

**Putting policy into practice:
Monitoring the implementation of
UN Security Council Resolutions on women,
peace and security**

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Gender,
Peace & Security

Abstract

Although Resolution 1325 was passed nearly a decade ago, monitoring and evaluation of the resolution, as well as the subsequent women, peace and security resolutions, has been weak. Despite the tremendous work that has been done by various actors to put the resolutions into practice, the overall absence of effective monitoring and evaluation has undermined the comprehensive implementation of the resolutions. This paper was originally written as the background paper to the international conference "Putting Policy into Practice: Monitoring the implementation of UN Security Council Resolutions 1325 and 1820" which brought together different stakeholders and technical staff in November 2009. The purpose of the conference was to exchange knowledge, identify the main opportunities and challenges, and to build ties and networks to work towards more effective, comprehensive and complementary monitoring and evaluation processes. This paper provides an overview of current monitoring and evaluation commitments to women, peace and security and highlights key issues in considering effective monitoring and evaluation.

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Gender,
Peace & Security

Acronyms

BPfA	Beijing Platform for Action
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CSO	Civil Society Organisation
FOKUS	FOKUS Forum for Women and Development
GBV	Gender-based violence
M&E	Monitoring and Evaluation
MDGs	Millennium Development Goals
NAP	National action plan
OECD-DAC	Development Assistance Committee of the Organisation for Economic Co-operation and Development
PRS	Poverty Reduction Strategy
PSO	Peace Support Operations
RBM	Result Based Management
Resolution	United Nations Security Council Resolution (1325, 1820, etc.)
SALW	Small Arms and Light Weapons
UN	United Nations
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNIFEM	United Nations Development Fund for Women
UN-INSTRAW	United Nations International Research and Training Institute for the Advancement of Women



Foreword

by Mary Robinson, first female President of Ireland, former United Nations High Commissioner for Human Rights and President of Realizing Rights: The Ethical Globalization Initiative

United Nations Security Council Resolution 1325 on women, peace and security will mark its 10th anniversary in 2010. Over the past decade, despite greater calls for action, the reality of women in conflict situations around the world continues to be one of insecurity and the worst forms of human rights abuse. Despite their expertise in security issues and their critical role as peacebuilders in their own communities, the voices of women are still too often not heard as part of conflict resolution and reconciliation processes. It is critical that the international community uses this anniversary to refocus efforts on commitments made to the world's women.

A good place to start is for more countries to commit to developing National Action Plans for the implementation of Resolution 1325 and its successors: Resolution 1820 adopted in 2008 on preventing sexual violence in conflict countries; Resolution 1888 adopted in September 2009 calling for a Special Representative to the Secretary-General on ending sexual violence in conflict; and Resolution 1889 calling for a range of measures to strengthen the participation of women at all stages of peace processes. We need more effective implementation of existing action plans and we need to be creative with international strategies, resourcing and accountability.

While National Action Plans are themselves important signs of commitment, the process of dialogue, consultation and participatory planning can have lasting effects on a given society. A National Action Plan on women, peace and security is not simply a document or a product, but a living process. Political leadership, ministries, the armed forces, the police and civil society become connected, and should continue to partner on monitoring and implementation. I saw for myself the impact this made in Liberia, as I stood beside President Ellen Johnson Sirleaf taking the salute from a long parade of women in uniform and in protection services in that country.

The best national plans have concrete measurement indicators and real enforceability within the domestic legal system. Adequate resources to support implementation are another requirement; this is where the international community and the United Nations can play a strategic supporting role. In some cases, donors could designate a National Action Plan as a target for their funds, and a process to mobilize resources for its implementation.

We must be creative and willing to reach out across borders to learn from each other. There has been significant interest in the new and evolving concept of "twinning" or "cross learning" on National Action Plan development and implementation which has the potential for linking countries across borders in an exchange of ideas, experiences and resources. Liberia, Ireland and Timor Leste are engaged in a cross-learning process that recognizes the priorities and experiences of conflict-affected women. Finland and Kenya are developing a similar "twinning" relationship on Security Council Resolution 1325.



There is enormous potential for regional cooperation that recognizes and seeks to address the regional nature of many conflicts and the role of women in finding solutions. In August of this year, Femmes Africa Solidarité (FAS), the Great Lakes Conference Secretariat and the Government of Finland convened a Great Lakes Regional Meeting on Security Council Resolution 1325. Delegations from Rwanda, Burundi and the DRC introduced their National Action Plans and explored the possibility of developing a Great Lakes Regional Action Plan. FAS will soon begin work with the countries of the Mano River region of West Africa to explore the possibilities of a regional plan there. More recently, the Club of Madrid and African partners brought together in Addis Ababa women leaders from the Greater Horn of Africa who expressed interest in developing a regional plan of action under UNSCR 1325. In Brussels in September, the European Peacebuilding Liaison Office (EPLO) and International Alert, under the Initiative for Peacebuilding (IfP), brought together representatives of civil society organizations from 18 countries across Europe in a conference to share experiences of how they have advocated for Resolution 1325 at the national level.

I commend FOKUS Forum for Women and Development, the United Nations International Research and Training Institute for the Advancement of Women and the Norwegian Ministry of Foreign Affairs for taking up the important task of ensuring implementation of UN Security Council resolutions on women, peace and security and for bringing people together to share lessons learned and develop strategies for moving forward.

This paper, "Putting Policy into Practice: Monitoring the Implementation of UN Security Council Resolutions 1325 and 1820," makes an important contribution to that effort by addressing the need to develop clear indicators and mechanisms to monitor the implementation of UN Security Council Resolution 1325 National Action Plans developed by nation states. I recommend it to all who are committed to making a difference in the lives of women, and all who work to ensure that women's leadership in addressing conflict and seeking peace is recognized and valued around the world.

Mary Robinson

1. Introduction

*"If you do not measure results, you cannot tell success from failure. If you cannot see success, you cannot reward it...If you cannot see success, you cannot learn from it. If you cannot recognize failure, you cannot correct it."*¹

The above words by Sebastian T. Muah of the Liberia Ministry of Planning & Economic Affairs were spoken during a workshop on indicators for the Liberian National Action Plan on Resolutions 1325 and 1820. These words, along with those of Mary Robinson in the Foreword to this paper, captured the spirit of the conference well: **measuring performance is essential in marking the difference between success and failure, it is the foundation of accountability, and it is therefore key to ensuring successful policy implementation.** Mary Robinson, as well many others, also recognize that, to date, the implementation of UN Security Council Resolution 1325 (Resolution 1325) and UN Security Council Resolution 1820 (Resolution 1820) has not been well monitored or evaluated, to the detriment of women, peace and security goals.

The deficiencies of monitoring and evaluation in women, peace and security have occurred despite Herculean efforts on behalf of key stakeholders working in humanitarian and development organizations, civil society organizations, and in donor and post-conflict countries. The challenges are indeed many and they include the lack of baseline data in post-conflict situations, the lack of agreed-upon international targets in the area of women, peace and security, and the lack of funding dedicated to women, peace and security in general, and to monitoring and evaluation goals in particular. Further, as the final statement adopted by the 2008 conference "Women in the Land of Conflict" emphasizes: the resolutions on women, peace and security "alone will not alone bring change. They must be combined with a firm commitment from all governmental and non-governmental actors to dedicate the resources necessary to ensure their implementation." It is critical that current roadblocks are addressed through the production of comprehensive and coherent action plans that provide necessary resources, including not only adequate funding, but also adequate mechanisms to review, monitor and measure the performance of each actor responsible for the attainment of women, peace and security goals. Taking these steps indicates that the most critical element needed to effectively implement policy commitments - **political will** - is present.

The cluster of UN Security Council resolutions addressing women, peace and security, including the recent adoptions of UN Security Council Resolution 1888 (Resolution 1888) on sexual violence in situations of armed conflict, and UN Security Council Resolution 1889 (Resolution 1889), set out shared goals for international and national stakeholders. Taken together with the upcoming 10th Anniversary of the first of the resolutions (1325) in October 2010, there is at present a propitious opportunity to both learn from recent successes and to tackle the challenges of the implementation of women, peace and security goals.

Now is the time to work towards the more successful implementation of women, peace and security goals by developing and implementing strong accountability systems, including monitoring and evaluation systems. As Mr. Muah suggests, only by measuring the impact of different initiatives and activities can successful initiatives move forward and less successful ones be corrected.

¹ Sebastian T. Muah, Deputy Minister, Ministry of Planning & Economic Affairs of Liberia of UNIFEM, "Indicators of Peace Consolidation from a Gender Perspective: The Case of Liberia- Including SCR 1325 & SCR 1820", Monrovia, February 19-20, 2009.



a. Purpose and structure of this Paper

This paper originally served as the background document for the international conference “Putting Policy into Practice: Monitoring the implementation of UN Security Council Resolutions on 1325 and 1820.” The purpose of the conference was to establish the main opportunities and challenges with regard to monitoring and evaluation on the women, peace and security resolutions, including National Action Plans. It served as meeting point for different stakeholders and technical staff to not only exchange knowledge but also to build ties and networks to work towards more effective, more comprehensive and more complementary monitoring and evaluation processes. The conference also offered practitioners, scholars, governments, members of civil society, and other key stakeholders the chance to learn from each other and to exchange ideas about monitoring and implementation of the women, peace and security resolutions on both the national and international levels. Based on these shared experiences, the conference highlighted both successes and challenges and outlined suggestions for cooperatively designed and implemented standards for the monitoring and evaluation of women, peace and security action plans.

The paper is organized into four parts: an introductory section which provides a background to the conference. The next section provides an overview of current monitoring and evaluation commitments in women, peace and security National Action Plans which is then followed by a section highlighting key issues (including budgetary requirements and budgetary reporting mechanisms). The concluding section includes a summary of the key questions highlighted throughout the paper, as well recommended resources for guidance on monitoring and evaluation and indicator development in the women, peace and security sector.

b. Why gender matters to peace and security

When addressing women, peace and security issues at the policy level, a variety of issues need to be taken into consideration. This has become especially important considering the conceptual shift of security from a state-centered defense policy to a human security approach, which focuses on the *individual*, whether inside or outside of national state borders. The changing perceptions of development and identity have also added complexity to security situations, by recognizing the importance of factors such as gender, age ethnicity and socio-cultural contexts of the individual. In addition, gender roles are not rigid but dynamic, especially during conflicts. For example, in many conflicts, women find themselves as single heads of households, where they might take on roles and duties traditionally held by men. Children may have to provide parental care to their brothers and sisters. Men might be subject to torture and expulsion that is gender-based. Therefore, when taking action on security issues, it is important that policies take a gender perspective, considering the individual in a multi-dimensional context.

Discriminatory policies, laws and cultural practices can constrain or prevent the population, particularly women, from playing a role in the recovery and rebuilding of a post-conflict or

transitional society. For example, in Uganda during the late 1990's, 37 per cent of widows compared to 17 per cent of widowers migrated from their original homes because they were not entitled to inherit their husband's property and their families were likely to live elsewhere.² Policies and interventions in post-conflict societies therefore need to respond to these new challenges in order to comprehensively address conflict resolution, reconciliation and peacebuilding efforts that attempt to lead to sustainable peace and human development.

There is not only a social argument for the implementation of Resolution 1325 and its followers; in addition, action plans implementing women, peace and security issues follow a normative argument and international legal standards. The Security Council's women, peace and security resolutions (1325, 1820, and recently adopted resolutions 1888 and 1889, among others) build on an extensive body of international legal provisions ranging from human rights treaties to international criminal jurisdiction. According to Article 25 of the UN Charter, UN Member States are responsible for implementation of these commitments.³

The Convention on Elimination of Discrimination against Women (CEDAW)⁴ is one example of an international treaty that provides a starting point on which Resolutions 1325, 1820, 1888 and 1889 have been built. Another crucial precursor to the women, peace and security resolutions was the Beijing Platform for Action (BPfA) that emerged from the Fourth World Conference on Women (Beijing, 1995).⁵ Countries that have both signed CEDAW and endorsed the Beijing PfA have agreed to collecting, monitoring and disseminating data on women's security during and after armed conflict. Further, CEDAW contains clear monitoring and reporting mechanisms for State parties. The Committee monitoring its implementation not only receives officially-reported information from individual Member States, but also receives "shadow reports," which are generally prepared by one or a group of civil society organizations.

The coordination of different actors and activities is essential to make an implementation strategy effective. Other provisions and policies, such as CEDAW and the BPfA, overlap and touch upon and security issues and monitoring and evaluation activities related to these provisions can be used to monitor women, peace and security. Coordinating national poverty reduction strategies (PRS) and activities outlined for the implementation of the Millennium Development Goals (MDGs) will also help to streamline internal implementation processes, since it allows many commitments to be monitored at once. It will also improve the coordination of in international cooperation, decreasing the chance for confusion "as governments and civil society struggle to comply with overlapping measures and understand the different terminology and concepts"⁶ that can happen with the proliferation of indicators in the M&E context. Policy coherence, particularly between national government strategies and other peace and security policies, will also help to ensure that women, peace and security issues do not get marginalized, but are linked to mainstream policy priorities.

² Ntozi, James P. M. Widowhood, remarriage and migration during the HIV/AIDS epidemic in Uganda., *Health Transition Review*, Supplement to Volume 7, (1997)

³ The Members of the United Nations agree to accept and carry out the decisions of the Security Council in accordance with the present Charter. UN Charter, Chapter 5, Article 25: "The Members of the United Nations agree to accept and carry out the decisions of the Security Council in accordance with the present Charter." (San Francisco: United Nations, 26 June, 1945)

⁴ 189 ratifications, accessions and successions available at:

<http://www.un.org/womenwatch/daw/cedaw/states.htm>

⁵ *Report of the United Nations Beijing Declaration and Platform for Action*, New York, 15 September 1995 (A/CONF.177/20 and A/CONF.177/20/Add.1) and *Report of the United Nations Fourth World Conference on Women, Beijing, 1995* (A/CONF.177/20) available from <http://www.un.org/esa/gopher-data/conf/fwcw/off/a--20.en>

⁶ Moser, A. *Gender and Indicators: Overview Report*. (London, BRIDGE, Institute of Development Studies, University of Sussex, 2007).



Key Points:

- Gender roles and needs shift in conflict settings and pose specific challenges that should be addressed when developing policies or programs in any post-conflict setting.
- The women, peace and security resolutions build on a large body of international legal provisions, including treaties, conventions, declarations, and international criminal law.
- Coordination of different actors and policy coherence is essential to forming an effective women, peace and security implementation strategy and to ensuring that women, peace and security issues do not get marginalized, but are linked to mainstream policy priorities.

c. Women, peace and security commitments

Today, the majority of UN Member States have not developed specific action plans, nor have implemented Resolution 1325 in a comprehensive manner. However, in the run up to the 10th Anniversary on Resolution 1325, National Action Plans (NAP) have emerged as a key strategy in addressing the challenges of implementing women, peace and security commitments. Therefore, it is all the more important to ensure that NAPs are developed or revised in a way that puts monitoring and accountability at the heart of such plans.

A National Action Plan is a document in which the government outlines planned activities through a specific policy implementation strategy. Since the adoption of Resolution 1325 in October 2000, nineteen countries have adopted National Action Plans⁷ to guide the implementation of the resolution at the national level and more than eleven other countries are currently in the process of formulating their own NAPs.⁸ Other countries, such as Denmark, Sweden, and the United Kingdom are in the process of renewing (or have recently renewed) their original plans.⁹

The existing plans have different approaches and cover different thematic areas. For instance, the degree of involvement of civil society organizations and international collaboration partners, the amount and sources of funding, and the length and comprehensiveness of the NAPs all differ significantly. Donor country plans differ significantly in strategy and focus from post-conflict country plans. Primarily, donor country plans tend to focus on foreign policy and donor policies whereas post-conflict countries tend to be focused on internal matters. The length of the actual document has also differed

⁷ Countries that have already adopted NAPs for Resolution 1325 as in November 2009 are: Austria, Belgium, Burundi, Chile, Côte d'Ivoire, Democratic Republic of the Congo, Denmark, Finland, Iceland, Liberia, Norway, Portugal, Rwanda, Spain, Sweden, Switzerland, the Netherlands, Uganda and the United Kingdom. The NAPs of Burundi, the Democratic Republic of Congo, and Rwanda have not been publicly launched. To access the text of the publicly launched NAPs, please see the UN-INSTRAW website at: <http://www.un-instraw.org/en/gps/gps-homepage/national-action-plans-on-resolution-1325-8.html>

⁸ Countries that are currently planning to adopt an NAP for Resolution 1325 are, among others: Argentina (has an action plan for the defence sector), Australia, Burundi, El Salvador, France, Ireland, Nepal, New Zealand, Pakistan, the Phillipines, Serbia, Sierra Leone, South Africa, Timor Leste.

⁹ To access these updates, please see the UN-INSTRAW website at <http://www.un-instraw.org/en/gps/gps-homepage/national-action-plans-on-resolution-1325-8.html>

significantly. The Ugandan¹⁰ and the Dutch National Action Plans¹¹ are about 80 pages, while the Icelandic NAP¹² is 14 pages (four of which are an appendix).

The development of such action plans depends to a great extent on the political will of national governments. However, it is also fundamental that civil society organizations, both national and international, and other actors are an active part in the development process of women, peace and security NAPs. In fact, the faster a NAP is developed, the less participatory it is likely to be and the more difficult it will be to ensure that as many voices of civil society as possible have been taken into account. This may also weaken the monitoring process once the NAP is being implemented, as key stakeholders such as women's organizations and government Ministries may feel a lack of ownership since they were not consulted during NAP development. While NAPs such in the case of the Netherlands and Liberia a broad civil society involvement has been the base and engine of the action planning processes in other countries civil society has not had the same amount of input.

Formulation of NAPs: What should be included?

While the length of NAPs varies according to country priorities, an inclusive NAP will cover the following elements:

- Introductory information (agents that prepared the plan, the preparation period, and enactment date);
- Background information (including national decisions and policies related to gender or peace and security issues);
- Actions regarding the thirteen statements of Resolution 1325, or to those actions that are most relevant to country priorities;
- Specified implementation agents;
- Financial allocation;
- Clearly identified responsibilities for each implementing actor;
- Monitoring and evaluation process.

F. Belgin Gumru and Jan Marie Fritz, "Women Peace and Security: An Analysis of the National Action Plans Development in Response to UN Security Resolution 1325." *Societies Without Borders* 4(2), July 2009.

United Nations entities have the mandate and obligation to support and assist Member States' efforts to implement international law and policy. In addition, the UN itself has the obligation to implement the resolutions through its own work and activities. In order to coordinate the efforts made by different UN entities around the globe and in its headquarters in New York and Geneva, the UN has developed a System-Wide Action Plan on Security Council Resolution 1325 (2000) on Women, Peace and Security.¹³

UN peacekeeping missions, such as the United Nations Mission in Liberia (UNMIL), have actively supported National Action Plan implementation and have also made significant efforts to mainstream gender issues into their own peace and security programmes through increased female recruitment and gender training for peacekeeping troops.¹⁴ Other military

¹⁰ Government of Uganda, Ministry of Gender, Labour and Social Development. *The Uganda Action Plan on UN Security Council Resolutions 1325 & 1820 and the Goma Declaration*. Goma: Ministry of Gender, Labour and Social Development, December 2008 <http://www.un-instraw.org/images/documents/GPS/UGANDANAP.pdf>.

¹¹ Government of the Netherlands, Ministry of Foreign Affairs. *Dutch National Action Plan on Resolution 1325, Taking a stand for Women, Peace and Security*, Policy Department, DSI/SB. The Hague: Ministry of Foreign Affairs, December 2007.

¹² Government of Iceland, Ministry of Foreign Affairs. *Women, Peace and Security: Iceland's Plan of Action for the Implementation of United Nations Security Council Resolution 1325 (2000)*. Reykjavik: Ministry of Foreign Affairs, March 2008, available at: <http://www.un-instraw.org/images/files/Plan%20of%20Action%201325.pdf>

¹³ Available from <http://huwu.org/womenwatch/ianwqe/taskforces/wps/actionplan20082009/pdfs/UNRWA%202008-2009%201325.pdf>

¹⁴ <http://www.un.org/Depts/dpko/gender/index.htm>

missions outside the UN have also made an effort to include a gender perspective into their interventions. For example, a NATO project funded by Finland, the Netherlands, Norway, and Sweden, and supported by Italy, Denmark and New Zealand, aims to assist the implementation of Resolution 1325 in Afghanistan.¹⁵ Civil society organizations have also contributed to action planning processes in the region. The project has developed a two-part analytical framework that includes internal gender mainstreaming in NATO missions on one hand and external impact with respect to women and security issues in Afghanistan on the other.¹⁶

Regional organizations, such as the European Union, have also made efforts to implement Resolutions 1325 and 1820 in their geographic contexts. Partly due to advocacy by civil society organizations,¹⁷ the European Union (EU) has developed several legal and political documents that form a comprehensive normative framework for the implementation of the resolutions. The European Union published its *Comprehensive Approach for the Implementation of UN Security Council Resolutions 1325 and 1820 on women, peace and security* in 2008.¹⁸ The Organization for Security and Cooperation in Europe (OSCE) Action Plan for the Promotion of Gender Equality (2004) stipulates that OSCE structures must promote Resolution 1325.¹⁹

In Africa, the United Nations Office of West Africa initiated a discussion on how to implement Resolution 1325 at the sub-regional level.²⁰ While the regional gender policy of the African Union, as well as the Solemn Declaration and the additional Protocol of the African Charter of Human Rights, serve to monitor the implementation of the Resolution, the African Union plans to create further monitoring and implementation mechanisms specifically for women, peace and security policies.²¹

In addition, civil society organizations have supported national action planning processes and can be considered a driving force in most of the policy processes. The international NGO Femmes Africa Solidarité has also successfully supported the action planning processes in different countries through the Great Lakes Region, eventually leading to the developing of three National Action Plans.²²

¹⁵ Olosson, Louise and Johan Tejpar, *Operational Effectiveness and Resolution 1325 – Practices and Lessons from Afghanistan*. (Stockholm: 2009, p. 15)

¹⁶ Ibid.

¹⁷ See <http://www.frauensicherheitsrat.de/road-mai07-bf-en.html>

¹⁸ Barnes, Karen, *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, 2009, p. 7)

¹⁹ Government of Belgium, Federal Public Service Foreign Affairs, Foreign Trade and Development Cooperation. *Women, peace and securitywomen, peace and security*, *Belgian National Action Plan on the implementation of UN Security Council Resolution 1325*. (Brussels: FPS Foreign, Affairs, Foreign Trade and Development Cooperation, February 2009. p. 4). Available from http://www.dgdc.be/documents/en/topics/gender/women_peace_security.pdf.

²⁰ UNOWA, "Security Council Resolution 1325: Implementation in West Africa" Meeting Report Draft, Dakar, April 2007. Available from <http://www.un.org/unowa/unowa/studies/1325-implementation-in-west-africa.pdf>

²¹ *Speech by the Director of WGDD, African Union Commission at the Third AU Pre-Summit on Gender*, Addis Ababa: 22-24 January 2010

²² See <http://www.fasngo.org/UNSCR-1325.html>

**Key Points:**

- A National Action Plan is a document in which the government outlines planned activities through a specific policy implementation strategy. Since the adoption of Resolution 1325 in October 2000, nineteen countries have adopted National Action Plans.
- National Action Plans differ significantly in length, areas of implementation, sources and topics addressed. Due to specific country contexts, these plans have different forms and include different activities and issues.
- The UN has the mandate and obligation to support and assist Member States' efforts to implement international law and policy. Other national and regional actors must support this task.



2. Overview of monitoring and evaluation in Women, peace and security Commitments

a. What is the current status of monitoring and evaluation in Women, peace and security?

To date, few of the publicly released National Action Plans contain a framework for comprehensive monitoring, evaluations and indicators to measure the progress of the implementation of the plan. However, most NAPs recognize the importance of putting adequate monitoring and evaluation mechanisms in place.²³ The NAPs of Austria, Uganda and Liberia go a step further, publishing a series of performance indicators, summarized below. Although each of these indicator sets are highly dependent on the country context and aim to reflect the realities on the ground, they are instructive because they show the different ways in which the resolutions can address different areas of concern. The examples of Austria, Liberia and Uganda are also useful because they indicate the differences in the foci of donor countries (Austria) and post-conflict countries (Liberia and Uganda) in terms of strategies and themes addressed.

An analysis of different indicators in three different action plans will follow a division into three major areas:

1. Participation of women in peace processes
2. Prevention, protection and prosecution of gender- and sexual-based violence
3. Promotion of women's rights

The following does not aim to establish criteria for best practice or present a one-size-fits-all solution, but rather it provides the reader with examples of what kind of indicators have been used in already published action plans in the different areas of intervention and in different cultural and political settings. Because the plans of action include a wide range of measurable activities, not all indicators are listed. The authors have made a limited selection of these three areas of indicators for each country in order to demonstrate the variety of initiatives outlined in the plans.

b. Participation of women in peace and security processes

Resolution 1325 requests the increased participation of women in decision-making positions at all levels. Furthermore, it calls for the expansion of women's role in UN peacekeeping missions and their election as special representatives in peace support operations. Resolutions 1820, 1888 and 1889 reinforce the need for increased participation of women at all levels of peace and security engagement.

²³ See Annex I for a list of all NAPs to date with monitoring and evaluation mechanisms.

Sample List of Performance indicators in existing national action plans for women's increased participation in peace and security processes:

Country	Indicator
Austria	<ul style="list-style-type: none"> • The representation of women in foreign peace operations of the police force, Federal Armed Forces, judiciary, administration of justice and among prison officers has increased. • Increasing the number of meetings of missions of the UN Security Council and the country chairing the Peace Building Commission with women's groups from the respective countries; • Including women and women's issues into the strategic country programmes of Peace Building Commission. • Increasing the representation of women in leading positions in all OSCE dimensions. • Increasing the representation of Austrian women in OSCE operations, including election monitoring missions.
Liberia	<ul style="list-style-type: none"> • Strategic Indicator 3: Degree of participation of women in individual Security Sector Institutions and Security Oversight Bodies at the decision making levels increasing at least to 20% within 2 years • Strategic Indicator 7: Increase number of women represented in decision making on peace and security and sub-regional, national, county and community levels • Strategic Indicator 15: Number of girls from rural areas of the counties who participate in the youth parliament
Uganda	<ul style="list-style-type: none"> • No. of women in the armed forces • No. of women recruited in the peace missions in the five year period. • No. of women appointed at senior management levels in peace building processes, including those appointed by the UN Secretary General as special representatives and envoys. • No. of surveys conducted to survey the changing perceptions on women in leadership and decision-making particularly in international peace operations. • No. of collaborative initiatives with leadership training institutions. • No. of programmes [training programmes for transformative leadership for women in the armed forces] initiated • No. of trainees • No. of trainees appointed in leadership and management positions in the armed forces. • No. of UNSC Mission consultations of women's local and international NGOs and CSOs in the Peace Building Commission. • Status report on the implementation of the Peace Protocols for Northern Uganda. • No. of women appointed and elected in leadership positions. • No. of women participating in the PRDP & Karamoja Development Plan in leadership and management levels. • No. of programmes implemented to increase women's participation in democratic processes. • Policies reviewed and adopted to promote more equitable participation of women and men in decision-making structures.

c. Prevention, protection and prosecution of gender and sexual violence

The term prevention has been used with reference to preventing gender-based violence or involving women in the prevention of armed conflict. While Resolution 1325 emphasizes at different points the important role women can take in preventing conflict, Resolution 1820 repeatedly mentions that gender-based - and specifically sexual - violence does not only need to be responded to, but also needs to be addressed by putting adequate prevention mechanisms in place. The term protection has often been referred to as, on the one hand, the protection from gender-based violence, and on the other hand, as the protection and promotion of women's human rights, which broadens the focus significantly. For the purpose of this paper, we have included both possible meanings and have listed some indicators that reflect each. Prosecution refers to the need to hold individuals accountable for committing gender-based violence, which in many cases means ending impunity and reforming the justice systems and security sectors to better respond to these types of crimes.

Sample list of performance indicators in existing national action plans for the prevention, protection and prosecution of gender and sexual violence

Country	Indicator
Austria	<ul style="list-style-type: none"> • Projects (raising awareness about violence against women) in Northern Uganda, South Eastern Europe, Ethiopia, Rwanda: Training of lawyers, legal experts, paralegal aid clinics. • Human rights protection of women and girls in refugee camps and IDP camps. • [Finalized] project in Uganda and project in Kenya: Taking issues of concern to women into account when planning for elections: financing campaigns which promote the autonomous participation of women in elections; • Training of women interested in politics on land and family law, political education and election monitoring.
Liberia	<ul style="list-style-type: none"> • Number of fully staffed and equipped shelters and/or safe homes established and accessible in each county to provide services for GBV survivors, including psychosocial support facilities and programmes as well as economic empowerment for women and girls. • Number of gender sensitive Codes of Conduct in place across the region. • Number of Cross-border complaint mechanisms in place and frequency of complaints. • Number of functioning Women's Cross Border Trade Unions set up and in place • Number of outreach programmes addressing GBV developed and in place. • Number of women and girls especially widows, WAFFs and those with disabilities and special needs, with access to outreach programmes. • Number of men participating in outreach programmes.
Uganda	<ul style="list-style-type: none"> • No. of GBV and SGBV cases handled to completion at the district level. • No. of women and girl beneficiaries from court services • No. of trained court officers to handle GBV and SGBV cases • No. of awareness and conscientization activities organized for the local communities. • Sexual Offences Act enacted • The Domestic Violence Act enacted • Trafficking in persons Bill debated and enacted to stop child trafficking and child prostitution in the GLR [Great Lakes Region] by specifically addressing cross border • Amnesty Act amended • Sections on GBV offences in the Penal Code amended • Popularization of the Refugee Act • Popularization of the different Acts that are amended and enacted • No. of sexual and other forms of violence to women cases prosecuted • No. of police surgeons and medical personnel available and professionally able to handle SGBV cases. • No. of well equipped medical facilities that can be accessed by SGBV survivors. • No. of capacity building initiatives at national and local levels • No. of trained health personnel in aspects of SGBV

2.4 Promotion of women's rights

The promotion of women's rights as a component of achieving peace and security should form an essential part of any national gender policy. Promoting women's rights enhances gender equality and sustainable peace and reinforces other national and international commitments to gender equality as outlined in the MDGs, CEDAW and the Beijing Platform for Action, as well as National Poverty Reduction Strategy Plans. Indicators and tools of measurement differ significantly from country to country. The indicators listed below do not reflect all of the indicators established around the globe to measure the promotion of women within the framework of women, peace and security. Additional areas might include,

for example the recovery from trauma²⁴ or the equal access to maternal health institutions.²⁵

Sample List of Performance indicators in existing national action plans for the Promotion of women rights

Country	Indicator
Austria	<ul style="list-style-type: none"> • Rising awareness of the importance of UNSCR 1325 (2000) in the Euro-Atlantic Community. • Regular meetings of high-ranking ministry representatives with women's rights organisations of civil society in/from relevant countries. • Regularly addressing the issue in bilateral contacts with relevant states (post-conflict states as well as states playing an instrumental role in the peace process). • Promotion of the establishment of a respective reporting system to inform about measures financed.
Liberia	<ul style="list-style-type: none"> • Improved attitudinal and behavioural changes towards gender equality and women's empowerment. • Number of young women from rural areas enrolled in the national service programme annually • Number of competent Gender Focal Points trained in gender mainstreaming gender analysis an effective collection of disaggregated data in place in ministries and other governmental bodies.
Uganda	<ul style="list-style-type: none"> • Increased promotion of the gender parity principle • Improved quality of life for women and children at the household and community levels • Increased understanding and respect for women and girls rights. Women's capacity to demand for their right enhanced. • Number of Senior Gender Advisers appointed and trained in gender mainstreaming, gender analysis and effective collection of disaggregated data in place in ministries and other governmental bodies

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 peacekeeping operations more gender-responsive, it is essential to measure their impact and effect on the local population. The next section of this report speaks to the challenges and opportunities in this area, and the concluding section of this report also contains recommended resources for guidance on monitoring and evaluation and indicator development in various women, peace and security sectors, such as governance, justice, violence against women, women's political participation, and security sector reform. On the international level, the recent Resolution 1889 calls for the development of global indicators on women, peace and security. When developed, these will mark a significant step in the standardization of women, peace and security targets, goals and measurement tools.

Key points:

- Although nearly all existing NAPs recognize the importance of indicators and clear monitoring and evaluation mechanisms only the minority has included concrete indicators and time lines in their policy documents.
- Indicators and tools of measurement currently included in NAPs differ significantly from country to country, but can be grouped into three broad categories:
 - Participation of women in peace processes

²⁴ See Government of Austria, Federal Ministry for European and International Affairs. *Austrian Action Plan on Implementation UN Security Council Resolution 1325 (2000)*. (Vienna: Federal Ministry for European and International Affairs, August 2007). Available from http://www.un-instraw.org/images/files/4328_action_plan.pdf, p. 13.

²⁵ Government of the Republic of Liberia, Ministry of Gender and Development. *The Liberia National Action Plan for the Implementation of United Nations Resolution 1325*. (Monrovia: Ministry of Gender and Development, March 2009). Available from http://www.un-instraw.org/images/documents/LNAP_1325_final.pdf.



Gender,
Peace & Security

- Prevention, protection and prosecution of gender-based and sexual violence
- Promotion of women's rights
- There is a need not only to measure the progress made regarding specific activities but also the impact such activities and taken measures have.

3. Key issues in Monitoring and Evaluation of Women, peace and security commitments

a. What is “monitoring and evaluation” and who monitors and evaluates?

Monitoring and evaluation (M&E) activities “measure the impact of the activities of a development programme or policy...and assess whether the targets are actually met.”²⁶ M&E processes can take place at the *project level* (field), the *program level* (both field and institutional), and at the *policy level* (institutional and governmental).²⁷ A well-planned and coordinated M&E process (both internally and externally) leads to less confusion during implementation processes, greater chances for collaboration with other donors and/or partner organizations, and ultimately, greater accountability.

Monitoring is an ongoing process that involves the tracking and gathering of data that should provide feedback and input into the program or policy while it is being implemented. Evaluations are generally more comprehensive than ongoing monitoring processes, and tend to address more complex issues, such as why something happened, or the intended and unintended impacts of program or policy implementation (as is the case with *impact evaluations or assessments*).²⁸ Evaluation can also be undertaken throughout the implementation process, particularly in the case of longer-term projects and policies, which might include *mid-term* or *formative evaluations* as well as *final* or *summative evaluations*.²⁹

A variety of actors are often engaged in the formulation and implementation of NAPs. Because effective monitoring occurs throughout the implementation of the plan, the actors involved in implementation are often also placed in charge of monitoring, and should therefore have the required technical knowledge and capacity. Where possible, local M&E experts should also be contracted and local women’s (and other civil society) organizations should be consulted through a *participatory evaluation* process. The participatory evaluation process is an “evaluation method in which representatives of agencies and stakeholders (including beneficiaries) work together in designing, carrying out and interpreting an evaluation.”³⁰ Using participatory evaluation will help to ensure that the perspectives of women input into the development of indicators, an essential step in a gender inclusive monitoring and evaluation process.³¹ Additionally, partnering with local CSOs during the participatory process will help to address local needs and set realistic goals that are informed by knowledge of the cultural context. Local actors can at times also have access to different information sources. Information is also valued differently according to different perspectives and this is why it is important to involve a range of actors in monitoring and evaluation.

²⁶ Brambilla, Paola, *Gender and Monitoring: A Review of Practical Experiences*. (BRIDGE, Institute of Development Studies, University of Sussex, London: 2001, p2).

²⁷ Ibid p. 10.

²⁸ Ibid p. 2.

²⁹ According to the OECD-DAC (2002), a *formative evaluation* is an “evaluation intended to improve performance, most often conducted during the implementation phase of projects or programs” and a *mid-term evaluation* is an “evaluation performed towards the middle of the period of implementation of the intervention. A summative evaluation, or final evaluation is a “study conducted at the end of an intervention (or phase of that intervention) to determine the extent to which anticipated outcomes were produced.”

³⁰ OECD-DAC Working Party on Aid Evaluation, *Glossary of Key Terms in Evaluation and Results Based Management*(Paris: OECD, 2002). Available from <http://www.docstoc.com/docs/1002682/OECD-Glossary-of-Key-Terms-in-Evaluation-and-Results-based-Management>

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³¹ Brambilla, Paola, *Gender and Monitoring: A Review of Practical Experiences*. (BRIDGE, Institute of Development Studies, University of Sussex, London: 2001)

The parties that have taken on the responsibility to implement an action plans' activities and that have committed to ensure its successful adaptation, usual carry out monitoring and evaluation activities. A variety of actors can have roles in that process. The table below details the various actors who may be involved in the women, peace and security monitoring and evaluation process and their roles in each.

Core Responsibilities of Stakeholders in the National Action Planning Process

Actors	Monitoring	Evaluation
Policy-makers	<ul style="list-style-type: none"> Initiate/ stand behind the action planning process Create external synergies with collaboration partners Oversee the implementation process and receive ongoing reviews Approve funding for monitoring and evaluation 	<ul style="list-style-type: none"> Receive and comment on the evaluation report
Technical staff in the Ministries	<ul style="list-style-type: none"> Collect background information (baseline data) Establish a list of priorities and activities as well as indicators that measure their success Provide input into the action planning process Coordinate efforts of the different departments Regularly review and reflect on activities Readjust activities when needed Compile data based on indicators for draft monitoring report 	<ul style="list-style-type: none"> Conduct internal audits/evaluation Contribute to external evaluation by providing information and data
International Organizations (such as United Nations entities and international civil society organizations)	<ul style="list-style-type: none"> Advocate for comprehensive and ongoing political will for policy implementation Assist/ provide input to data collection process Report on implementation efforts Distribute and collect information Provide funding for monitoring and evaluation Assist in establishing contacts and a dynamic relation between governmental institutions and local civil society organizations Build capacity within the implementing bodies 	<ul style="list-style-type: none"> Conduct external evaluation Collect and provide data and background information Advocate for internationally comparable data and indicators will be used Revise the evaluation report Compare different action planning process and implementation outcomes internationally
Local civil society organizations (grass root women's organizations, organizations based on belief, local media)	<ul style="list-style-type: none"> Assist/ provide input to data collection process Provide specific knowledge and expertise on women and security issues (armed conflict) Provide feedback on the concrete impact of the outlined activities in the action plan to the implementing parties Share and distribute information to other organizations Serve as watchdogs at the community level Undertake research, including shadow reporting Advocate for full implementation of National Action Plans 	<ul style="list-style-type: none"> Conduct external evaluations and monitoring activities Collect and provide data and background information (especially at the community level) Provide feedback to the impact and effects at the local level
Independent experts and consultants	<ul style="list-style-type: none"> Build capacity for technical staff in the Ministries via trainings and partnerships 	<ul style="list-style-type: none"> Conduct external evaluation Build capacity for internal evaluation Collect data through interviews and surveys

Different reporting mechanisms exist throughout state institutions, services and departments, and collaboration and cooperation between and among these actors has a strong effect on the impacts of different policies and measures. It is critical that the

monitoring and evaluation processes of each sector are well coordinated with the overall objectives of the women, peace and security plan on the national and international levels. Ideally, all of these mechanisms should complement one another, avoiding gaps on the one hand and overlap on the other. NAPs aim to increase collaboration, transparency and coherent implementation. Gender and human security issues cut across a variety of actors and governmental departments, such as the health system, the security sector, the judicial system and institutions involved in education. Because of this, implementation initiatives require the intensive coordination through an all-government approach and the involvement of civil society organizations from different areas. Specific expertise interlinking the different dimensions and the limited availability of reliable data are two key challenges in this area.

With many actors involved at each level of the policy implementation process, lack of oversight is a key challenge in the monitoring and evaluation of the women, peace and security resolutions. Possible solutions to this might include external assessments by independent experts, reporting to parliament, mechanisms for civil society organizations critique to be incorporated, and independent equality commissions.

Lack of coordination and cooperation between stakeholders is also an issue. A recent study and peace operations conducted through the Pearson Peacekeeping Centre in Canada noted that: "Over 80 interviews in nine countries were conducted...The most surprising comments that occurred in the interviews were that most people suggested that there was a genuine lack of synergies between stakeholders regarding measuring effectiveness. No one seemed to know what the other groups were doing."³²

Key Points:

- Technical knowledge and capacity is key to effective monitoring and evaluation strategies.
- Having the staffing capacity to evaluate the different impact on men, women, girls and boys, asking specific questions on gender issues, is critical to gender sensitive monitoring and evaluation.
- Improved coordination, communication and external oversight will go far in strengthening monitoring and evaluation processes.

b. Coordination and collaboration

Attention to coordination and collaboration in the NAP process is important both when developing the NAP and in the process of monitoring its implementation. As noted above, participatory and inclusive collaboration and coordination helps to both avoid overlap and to contribute to comprehensive and complementary policy implementation. Internally, on the governmental level, the responsible ministries need to coordinate their efforts for successful implementation of the country's NAP. On the domestic level, it is also important to collaborate with other stakeholders of the NAP, such as research institutions, local CSOs and CSOs in conflict areas, to ensure a participatory and representative monitoring process and/or development of the NAP. Such engagement, when coordinated effectively, will ensure that women, peace and security is integrated throughout the country strategy. Such coordinated efforts can also be built upon for use during the implementation oversight process on both the internal and external levels.

³² Sarah Jane Meharg speaking about the research conducted for the book, *Measuring What Matters in Peace Operations and Crisis Management*, 2009. Interview available from <http://www.peaceoperations.org/web/la/en/pa/28F0CA42B3A5470E83F8C1741E6E964F/template.asp>



Regardless of the specific context, it is essential that a coordinating agency or agencies be identified in the action plan. In the NAPs of Spain and Cote D'Ivoire, several Ministries share the responsibility of the plan's implementation and monitoring through a collective mechanism such as a working group or taskforce. In Chile, the Ministry of Defense together with the Agency for Women Service (SERNAM) and the Foreign Ministry formed a working group. In Liberia, the Ministry of Gender and Development was mainly responsible for the action plans formulation. In most European countries women, peace and security issues are considered a concern of foreign policy, meaning an issue that mainly lies outside their own state borders and therefore falls under the department of foreign affairs or another department or ministry dealing with matters external to the country. It is also important that as many ministries are engaged as possible; responsibility should not be limited to Departments of Defense or Ministries of Foreign Affairs.

The lead agency should be able to ensure buy-in and active involvement from all agencies addressed in the plan so that they are involved in the formulation, implementation, and oversight of the action plan. To ensure adequate follow-up, a steering committee or inter-agency taskforce that includes all actors could hold regular meetings even after adopting a NAP. It is crucial for effective implementation that the actors and agencies involved in the formulation of and addressed by the plan continue to be actively involved in the monitoring and evaluation of the plan.

Most action planning processes included substantive input by international and national civil society organizations. These are a wide range of groups, institutions and organizations that often referred to as "civil society," ranging from academic institutions (such as in Chile and Iceland³³), to NGO networks that were specially formed for these purposes (as in the UK,³⁴ the Netherlands,³⁵ Norway,³⁶ and Sweden³⁷). Civil society not only provides decisive input and information during the development of the NAP, but can also serve as an important part of the monitoring mechanism, contributing to the transparency and inclusiveness of the implementation of the NAP.³⁸ A national policy on women, peace and security issues without the input and participation of civil society will lack critical information and insight.

³³ Ambassador Hjalmar W. Hannesson, Permanent Representative of Iceland to the United Nations, statement to the Open debate in the Security Council on Women, peace and securitywomen, peace and security , New York, 29 October 2008. Available from <http://eng.utanrikisraduneyti.is/publications/aifs/nr/4573>

³⁴ See http://www.gaps-uk.org/about_GAPS.php

³⁵ Ministry of Foreign Affairs, *Dutch National Action Plan on Resolution 1325, Taking a stand for women, peace and security, Policy Department, DS/ISB*. (Ministry of Foreign Affairs, The Hague: December, 2007, p. 67).

³⁶ Forum Norge 1325. Available from http://www.fn1325.no/Forum_Norge_1325, Accessed: 17.03.08

³⁷ Operation 1325, a Swedish non- government organization working on promotion of UNSCR 1325. Available from <http://www.operation1325.se/content/view/20/35/and> Olsson, Nina, "The Way Forward - The Report from International Seminar in Härnösand", (Härnösand: Operation 1325, June 2007, p. 3)

³⁸ Government of Norway, Ministry of Foreign Affairs. *The Norwegian Government's Action Plan for the Implementation of UN Security Council Resolution 1325 (2000) on Women, peace and securitywomen, peace and security* . (Oslo: Norwegian Ministry of Foreign Affairs, March 2006). Available from <http://www.un-instraw.org>

Engaging with Civil Society: which CSOs?

When choosing CSOs to partner with, it is important to include:

- ❖ CSOs that are perceived as legitimate by the broader population, the government, and other stakeholders.
- ❖ CSOs that have networks that are geographically diverse, extending beyond the capital cities and targeting rural as well as urban areas.
- ❖ CSOs that are composed of networks outside of the elite groups that often dominate formal structures.
- ❖ CSOs that work with marginalized groups, such as disabled persons, racial or ethnic minorities, LGBT populations, or the elderly or include women's organizations that count these marginalized groups as part of their constituency.

It is important to recognize that there are challenges to working with CSOs, especially in post-conflict contexts where civil society may be stagnant (due to chronic under-funding or other), fragmented, or be limited due to lack of trust or cooperation, among other concerns.

Adapted from Barnes, K. and Albrecht, P. (2008). "Civil Society Oversight of the Security Sector and Gender." Gender and Security Sector Reform Toolkit. Eds. Megan Bastick and Kristin Valasek. Geneva: DCAF, OSCE/ODIHR, UN-INSTRAW.

Collaboration and coordination between donor countries can also help to avoid duplication resulting in cost-saving. Coordination and collaboration are the key components of recent aid effectiveness agreements, including the *Paris Declaration on Aid Effectiveness*³⁹ and the follow up to the Paris Declaration, the *Accra Agenda for Action*.⁴⁰ These agreements require that signatory governments prioritize harmonization, alignment, and cooperation in aid delivery, arguing that attention to these elements not only lead to greater aid effectiveness, but also privilege local ownership. In the Paris Declaration, gender is included as a "cross-cutting" issue that should be incorporated into all harmonization efforts (Para 42). Addressing gender equality in a "more systematic and coherent way" (Para 3) is one of the key commitments of the Accra Agenda for Action, which also pledges to "adapt aid policies for countries in fragile situations" (Para 21).⁴¹

Exchanging knowledge and experiences between countries implementing similar policies and provisions can be extremely fruitful. International conferences and meetings aim to contribute to a productive dialogue, advocacy and the creation of political will. The first regional high-level dialogues on the implementation of Resolution 1325 were organized by the Office of the Special Adviser on Gender Issues and Advancement of Women in 2007 and 2008, in Santiago de Chile and Addis Ababa respectively.⁴² Prior to and since that time, several other regional conferences and bilateral meetings have been held on action planning processes on women, peace and security. For example, the Swedish presidency of the European Union recently convened an exchange of best practices among EU Member States

³⁹ Endorsed by 35 countries, 26 multilateral agencies, 56 aid-recipient countries, and 14 Civil Society Organisations in 2005, the Paris Declaration's Principles are: ownership, alignment & harmonisation, managing for results and mutual accountability. See http://www.oecd.org/document/18/0,2340,en_2649_3236398_35401554_1_1_1_1,00.html

⁴⁰ The Accra Agenda for Action was endorsed at the Accra High Level Forum (HLF3) in Accra Ghana on 4 September 2008. The recommendations build on the PD. See http://www.oecd.org/document/3/0,3343,en_2649_3236398_41297219_1_1_1_1,00.html

⁴¹ The PD was lacking in its attention to the difficulties of implementing the aid effectiveness agenda in fragile and post-conflict situations. Since that time, the OECD-DAC agreed upon ten Fragile States principles to complement the principles of the Paris Declaration (in 2007), recognizing the poverty-development-conflict nexus, the need for a heavy commitment to state building in fragile and post-conflict states, and the contextuality of each fragile and post-conflict situation. (See OPM/IDL. (2008). Evaluation of the Implementation of the Paris Declaration: Thematic Study - The applicability of the Paris Declaration in fragile and conflict-affected situations. Oxford, UK: Oxford Policy Management, The IDL Group.) Unfortunately these principles do not explicitly address the gendered nature of the poverty-development-conflict nexus. (See Anderlini, S. N. (2006). *Mainstreaming Gender in Conflict Analysis: Issues and Recommendations*. Washington, D.C.: World Bank, Conflict Prevention & Reconstruction, Social Development Department.)

⁴² See <http://www.un.org/womenwatch/osagi/cdrom/start.html>



and other countries on the issue of NAPs. Prior to this meeting, an NGO conference organized by the *Initiative for Peacebuilding* and involving more than 40 representatives from NGOs across 18 different European countries was held on 7-8 September to develop recommendations to feed into the formal EU meeting.⁴³ Workshops on M&E mechanisms for national action plans have also been held through a pilot project supported by OSAGI, UNIFEM and UNFPA that seeks to build M&E capacities in Cote D'Ivoire, Liberia, Nepal, Sierra Leone and Uganda. Through these and other initiatives, the UN has tried to assist the implementation of the women, peace and security resolutions at a national level. Other examples include Liberia, Uganda and Cote D'Ivoire, where several different UN agencies, such as UNFPA, UNDP, UNIFEM, UN-INSTRAW and UNMIL OGA, collaborated in order to contribute to the successful formulation of NAPs for Resolution 1325.

Key Points:

- Participatory and inclusive collaboration and coordination at the national level helps both to avoid overlap and to contribute to comprehensive and complementary policy implementation, which is integrated into national policy strategies.
- International collaboration is a cost-saving measure that is also in line with international commitments such as the Paris Declaration for Aid Effectiveness and the Accra Agenda for Action.
- A national policy without the input and participation of civil society will lack critical information and insight.

c. Formation of indicators

Indicators, or measurements of change, should be set at each level, policy, institutional and activity (program or project), to help with the M&E process. Under a Results-Based Management (RBM)⁴⁴ framework, "[i]ndicators and M&E strategies are logically linked to desired outcomes and impacts," and should be used "to provide evidence of ongoing results performance."⁴⁵ It is important that project indicators be coordinated with institutional and policy level-indicators, allowing for a more effective implementation process, and making the end-stage evaluation of projects and policies more efficient. In the case of NAPs on Resolution 1325, this is particularly important, as many of the documents (see Annex 1) are "living" documents which are subject to change. As such, when indicators are monitored with regularity, changes and other difficulties can be addressed quickly, and at earlier stages, so as not to negatively affect the overall program goals.

⁴³ *Report of the Civil Society Conference on Recommendations on Implementation of UNSCR 1325 in Europe*, International Alert, EPLO, Initiative for Peacebuilding, Brussels, 7-8of September 2009

⁴⁴ See glossary.

⁴⁵ OECD-DAC. *Managing for Development Results (MfDR) Principles in Action: Sourcebook on Emerging Good Practices*. (OECD-DAC Joint Venture on Managing for Development Results; World Bank, 2006, p11).

Box: Different 'Levels' of Indicators⁴⁶

Policy level:

Measure performance against the most ambitious objective upon which separate institutions, policies, and programs are expected to have a tangible effect.

Institutional Level:

Measure the specific objectives of institutions, policies, or programs, with attention to how they may contribute to overall strategic objectives.

Activity level:

Follow the progress of program, project or policy implementation.

One of the most important things to remember when developing indicators for use in monitoring and evaluation is that indicators are different than statistics. This is because "rather than merely presenting the facts, indicators involve comparison to a norm in their interpretation."⁴⁷ In deciding on how to set indicators, relational data is therefore often preferred to absolute data, as the latter is often unable to show improvement in relation to an agreed norm or goal.⁴⁸ For example, in the case of the goal of increasing women's roles in decision making: although the *absolute* number of women in parliament may rise, indicating an increase in women in parliament, if the total number of parliamentary seats also rises, women's proportion of parliament seats in *relation* to men's may not increase.

Data used to develop indicators generally takes two forms: *quantitative* and *qualitative*. Quantitative indicators are those which are concerned with measuring specific quantities, such as the *number* of police officers receiving gender training, for example, while qualitative indicators measure changes that are more descriptive, such as shifts in public perceptions of women's political participation. Both qualitative and quantitative indicators are open to criticism. The effectiveness of quantitative indicators depends on the existence of access to reliable statistics and other data, which can be a challenge in conflict and post-conflict situations.⁴⁹ Furthermore, quantitative indicators can often be presented in a way that is distanced and separate from the events and change processes being described.⁵⁰ On the other hand, qualitative indicators, which tend to focus on opinions and feelings, are considered subjective and open to interpretation. Further, because *measurability* is important in the development of useful indicators, critique is often heard when qualitative data is used as an indicator. This is because there is a tendency amongst practitioners to conflate quantitative indicators with measurement. What one needs to remember is that *measurable does not equal quantitative* – there are many ways to measure qualitative data in a reliable and standardized way. There are also benefits to using both types of data in that one set of data can act as a "cross-check" of the other data in a complementary way, allowing for a more accurate picture. It is therefore important to recognize that *both*

⁴⁶ Vera Institute of Justice. *Measuring Progress toward Safety and Justice: A Global Guide to the Design of Performance Indicators across the Justice Sector*, 2003, p3. Vera Institute of Justice, New York, New York. Available from: www.vera.org/indicators.

⁴⁷ Tony Beck, *Using Gender-Sensitive Indicators: A Reference Manual for Governments and Other Stakeholders* (London, Commonwealth Secretariat, 1999).

⁴⁸ Unless measuring simple outputs, such as number of trainings held, number of reports written, etc. As explored below, however, this type of data tells only part of the story, and will usually need to be supplemented in order to be most effective in the M&E process.

⁴⁹ Barnes, 13.

⁵⁰ CIDA, *Guide to Gender-Sensitive Indicators*. Minister of Public Works and Government Services Canada, 1997, p10.



quantitative and qualitative indicators are needed for a more reliable and complete understanding of the situation.

In the women, peace and security context especially, using qualitative data to supplement more commonly-used indicators can help to paint a more accurate and comprehensive picture, and help to interpret indicators correctly. For example, in the case of using indicators to measure Article 1 of Resolution 1325, which “[u]rges Member States to ensure increased representation of women at all decision-making levels in national, regional and international institutions and mechanisms for the prevention, management and resolution of conflicts,”⁵¹ common indicators to measure this article are quantitative, and include measuring the numbers (usually percentages in relation to men) of women in parliament, peacekeeping roles, and other decision-making positions. However, including the numbers of women elected does not tell the full story -- qualitative indicators could be used to supplement this data by examining, for example, the extent to which “women in parliament contribute to policy discussions, whether their contributions are intended to further gender equality, and if their contributions have an impact on the outcomes of discussions.”⁵²

Developing Women, Peace & Security Indicators at the Policy Level

When developing indicators at all levels, it is important to recognize that deciding what and how to measure change is *not a neutral process*. Deciding what to measure is highly influenced by the political and socio-cultural circumstances, drawing on “accepted values within specific societies, organizations or institutions.”⁵³ In the case of setting indicators for 1325 NAPs at the policy level, indicators can be used to reflect the priorities of individual governments with regards to women, peace and security. Although different governments will have different priorities (particularly in post-conflict countries where priorities are closely linked to the specific context), there are some general guidelines that can be followed when developing indicators. As outlined in Section II, the resolutions offer broad topical guidelines that can be useful for indicator prioritization (protection, participation, and prevention). When used to their full potential, indicators in 1325 NAPs not only help to prioritize women, peace and security goals, but help to articulate individual governments’ commitment to gender equality.

Developing Women Peace & Security Activity Based Indicators

Under a *results-based management framework*, indicators are often broken down into categories for practical and strategic purposes: input, performance/process, output, and outcome/impact also known as *Logical Framework* or *Logframe*, which describes the overall

⁵¹ United Nations Security Council. *UN Security Council Resolution 1325 on women, peace and security*, S/RES/1325 (New York: United Nations, 31 October 2000, Art 1).

⁵² Gwendolyn Beetham and Justina Demetriades, “Feminist research methodologies and development: overview and practical application.” *Gender & Development*, vol. 15. No. 2, p. 205 (2007). Other indicators of women’s political participation include: examining women’s voting behaviors, lobbying activity, associational activity, and membership of political parties, UNIFEM, New York: 2008 and Indicators for Measuring Women’s Political Participation, iKnowPolitics website, submission dated 5 September 2008. Available from <http://www.iknowpolitics.org/en/node/6871>

⁵³ Annalise Moser *Gender and Indicators: Overview Report*. (BRIDGE, Institute of Development Studies, University of Sussex, London: 2007, 9).

frame the specific project planning strategy is outlined.⁵⁴ In this *Logframe*, different types of indicators can measure different levels of impact, but, as described earlier, all indicators should be tied to the end goal, or expected result, of the particular program or policy.

Category of indicator	What does it measure?
Input_Indicator	Which and how many resources have been extended in the implementation process (i.e. what types of activities are planned and what budget is allocated)
Performance/Process indicators	Activities undertaken during implementation to gage the likelihood of completion and/or success. Performance/process indicators can also be used to identify problems during implementation, so that issues are addressed early on in the project timeline, increasing the likelihood of positive outcomes.
Output indicators	Quantitative program results (i.e. how many people were trained during the program, how many reports were produced, etc).
Outcome/Impact_indicators	Results of the program or policy on a broader level, and tend to be more <i>qualitative</i> in nature, focusing on opinions and longer-term goals, such as changes in social norms.

There has been a great deal of work completed around identifying and prioritizing indicators at the program level. Many M&E programs use the SMART criteria. This criteria advocates for indicators that are **S**pecific, **M**easurable, **A**chievable, **R**elevant, and **T**ime-oriented.⁵⁵ Some authors also emphasize that it is not just about the indicators themselves, but also the process in identifying the indicators, with participatory indicator development process being key to gender inclusiveness (see above). Some organizations have their own standards and guidelines for identifying indicators. Indicators are then prioritized according to the context and overall program or policy goals. The box below shows some general guidelines for identifying and prioritizing indicators.

Simple steps for identifying and prioritizing indicators⁵⁶

- ❖ **Program design:** implications for data collection need to be fully integrated from the start of program design. Ensure that there are ample resources to monitor the indicator by allocating specified budgets, timelines and responsibilities for monitoring activities.
- ❖ **Data collection:** where change is being assessed obtain baseline data at the start of the programs, and, if possible, data on past trends. Use existing data sources and reporting systems where possible; however, if data is not available, cost-effective and rapid-assessment methodologies should be considered for supplementary data collection.
- ❖ **Ownership:** involve key stakeholders in the selection of realistic and contextually appropriate indicators that will be used to measure program performance.
- ❖ **Results:** indicators that are most likely to influence outcomes (results) should be prioritized.
- ❖ **Learning:** indicators should prioritize learning as well as accountability functions.
- ❖ **Partnership:** establish partnerships with government, NGOs, bilateral donors and

⁵⁴ OECD-DAC. (2002). *Glossary of Key Terms in Evaluation and Results Based Management*: OECD-DAC Evaluation Network, Organisation for Economic Co-Operation and Development

⁵⁵ C.J.R. Roche, 1999

⁵⁶ Compiled from OECD-DAC,2006: 12.. United Nations Populations Fund (UNFPA), "Global Review of Challenges and Good Practices in Support of Displaced Women in Conflict and Post-Conflict Situations" (Hammamet: United Nations Populations Fund (UNFPA), (21-24 June, 2007) and J. Theis, J. Rights-based Monitoring and Evaluation - A Discussion Paper, (Save the Children: 2003)

other key stakeholders to develop indicators and collect data so as to reduce costs, avoid duplication, and facilitate comparative analysis.

- ❖ **Information management:** plan how the flow of information relating to the indicators will be managed, stored, retrieved and communicated. Reporting results should be as straightforward as possible so as to support communication among stakeholders.
- ❖ **Flexibility:** be prepared to shift priorities in response to changes in the situation.

Key Points:

- The development of clear, reliable indicators at the policy, institutional, and activity levels is critical to the monitoring and evaluation of women, peace and security goals.
- Qualitative and quantitative data should be used to ensure greater reliability and effectiveness, allowing for a more accurate picture of women, peace and security issues.
- The most successful indicators ensure that data collection is fully integrated from the start of the program design, that there are ample resources, that key stakeholders at various levels are involved in the formation and monitoring of indicators, that both outcomes and learning are prioritized, that partnerships are established and that information is managed, stored, retrieved and communicated in a responsible way.

d. Challenges to monitoring and evaluation

There are several challenges in developing indicators, many of which are challenges to the monitoring and evaluation process overall. To begin with, baseline data is often non-existent in the post-conflict context, particularly if there are weak institutional structures due to years of conflict. As such, infrastructure development in post-conflict countries should play a large part of any donor country M&E plan. Temporary alternative methods for *baseline data* collection will often be needed while country-based data collection structures, such as Statistics Departments and national information systems are put into place.

There are also specific security risks posed to data collectors and informants in many post-conflict contexts,⁵⁷ and these should be carefully weighed in any post-conflict situation before data collection begins. When clearly acknowledged, risks are better understood and more easily addressed. Strategies to address these types of risks include:

- ❖ Avoiding a false sense of security;
- ❖ Ensuring participation in or contribution to data collection does not make informants targets for attack;
- ❖ Explicitly analyzing risk levels with partners;
- ❖ Creating an enabling environment to allow the expression of opinions in

⁵⁷ Annalise Moser, 2007 and Sofi Ospina, *Using Indicators to seize the opportunity for promoting gender equality in post-conflict settings*, Development Bulletin (71) 2006.

- safety;
- ❖ Accessing communities by partnering with locally respected women's organizations.⁵⁸

Building partnerships with local CSOs, especially women's organizations, is also a way to address another data collection difficulty specific to the resolutions, that of accessing data on GBV.⁵⁹ GBV is a sensitive subject, and local CSOs who already have connections to women and other parts of the populations that are difficult to reach, are often in a better position to collect data on these and other sensitive topics. If local CSO partnerships are not available, due to a fragmentation of civil society, lack of independence of CSOs, or other culturally-specific factors,⁶⁰ female researchers, or a team of male and female researchers, should be used whenever possible. In many cultures women are more comfortable relaying sensitive information to other women, while men tend to be more comfortable disclosing such information to other men.⁶¹

The military, which in most countries consists exclusively of men, may profit from the inclusion of female personnel, especially when it comes to data collection. As the Swedish partnership Genderforce⁶² found through interviewing a Force Commander of the Nordic Battlegroup in Kosovo about their challenges finding information for an initial military assessment is that "there are operational limitations for a unit with only men. Opportunities for searching and questioning women are severely restricted, as well as reaching out to the local women. And if there are only a few women in a unit, they will feel more pressure."⁶³

Other common shortcomings, including lack of expertise and lack of coordination with other organizations, often critically impede the development of robust and reliable indicators. There are, however, ways that these factors can be addressed in a NAP. In addition to ensuring the proper allocation of funds, a NAP should list the institutions responsible for data collection and reporting for each strategic objective. For example, the Ugandan NAP seeks to address some of these challenges by devoting a section of its NAP to the "Monitoring and Evaluation Programme and Reporting Framework." As part of this framework, the mechanism for data collection (such as consultations, interviews, policy analysis) and data source (programme reports, government reports, research publications), are listed for each strategic objective, and the key institutions responsible for conducting reporting are spelled out in every instance. The table below shows the Monitoring and Evaluation framework for one objective (Objective 5) of Women in Leadership and Decision-making in the Ugandan NAP.

⁵⁸ Annalise Moser, 2007: 31, citing Anderson, M. and Olsen, L. (2003). *Confronting War: Critical Lessons for Peace Practitioners*, Cambridge, MA: The Collaborative for Development Action, Inc. Available from <http://www.cdainc.com/publications/rpp/confrontingwar.pdf>

⁵⁹ Karen Barnes and Peter Albrecht, *Civil Society Oversight of the Security Sector and Gender*, Gender and Security Sector Reform Toolkit. Eds. Megan Bastick and Kristin Valasek. (Geneva: DCAF, OSCE/ODIHR, UN-INSTRAW, Geneva: 2008).

⁶⁰ Such as a tradition of secrecy in the security sector, as mentioned among the "challenges to civil society involvement in security sector oversight" listed by Barnes and Albrecht (2008:2).

⁶¹ Specific guides are available for documenting GBV. See Section 4.

⁶² Genderforce Sweden is a partnership of the Swedish Armed Forces, the Swedish Police, the Swedish Rescue Services Agency, the CSO Kvinna till Kvinna, the Association of Military Officers in Sweden and the Swedish Women's Voluntary Defence Organisation.

⁶³ GenderForce, *Good and Bad Examples, Lessons learned from working with United Nations Resolution 1325 in international missions*, (Uppsala: 2007, p.28) available from http://www.genderforce.se/dokument/Good_and_bad_examples_English_A4.pdf



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Results Intended (Objective)	Result Indicator	Mechanisms for Data Collections and Data Source	Reporting Mechanisms and Frequency of Reporting
Female representation and participation in the democratic processes in post-conflict situations is increased	<ul style="list-style-type: none"> • Number of initiatives undertaken to remove or minimize the social, cultural and/or traditional patterns that perpetuate gender role stereotypes. • Measures undertaken at the national and community level to create an overall framework in society that promotes the realization of women's rights. • Percentage of female community-based trainees. 	<p>Interviews regarding community members' attitudes towards female leaders.</p> <p>Administration of questionnaires.</p> <p>Monitoring the election and performance of women leaders.</p> <p>Data Source</p> <ul style="list-style-type: none"> • Reports of Women's NGOs and groups • Electoral Commission • Ministry of Gender, Labour and Social Development 	<p>Annual report by the Ministry of Local Government.</p> <p>Quarterly, half yearly and annual reports by NGOs.</p>

It should be noted, however, that even where harmonization efforts are in place, indicators in one context “may not be comparable internationally due to country-, language- or cultural-specific definitions which often have very different implications.”⁶⁴ For instance, to use again the case of an increase in reports of GBV, where the nuances and contextual nature of these increases are often left out when an “increase” is shown. In some country contexts, this increase may mean an improvement in the response services and institutional capacity to deal with GBV related issues, so that victims of violence are more aware of their rights and the justice system more able to prosecute offenders. In other contexts, the rise in reporting of GBV could indicate just that, a rise in the numbers of gender-based violence. Responses to violence should be based on the cause and therefore understanding the nuances of the statistics and the root cause of the increase is very important. It should be possible to avoid these problems if indicators are well-chosen and cross-checked, and cautionary steps, such as recognizing that different types of indicators or collection methods may be needed to identify the same kind of change in different contexts, are taken.

A major challenge to indicator development is lack of funding. Insufficient funding in general is a problem for successful implementation of Resolution 1325 (see section 3.5), and it is especially challenging to effective monitoring and evaluation. Dedicated funds need to be allocated to the M&E process, including indicator development. Where data is lacking, additional mechanisms for its collection needs to be put in place. Interviews and statistical information gathering as well as appropriate materials and tools need to be included in the overall budget. Items like data collection in high-risk environments, training mechanisms for local experts (including gender-sensitive M&E training), and institutional capacity-building

⁶⁴ Brambilla 2001: 9.

must all be taken into consideration and given appropriate attention in this regard.

Lastly, a major limitation to indicators is that even the most well-developed and appropriate indicators “do not provide information on wider social patterns: they usually tell the analyst little about *why* gender relations have been shaped in a particular way and how these relations can be changed.”⁶⁵ In order to understand gender-relations, especially the underlying causes of gender inequalities, an accompanying *gender analysis*⁶⁶ is always preferred to help to explain the nuances of the data.

Key points:

There are several challenges to developing indicators in the post-conflict setting, including:

- Difficulty in collecting relevant data, especially when gathering data on sensitive issues such as GBV
- Sex-disaggregated data not collected, gender issues not valued and so not counted
- Lack of capacity and skill to process and report on data, especially in terms of conducting a gender analysis to identify and address wider patterns of inequality
- Lack of dedicated funds for monitoring and evaluation
- Lack of coordination with other organizations.

These challenges can be addressed by:

- Addressing security risks
- Partnering with local civil society organizations, especially well-established women’s organizations.
- Using local experts or female researchers when gathering sensitive data.
- Using an NAP to dedicate specific funds for M&E in the case of donor countries, including capacity-building funds for post-conflict countries.

e. Tracking funds – a budgetary analysis

The allocation of adequate funds is a decisive factor in making sure that a NAP can be thoroughly developed and effectively implemented. However, little is known about how money is spent on Resolution 1325 and 1820 efforts, due to a lack of reporting mechanisms for countries with NAPs, as well as a lack of data on spending on gender equality programming in general and the lack of transparency in action plans themselves. This is not due to a lack of indicators but instead a lack of oversight bodies to compile and analyze the information. In-depth research on long term trends would be needed to address this issue.

Another challenge to tracking the funding spent on the women, peace and security resolutions stems from the definition of Official Development Assistance (ODA) in regard to

⁶⁵ Beck (1999: 8-9), emphasis added.

⁶⁶ Using CIDA’s definition, a gender analysis should be conducted at all levels of the development process, and “refers to the variety of methods used to understand the relationships between men and women, their access to resources, their activities, and the constraints they face relative to each other. Gender analysis provides information that recognizes that gender, and its relationship with race, ethnicity, culture, class, age, disability, and/or other status, is important in understanding the different patterns of involvement, behaviour and activities that women and men have in economic, social and legal structures.” (<http://www.acdi-cida.gc.ca/CIDAWEB/acdicida.nsf/En/JUD-31194519-KBD#1>)



the security sector. Although some security-related interventions are ODA eligible, training the military in non- military matters, such as human rights, and extending the coverage of peacekeeping activities **cannot** be included as an ODA activity.

According to the most recent OECD-DAC agreements, the following items **can be included as ODA**:

1. Management of security expenditure through improved civilian oversight and democratic control of budgeting, management, accountability and auditing of security expenditure.
2. Enhancing civil society's role in the security system to help ensure that it is managed in accordance with democratic norms and principles of accountability, transparency and good governance.
3. Supporting legislation for preventing the recruitment of child soldiers.
4. Security system reform to improve democratic governance and civilian control.
5. Civilian activities for peace-building, conflict prevention and conflict resolution.
6. Controlling, preventing and reducing the proliferation of small arms and light weapons.⁶⁷

The OECD-DAC is one of the only bodies attempting to comprehensively monitor Member States' ODA that is dedicated to gender equality and women's empowerment programming by using its Gender Equality Policy Marker.⁶⁸ 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.

Of countries reporting on the Gender Equality Marker over the period 2005-2007,⁶⁹ only 22 per cent of ODA activities were reported as focused on gender equality in the sector of "conflict prevention and resolution, peace and security".⁷⁰ Further, only a small minority of activities for "post-conflict peacebuilding in the context of UN operations" and for "land mine clearance" reported a gender equality target (18 per cent and 14 per cent respectively). Activities for "reintegration and SALW [small arms and light weapons] control," and for "prevention and demobilisation of child soldiers," however, targeted gender equality concerns in larger proportions (44 per cent and 53 per cent). In the case of "security system management and reform" and "civilian peacebuilding," the shares that target gender

⁶⁷ OECD, *Conflict Prevention and Peacebuilding: What Counts as ODA?*, 2005. Available from <http://www.oecd.org/dataoecd/32/32/34535173.pdf>

⁶⁸ The Gender Equality Marker is tracked through the OECD-DAC Creditor Reporting System database. Member states mark their activities according to what extent it is 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 gender equality marker. See OECD-DAC, *Aid in Support of Gender Equality and Women's Empowerment 2006-2007*, (OECD-DAC Secretariat, Paris: 2009).

⁶⁹ DAC members who did not report during this time were France, Ireland, Italy, Luxembourg, Portugal, and the United States (Switzerland did not report in 2005-2006, but did in 2006-2007).

⁷⁰ Private email from OECD statistical analyst (dated 1/26/09), based on data collected from the OECD-DAC Creditor Reporting System (CRS), which provides detailed information on individual aid activities, such as sectors, countries, project descriptions, etc. In the CRS, "peace building", is reported under the general category "government and civil society". This category is broken down into "general activities" (public sector management, judicial sector, human rights) and "conflict prevention and resolution, peace and security" (SSR, peace building, reintegration and SALW control, landmine clearance, child soldiers). It should also be noted that direct contributions to UN peacekeeping budgets are excluded from bilateral ODA (they are reportable in part as multilateral ODA).

equality are close to one quarter (26 per cent and 22 per cent). Annex 2 shows the percentages of aid marked for use in gender equality programming in post-conflict and fragile state countries that were "Top Recipients" of ODA for fifteen countries, plus the European Commission, in 2006-2007.

Recent studies on NAPs have also found that the implementation of women, peace and security provisions is impeded by marginalization of the ministries through which action plans are supposed to be implemented, since they tend to be under-funded, particularly when compared with ministries of defense or finance.⁷¹ The institution responsible for the distribution of funds in the recipient country is usually the Family, Gender or Development Ministry, as was the case in Liberia, Côte D'Ivoire and Uganda. Steps should be taken to ensure that these ministries are funded appropriately, or that implementation duties are shared with better-funded ministries.

In some countries, particularly Nordic countries, funds for the implementation of women, peace and security commitments are made available by the country's government. The Norwegian government, for example, supports a number of projects relating to women's empowerment, mostly involving women's political participation at both the national and international levels. Norway has supported projects in Sri Lanka, Bangladesh, Afghanistan, Sudan and Nepal, among others.⁷² The Icelandic government currently funds research on the access of women to peace processes in conflict zones and how such access could be facilitated.⁷³ Although the country does not have a specific NAP on Resolution 1325 and 1820 yet, Australia has given financial support to key NGOs and UN agencies that work in the Asia-Pacific region, including in the Solomon Island and East Timor, where Australia's foreign policy country strategies have a direct impact.⁷⁴

Because the data available on funding for the resolutions and the implementation on the ground of these commitments is quite scarce, it is essential to include budgetary requirements and transparent reporting mechanisms in the development of NAPs. As indicated previously, budgeting for monitoring and evaluation *must* be included in these requirements, since many states argue that the lack of resources are a reason why they are unable to report on women's rights.⁷⁵ Indeed, donor involvement extends beyond the provision of funding for a specific project. It requires follow-up, monitoring and evaluation mechanisms that document and manage change, and specific interventions in the financed initiative.

Key Points:

- Lack of funding is a serious impediment to the achievement of women, peace and security goals.
- To ensure that women, peace and security efforts are sufficiently funded, it is essential

⁷¹ United Nations Development Fund for Women. "1325/1820 National Action Plans". PowerPoint Presentation, 24 April 2009; United Nations Development Fund for Women, "1325/1820 National Action Plans," PowerPoint Presentation, 24 April 2009 .

⁷² Details of the country projects to Utenriksdepartementet available from "Framdriftsrapport for Regjeringens handlingsplan for gjennomføring av FNs Sikkerhetsrådsresolusjon 1325 (2000) om kvinner, fred og sikkerhet" (Oslo: Utenriksdepartementet, 31 May, 2007)

⁷³ Government of Iceland, Ministry of Foreign Affairs, *Women , peace and security: Iceland's plan of action for the implementation of United Nations Security Council Resolution 1325 (2000)*, (Reykjavik: Ministry of Foreign Affairs, March 2008). Available from <http://www.un-instraw.org/images/files/Plan%20of%20Action%201325.pdf>. p.8.

⁷⁴ Spokesperson Senator Scott Ludlam, Senate Foreign Affairs, Defence, "Estimates" Transcripts, AusAID, Wednesday 29th October 2008, 8:21pm. Available from <http://scott-ludlam.greensmps.org.au/content/transcript/ausaid>

⁷⁵ Kristen Timothy and F. Freeman, *The CEDAW Convention and the Beijing Platform for Action: Reinforcing the Promise of the Rights Framework*, International Women's Rights Action Watch, (University of Minnesota: 2000). Available from <http://www1.umn.edu/humanrts/iwraw/Freeman-Timothy.html>



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to include budgetary requirements and transparent reporting mechanisms in NAPs. This includes dedicated funding for monitoring and evaluation goals.

4. Conclusions and guidance for indicator development

*"Post-conflict nation building is...a time of change, and change presents opportunities. Opportunities for women's empowerment can best be seized if there are clear goals, and progress towards their achievement is carefully nurtured and monitored from the outset."*⁷⁶

As set out at the beginning of the paper, the challenges to the attainment of women, peace and security goals are many. Reconstruction itself is a challenging period, and many structures to create change are not yet in place. However, with the presence of critical elements, such as adequate resources and political will, the opportunities that are available in times of change can be utilized, and women, peace and security goals can be achieved.

As summarized in this paper, adequate resources include the assurance that women, peace and security objectives are not only clearly set out in policy documents, but that they are also sufficiently funded on the ground. It means that this transfer of funds is also transparent, and that those responsible both for giving and receiving the funds are held accountable for results. Mechanisms for monitoring, including clear, reliable and gender-sensitive indicators, should be put in place to track the progress of these goals, and to ensure that troubles with particular project objectives are recognized and addressed at an early stage before they have adverse effects on overall policy goals. Local, national, regional and international cooperation is also key to effective implementation of women, peace and security goals. Existing networks must be strengthened, and new networks should be formed so that monitoring and evaluation work is better coordinated. The cross-learning process that results from the exchange of ideas, experiences and resources across organizational, governmental and national boundaries is essential to the successful implementation of the women, peace and security resolutions, ensuring that the voices of women are heard in conflict resolution and reconstruction processes, and working toward the ultimate goal – a life free of insecurity and human rights abuses.

As we embark on the path to the celebration of the 10th anniversary of Resolution 1325 and welcome the recent reaffirmations of the importance of women, peace and security issues in the form of Resolutions 1888 and 1889, we must work collaboratively to ensure that more comprehensive, coordinated and participatory monitoring and evaluation activities are formulated and implemented in the name of peace and security for women, men and children worldwide.

⁷⁶ Sofi Ospina, 2006, p48.



5. Recommended resources for indicator development by thematic area

NAP Development:

Barnes, Karen, *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, 2009.

Popovic, Nicola; Lyytikainen, Minna; Barr Corey; *Planning for Action on women, peace and security - A review of the national-level implementation of Resolutions 1325 and 1820*, Santo Domingo: UN-INSTRAW, International Alert, OSAGI, 2009.

UN-INSTRAW. *Securing Equality, Engendering Peace: A guide to policy and planning on women, peace and security (UN RESOLUTION 1325)*. Santo Domingo: United Nations International Research and Training Institute for the Advancement of Women, 2006.

GBV resources:

IASC Taskforce on Gender and Humanitarian Assistance. *Guidelines for Gender-Based Violence Interventions in Humanitarian Emergencies: Focusing on Prevention and Response to Sexual Violence*, 2006.

http://www.humanitarianinfo.org/iasc/pageloader.aspx?page=content-subsidi-tf_gender-gbv

RHRC Consortium. *Gender-based Violence Tools Manual For Assessment & Program Design, Monitoring & Evaluation in Conflict-affected Settings*. 2003.

<http://www.rhrc.org/resources/gbv/>

Walby, Sylvia. "Indicators to Measure Violence Against Women: Invited Paper." Expert Group Meeting on Indicators to Measure Violence Against Women. UN Statistical Commission and Economic Commission for Europe, UN Division for the Advancement of Women, UN Statistics Division. Working Paper 1, 2007.

SSR resources:

Barnes, Karen and Albrecht, Peter. "Civil Society Oversight of the Security Sector and Gender." *Gender and Security Sector Reform Toolkit*. Eds. Megan Bastick and Kristin Valasek. Geneva: DCAF, OSCE/ODIHR, UN-INSTRAW, 2008.

Popovic, Nicola. *Security Sector Reform: Assessment, Monitoring and Evaluation and Gender*. In M. Bastick & K. Valasek (Eds.), *Gender and Security Sector Reform Toolkit*. Geneva: DCAF, OSCE/ODIHR, UN-INSTRAW, 2008.

Governance resources:

Brody, Alyson. Gender and Governance: Overview Report. BRIDGE. Institute for Development Studies. University of Sussex, UK, 2009.

UNDP. Measuring democratic governance: a framework for developing for selecting pro-poor and gender sensitive indicators. 2006.
<http://eldis.org/go/home&id=23260&type=Document>

Valasek, Kristin. 'Gender and Democratic Security Governance', Public Oversight of the Security Sector: A Handbook for CSOs on Democratic Security Governance, eds. Caparini, Cole and Kinzelbach, Renesans: Bratislava, 2008.

Justice Sector resources:

UNIFEM. Gender Justice Best Practice, Haiti, 2007.
<http://www.ilac.se/content/thematic-report-gender-justice-best-practices-haiti-2007>

Vera Institute. Measuring Progress toward Safety and Justice: A Global Guide to the Design of Performance Indicators across the Justice Sector, 2004.
http://www.vera.org/publication_pdf/207_404.pdf

Women's Political Participation:

Council of the European Union. Review of the implementation by the Member States and the EU institutions of the Beijing Platform for Action - Women in political decision-making. Brussels, 26 May 2008.

Goetz, Anne Marie. (2004) Background Paper for the Education For All Report. UNESCO.

Women, Peace, Security Budgeting:

Norwegian Ministry of Children and Equality. "Guide to Gender Equality Assessment and Discussion in Ministry Budget Propositions" Oslo: Norwegian Ministry of Children and Equality, 2007.

UNIFEM. "Funding for women's needs within Post Conflict Needs Assessments (PCNAs)", UNIFEM Handout, April 2009, .
http://www.realizingrights.org/pdf/UNIFEM_handout_PCNA.pdf

Civil Society :

Barnes, Karen and Albrecht, Peter. "Civil Society Oversight of the Security Sector and Gender." Gender and Security Sector Reform Toolkit. Eds. Megan Bastick and Kristin Valasek. Geneva: DCAF, OSCE/ODIHR, UN-INSTRRAW, 2008.

Caparini, Cole and Kinzelbach, eds. Public Oversight of the Security Sector: A Handbook for CSOs on Democratic Security Governance, Renesans: Bratislava, 2008.

Reporting under Women's Rights Treaties and Conventions:

IWRAW. Assessing the Status of Women: a Guide to Reporting under the CEDAW



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Convention. University of Minnesota: International Women's Rights Action Watch, 2000. <http://www1.umn.edu/humanrts/iwraw/publications-index.html>

Goonsekere, Savatri. "Introduction: Indicators for Monitoring Implementation of CEDAW." In CEDAW: Indicators for South Asia: An Initiative. UNIFEM South Asia Regional Office, Centre for Women's Research (CENWOR), Columbia, Sri Lanka, 2004.

United Nations. Beijing Platform for Action: Chapter 5, Institutional Arrangements, 1995. <http://www.un-documents.net/bpa-5.htm>

UNIFEM. CEDAW and Security Council Resolution 1325: A Quick Guide. New York: United Nations Fund for Women, 2006.
http://www.unifem.org/resources/item_detail.php?ProductID=104

Annex I - NAP Monitoring and Evaluation Mechanisms and Institutions Responsible for Implementation⁷⁷

Country	Institutions Responsible	Mechanisms
Austria Released: August 2007	-Ministries of: - European & International Affairs - Health, Family and Youth - Interior - Justice - Defense - Federal Chancellery - Austrian Development Agency	Ministries and concerned institutions responsible for development of Action Plan are also responsible for monitoring and evaluation. A report is to be produced annually, prepared after consultation with civil society representatives. Civil society representatives will also be asked to give ad hoc advice on specific cases.
Belgium Released: February 2009 Covers: 2009 – 2012	- Federal Public Service for Foreign Affairs, Foreign Trade and Development Cooperation - Ministry of Defence - Federal Public Service of the Interior - Federal Public Service of Justice - Institute for the Equality of Men and Women - Commission on Women and Development	AP will be analysed and evaluated on an annual basis; in 2010, AP will be analysed and evaluated by civil society and recommendations will be given to administrations; in 2012, AP will be evaluated and revised by administrations as well as by working group with civil society
Chile Released: August 2009	- Ministries of: - Foreign Affairs - National Defense - National Women's Service	No M&E mechanisms published. Yearly revision planned.
Cote D'Ivoire Released: January 2007 Covers: 2008 - 2012	- Ministries of: - Family, Women and Social Affairs - Planning and Development - Foreign Affairs - Justice and Human Rights - Economy and Finance - Defence - Interior - Solidarity and War Victims - Health and Public Hygiene - National Education - Reconstruction	Nationally, a National Coordinating Committee chaired by the Ministry of Family, Women and Social Affairs is set up to gather government and civil society players; NCC reports to Government about status of AP; annually it publishes a progress report on results achieved. For each project, an M&E committee is set up by ministry in charge of sector; committee is made up of government bodies and relevant civil society players. Each semester, committee should produce report on activities carried out and results achieved. AP is open-ended and can be adapted at any time.
Denmark Released: September 2005	- Ministries of: - Foreign Affairs - Defense	No timetable or M&E mechanisms are included in plan.

⁷⁷ Adapted from Nicola Popovic, Minna Lyttikainen and Corey Barr, *Planning for Action on women, peace and security : A Review of the National-Level Implementation of Resolutions 1325 and 1820*, (Santo Domingo: UN-INSTRAW, International Alert, OSAGI, 2009).



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Finland Released: September 2008 Covers: 2008 - 2011	<ul style="list-style-type: none">- Ministries of<ul style="list-style-type: none">- Foreign Affairs- Justice- Interior- Defense- Social Affairs and Health- Education- Employment and the Economy- Environment	<p>A Follow-up Group will be appointed to systematically monitor realization and implementation of goals. This Group will consist of representatives of different ministries, research institutions, and NGOs. Implementation of AP and preparation and evaluation of actions will be carried out in cooperation with actors in conflict areas, especially with women and groups of women</p> <p>Finland will report on implementation of the NAP to, inter alia, Advisory Board on Human Rights and periodic reports on CEDAW and Government's annual development cooperation report to Parliament will also address implementation of NAP.</p>
Iceland Released: March 2008	<ul style="list-style-type: none">- Ministry of Foreign Affairs	<p>AP will be revised and updated three years after its release following consultations with civil society and academic experts; Ministry of Foreign Affairs will publish results of such revisions and updates every three years</p> <p>M&E is identified as a priority – must be mainstreamed into mechanisms already in place. Reporting requirements include yearly reports to President of Liberia on implementation status, an Interim Progress report to country at end of 18 months and a Final Report to the President and Cabinet at end of 48 month implementation period. At the international level, implementation of the NAP will require reporting along lines of CEDAW.</p> <p>Plan contains over 190 indicators that will be consolidated into eight to ten high priority indicators. And a Civil Society Monitoring Observatory will produce a shadow report by 2013.</p>
Liberia Released: March 2009 Covers: 2009 - 2013	<p><u>Institutions Responsible:</u></p> <ul style="list-style-type: none">- Ministries of:<ul style="list-style-type: none">- Gender and Development (Lead)- Health and Social Welfare MPW- Planning and Economic Affairs- Justice- Education- Youth and Sports- Lands Mines and Energy- National Housing Authority- Civil Service Agency- Truth and Reconciliation Commission- The National Security Agency	
Norway Released: March 2006	<p>Ministries of:</p> <ul style="list-style-type: none">- Foreign Affairs- Justice and Police- Defence- Child and Equality	<p>Each Ministry and each responsible unit has appointed a person responsible for coordination and the follow-up of the plan. The Inter-ministerial Working group, consisting of relevant directories, research institutions and NGOs, will meet twice a year to exchange information and to follow-up on ongoing projects.</p> <p>Annual evaluation concluded with annual report will be produced by Ministry of Foreign Affairs based on reports from the inter-ministerial working group.</p>
Spain Released: November 2007	<p>Ministries of:</p> <ul style="list-style-type: none">- Foreign Affairs- Labor and Social Affairs- Home Affairs and Justice- Education and Science- Health and Consumer Affairs <p>- Spanish Agency for International Co-operation for Development</p> <ul style="list-style-type: none">- Women's Institute	<p>The Ministries responsible for the development of the Action Plan are also responsible for the monitoring and evaluation process. Annual report submission is required. Planning to establish the mechanisms of coordination work with civil society in order to exchange information on actions taken in connection with Resolution 1325.</p>

<p>Sweden <u>Released:</u> October 2006</p>	<p>Ministries of:</p> <ul style="list-style-type: none"> - Foreign Affairs - Defence - Justice and Industry - Employment and Communication - Armed Forces - Swedish International Development Cooperation (SIDA) - National Police Board 	<p>The Inter-ministry group is responsible for the overall implementation and coordination. Each ministry is responsible for a concrete implementation in its own operations. Half-annual reports are produced for closer follow-ups and annual reports on action and reports on special issues will be produced. Priorities between actions are given.</p>
<p>Switzerland <u>Released:</u> February 2007 <u>Covers:</u> 2007 - 2009</p>	<p>- Departments of:</p> <ul style="list-style-type: none"> - Defense - Civil Protection and Sport <p>- Federal Department of Foreign Affairs, Division on Human Security</p>	<p>The Departments responsible for the development of the NAP are also responsible for M&E. Annual meetings will be held to discuss implementation measures and progress and to discuss further steps for implementation and protocols will be drawn up as a result.</p>
<p>The Netherlands <u>Released:</u> December 2007</p>	<p>Ministries of:</p> <ul style="list-style-type: none"> - Foreign Affairs - Defence - Interior & Kingdom Relations 	<p>All signatories (which include the Governmental Ministries as well as the CSOs and other organizations) to the NAP are responsible for the monitoring and evaluation process. Each signatory is to assign monitor responsible for their regional level.</p>
<p>Uganda <u>Released:</u> December 2008</p>	<p>Ministries of</p> <ul style="list-style-type: none"> - Gender, Labour & Social Development - Justice and Constitutional Affairs - Ethics and Integrity - Health - Finance, Planning and Economic Development - Internal Affairs - Parliament - Law Council - Uganda Human Rights Council 	<p>The Ministries and institutions that are responsible for the development of the NAP are also responsible for the monitoring and evaluation process.</p>
<p>United Kingdom <u>Released:</u> March 2006</p>	<p>Foreign and Commonwealth Office Department for International Development Ministry of Defence</p>	<p>No timetable or M&E mechanisms are included in plan.</p>



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Annex II - Percentage of gender-equality focused aid in “fragile states” that are “Top Recipients” of ODA - From OECD-DAC members reporting on the Gender Equality Marker (2006-2007 data)

Donor Country	Top 10 Recipient Country ⁷⁸	Total Aid (USD Million)	Total Sector Allocable Aid (USD Million) ⁷⁹	Gender Equality Focused Aid
Australia	Iraq ⁸⁰	271	5	0 %
	Solomon Islands	184	184	87%
	Timor-Leste	106	103	40%
	Afghanistan	23	4	26%
Austria	Iraq	369	1	5%
	Nigeria	161	1	3%
Belgium	Congo, Dem Rep.	274	135	58%
	Nigeria	99	1	49%
	Burundi	51	41	29%
Canada	Afghanistan	331	260	42%
	Haiti	110	88	75%
	Sudan	73	12	39%
Denmark	Nigeria	128	0	0%

⁷⁸ Some methodological points here: The Gender Equality Marker report lists recipient countries in two categories: ‘Top ten recipients’ (of ODA) and ‘Top ten recipients of gender equality focused aid.’ Both are based on data that varies by country, not an averaged top ten list. The authors of this background paper compiled this table by taking the fragile states and post-conflict countries listed in each country’s ‘Top ten recipient’ list. Fragile states were identified using the World Bank’s criteria, which is based on “a Country Policy and Institutional Assessment (CPIA) rating of 3.2 or lower, as well as the presence of UN or regional peace-building, or peace mediation operations.”

(See World Bank, Fragile and Conflict-Affected Countries, At-a-Glance, <http://go.worldbank.org/MHBQTVNUX0>). This report used the fragile states list for FY2007, which can be found here: <http://go.worldbank.org/HCP9BFLFL0>. Therefore it should be noted that this table should only be used to give a sense of which countries count fragile states in their “top recipient” list, and, of those countries, which include a large percentage of funding dedicated to gender equality programming. Not all fragile and post-conflict states are listed; specified funding for 1325/1820 activities is not indicated.

⁷⁹ The percentage of gender equality focused aid is measured as a percentage of sector allocable aid, not total ODA. Sector allocable aid is ODA that is targeted to a specific sector, e.g. health, education, debt relief. Further, not every country screens 100% of their ODA against the Gender Equality Policy Marker. For example, Australia’s coverage ratio for sector-allocable activities is 60%, while Canada’s is 99%. Therefore, as explained by the OECD-DAC: “The first element to take into account when analysing the data for one country or when comparing data between countries is the COVERAGE RATIO, i.e. the proportion of aid which is screened. A high percentage of gender equality focused aid ALONE does not mean that aid is well aligned with the gender equality policy objective, such a conclusion would only be valid for a donor with 100% coverage. When comparing data between donors, both coverage ratio and % of aid focused on gender equality and women’s empowerment have to be considered. (A number of members do not screen contributions that are by nature likely to fall under the “not targeted” category, e.g. imputed student costs. Therefore, a high amount in the category “not screened” generally increases the percentage of gender equality focused aid significantly.)” OECD-DAC *Aid in Support of Gender Equality and Women’s Empowerment 2006-2007* (Paris, OECD-DAC Secretariat, 2009).

⁸⁰ Iraq is not included in the World Bank’s FY 2007 fragile states list. However, it is included here, both because such a large amount of ODA funding went to Iraq in 2006-2007, and because there is a UN peacekeeping presence there.

Finland	Afghanistan	19	10	29%
	Sudan	16	9	1%
Greece	Afghanistan	14	13	1%
Japan	Nigeria	1117	26	15%
	Iraq	817	47	0%
The Netherlands	Nigeria	177	2	0%
	Afghanistan	128	115	0%
	Sudan	116	25	12%
New Zealand	Solomon Islands	38	36	65%
	Papua New Guinea	22	21	84%
	Tonga	13	13	52%
Norway	Afghanistan	96	74	79%
	Sudan	77	37	40%
Spain	Iraq	113	18	3%
	Nigeria	68	0	25%
Sweden	Iraq	144	10	62%
	Afghanistan	66	62	96%
	Sudan	42	10	36%
Switzerland	Sierra Leone	24	0	100%
	Afghanistan	22	15	20%
United Kingdom	Nigeria	1899	381	76%
	Afghanistan	225	128	1%
European Commission	Afghanistan	260	153	72%
	Congo, Dem. Rep	245	174	42%



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Peacewomen: <http://www.peacewomen.org>

Womenwatch: <http://www.un.org/womenwatch/feature/wps/>

Women War Peace, 1325 Toolbox: http://www.womenwarpeace.org/1325_toolbox

Iknow Politics: <http://www.iknowpolitics.org/>

International Alert: <http://www.international-alert.org/gender/index.php?t=2>

PeaceXPeace, (Global): <http://www.peacexpeace.org/content/>