from the past?

c. Does your government support/ fund a specific project on women, peace and security issues inside or outside state borders?

3. What are the ideal conditions necessary to develop a NAP on women, peace and security issues?

a. What activities, human resources, infrastructure and capacities are needed in order to create these conditions? How much does each of these activities cost in your country?

b. Have you been involved in so called 'twinning processes' – a bilateral collaboration strategy between two countries to develop their NAPs in parallel? How can countries benefit from such processes?

c. How much support is provided by / given to civil society organizations and United Nations entities?

Request of information sent to Private Sector Actors

Dear _____,

Women historically have been marginalized during armed conflict. Targeted for all forms of violence including sexual violence, women are denied their basic rights during and post armed conflict. Often reintegration and peace-building initiatives have further disenfranchised women by failing to include them in peace building negotiating tables and failing to specifically address their needs.

However, in the past decade, the women, peace and security agenda has gained traction at the United Nations, specifically in its apex body, the Security Council. Starting with the United Nations Security Council Resolution 1325, which was adopted in October 2000, and those following it, including UNSCR 1820, 1888 and 1889, the international community has increasingly turned its attention to addressing the needs of women in fulfilling its agenda of restoring and maintaining peace and security.

While international organizations such as the United Nations, governments, civil society and academia have been collaborating on improving the visibility of women in peace-building and conflict prevention, there is increasing consensus, that the private sector too has a role to play in improving and promoting women's rights in conflict and post conflict situations.

Increasingly, companies are embracing their role as good global citizens. Many are already investing in promoting human rights, preserving the environment and combating climate change. Some are also pledging to work on promoting women's empowerment, both within their corporate structure and the communities in which they operate.

Consumers are increasingly educating themselves on the work companies are doing in promoting these basic core principles. A good global actor engenders consumer trust and loyalty. This study will thus give us an opportunity to show how companies are investing in global and human security issues, and serve

as good practice guide for other companies that might be considering investing in projects relating to the promotion of women's rights in conflict and post conflict countries. Furthermore, it will provide a platform via which companies can pledge to support the promotion of women's rights in conflict and post conflict situations.

Secure communities and political stability are essential in order to protect company investment. Women are increasingly becoming the most reliable members of the labor force. Ensuring that women are empowered in all facets of their lives helps in conflict prevention and engendering peace and stability, which in turn ensures protection of investments.

This study of the Cordaid and GNWP is set to be published on October 28 and 29, 2010 on the 10th anniversary of UNSCR 1325. It will be presented to governments, the European Union, the United Nations, Civil Society Organizations and private sector actors such as multinational and domestic companies.

Questions

- What is your company's current corporate social responsibility agenda focused on? From your past projects, we know that your company has been working on broader women's issues. What have those been? Is it considering expanding its scope to include promoting women, peace and security?
 - How can the support of women and men, boys and girls that are marginalized or affected by violence or armed conflict contribute to a healthy development and economic growth?
 - What are areas of women, peace and security that companies have been financing/ are willing to finance? For instance, initiatives addressing men, boys, women and girls in conflict and post conflict countries can range from those that focus on generating economic empowerment/independence to programs on health and psychosocial care. Or they can include improving access to justice or campaigning on ending violence against women.
 - What are your specific priorities when investing in a specific country or project relating to security or gender issues? What impact do you

hope to achieve with such project?

- How could you envision supporting the promotion of women rights in armed conflict or the protection of men and women, boys and girls from sexual violence? I.e. would it be limited to financial contributions, or would it extend to providing voluntary or pro bono services?

- How should Non Governmental Organizations working on Women Peace and Security issues approach CSR offices regarding future collaboration in this area? What criteria do you have to select an organization or project you would like to support in this area? What do you think is the "ideal" way to approach your company with information and requests? Would your company prefer to donate to a project that other companies are involved in or would it like to initiate its own project?

- What kind of incentives are you looking for in deciding whether to be involved with or initiate a project to promote women, peace and security? If so, what kind of output are you looking for?

encourage and help underprivileged people to do just this. Our hope is that in this way they will gain a better life and a valuable place in society.

Cordaid is active in Africa, Asia, and Latin America and focuses on the following fields of activity: emergency aid and reconstruction, health and well-being, entrepreneurship and economic independence, participation and strengthening the position of minorities.

For more information:

<http://www.cordaid.nl/English>

Global Network of Women Peacebuilders

The Global Network of Women Peacebuilders is a program hosted by the International Civil Society Action Network (ICAN), a network that aims to strengthen civil society, and women's participation and influence in conflict prevention, social justice, coexistence, and peace-building efforts, in situations of closed political space and conflict affected situations.

For more information:

<http://www.gnwp.org>

Cordaid

Cordaid is a Dutch development aid organisation which passionately endeavours to turn the tide in the battle against injustice and poverty. We believe in social and economic justice for everyone. Along with this, we trust in the power of individuals to build their own future. Together with our local partner organisations, we

The Global Network of Women Peacebuilders together with its members and partners carried out a 1325 in-country and global monitoring project from February to September 2010, compiled in the recently published report Women Count – Security Council Resolution 1325: Civil Society monitoring Report. Using indicators they selected and developed together, GNWP members and partners from Afghanistan, Burundi, Canada, DRC, Fiji, Nepal, Netherlands, Philippines, Rwanda, Sierra Leone and Uganda collected and analyzed data to assess progress in the implementation of UNSCR 1325 at the country level. From a unique and independent civil society perspective they examined various women, peace and security initiatives by civil society, government and the UN and identified best practice examples, gaps and challenges.

This civil society monitoring effort builds on the work of the UN Technical Working Group on Indicators as well as other initiatives on policy monitoring such as the MIT/ICAN study on peace negotiations.



Costing and Financing 1325:

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

