



Costing and Financing 1325:

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

EXECUTIVE SUMMARY



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Authors: Nicola Popovic and Mavic Cabrera-Balleza

Principal Researcher: Nicola Popovic

Editors and Project Supervisors: Dewi Suralaga and Mavic Cabrera-Balleza

Contributing Researcher and Writer on Private Sector Section: Mahima Achuthan

Contributing Researchers: Alicia Brindisi, Dawn Thomas

Copy Editor: Helena Gronberg

Official Reviewers: Fernanda Hopenhaym, Marina Durano

Introduction

“[P]ublic budgets are not mere financial and economic tools, but are the basic framework within which the model of socio-economic development is shaped, criteria of income re-distribution are set and political aims are prioritized.”

European Parliament, 2003

Over the last decade the policy environment on women and peace and security has gained significant momentum. Following the adoption of the landmark United Nations Security Council Resolution 1325 on Women and Peace and Security (SCR 1325) in October 2000, SCR 1820, which responds to the issue of sexual violence in conflict, was passed in June 2008. In September 2009, SCR 1888, a resolution that identified specific actions against sexual violence in conflict — including the appointment of a Special Representative of the Secretary General to lead efforts to end conflict-related sexual violence — was adopted. In October 2009 SCR 1889 was approved. This resolution seeks to strengthen the commitment of the United Nations to engage women in peace negotiations; in governance and financing of post conflict recovery; and in peacebuilding initiatives. The other key feature of SCR 1889 is the development of a set of global indicators to track the implementation of SCR 1325. On December 16, 2010, the UN Security Council adopted SCR 1960, a new resolution on sexual violence in conflict that would further strengthen commitment and political will to prevent sexual violence, combat impunity and enforce accountability. It requests the UN Secretary General to establish monitoring, analysis and reporting arrangements on conflict-related sexual violence including the yearly publication of a list of armed groups that target women for sexual abuse.

The four supporting resolutions have reinforced the normative standards for protection of women’s rights during and after conflict and for addressing their specific needs in the recovery and peacebuilding period. The development inspires as well as demands careful planning and reflection to ensure effective implementation. This reflective process should include an assessment of what has been invested, what has been achieved and what needs to be done to fully and effectively implement SCR 1325 and the supporting women and peace and security resolutions.

SCR 1325 addresses a broad range of issues including but not limited to women’s participation in decision-making at all levels; protection of women and girls’ rights; prevention, management, and resolution of conflict; needs of male and female ex-combatants; and training for military and civilian police personnel in peacekeeping operations. The wide range of issues that SCR 1325 covers involves an equally wide range of actors and requires a significant investment of resources. This in turn necessitates strategic fund sourcing and prudent resource management. The growing scarcity of resources, and competing global priorities make fund sourcing and resource management for 1325 implementation a very challenging task. Financing 1325 implementation entails a thorough review of how much is needed; what funds are available; what the spending trends are; and to whom and how funds are allocated.

Objectives

In light of the challenges outlined above, this study aims to:

1. Examine the current resources available and identify the different actors involved in costing and financing the implementation of SCR 1325 and women and peace and security programming at the national level; and
2. Draw initial analysis of what financial resources have been invested and are needed in the future to fully implement SCR 1325.

This study outlines the normative framework on women and peace and security; the global, regional and national level initiatives on SCR 1325 implementation; and strategies for financing SCR 1325 implementation, including the role of the private sector. It also features case studies on the implementation of SCR 1325 in Colombia, Liberia and Sierra Leone, the Philippines, and the Netherlands upon which many of the conclusions have been drawn.

Methodology

The study made use of the following research methods:

- Desk and literature review;
- Document analysis;
- Review of publicly accessible national action plans (NAPs) and international reports;
- Consultations with members of the Global Network of Women Peacebuilders (GNWP) on existing and needed resources for the implementation of women and peace and security initiatives at the local level;
- Interviews with individual stakeholders including but not limited to focal persons in government, CSOs, the UN and the private sector working on women and peace and security action planning; and
- Questionnaires and surveys sent to stakeholders of the private sector and governments of countries that have already adopted a NAP.

Additional data and feedback were also gathered during the initial presentation of the study at the 2010 session of the Commission of the Status of Women. Moreover, the paper was reviewed by experts in financing for development and researchers on financing for women and development.

Key Findings and Recommendations

Cordaid and GNWP present the following recommendations based on the findings of the study:

1. Encourage and support local ownership of national action plans and alternative mechanisms for implementation of SCR 1325

SCR 1325 implementation requires strong political leadership and involves a number of international and local actors. However, to ensure ownership, participation and sustainability of implementation, local actors, particularly women's groups working on women and peace and security issues must be at the forefront. Engagement of local actors and local ownership must be guaranteed at the onset of policy discussions and sustained through the adoption and implementation phases.

Because of well-defined social hierarchies and well-established elites with specific political and economic interests even at the grassroots level, it must be clear which local actors should be involved. Based on their social location, local actors may have competing priorities and visions that could become a hindrance to achieving sustainable peace and development.

Ownership by and buy-in of key government actors, such as ministries for peace and reconstruction; defence; foreign affairs; and women's affairs, is critical. If national governments in Global South countries fully support the implementation process, they will be encouraged to allocate resources for implementation, monitoring and evaluation in their national budgets.

2. Establish a transparent and inclusive financial management platform for 1325 implementation composed of donors, governments, civil society, private sector and multi-lateral organizations including the UN

A multi-stakeholder platform or forum at the national, regional and international level (depending on the level of implementation) dedicated to enhancing harmonization and ensuring transparency in financial management is necessary for effective resource generation, utilization and management. Such a forum can serve as an important venue for sharing aid information, identifying best practices, scaling-up cooperation, facilitating local contributions and promoting accountability.

3. Improve coordination and promote collaboration among different actors involved in women and peace and security advocacy and programming

There are different actors and funding structures involved in financing SCR 1325 and women and peace and security advocacy and programming. The actors range from governments in the Global North to governments in the Global South; from civil society organisations to multilateral institutions; and from the private sector to academic and research institutions. They have varying interests and visions that may or may not be aligned with each other. They also have different funding mechanisms that could further complicate efforts around multi-stakeholder partnerships. Efforts at coordination among these actors are often random, poorly executed and seldom assessed. Any initiative to promote and sustain coordination and collaboration among various stakeholders should carefully examine the factors that may hinder coordination. However, the differences in interest, visions and funding mechanisms could also be explored and built upon as diverse factors and unique contributions that could facilitate cooperation and coordination. Mechanisms for collaboration, such as the “twinning strategy” or intergovernmental partnership in development of national action plans, should also be explored.

4. Conduct a comprehensive and accurate assessment of needs, resources and capacities; plan and mobilize resources accordingly

The amount of money invested in the development and implementation of NAPs varies significantly. There is no “one size fits all” solution to how much money makes for a good NAP on SCR 1325. All investments in women and peace and security have to be evaluated within the given national context. Nonetheless, there are overarching/general activity components that are important to the success of any national action plan: wide reaching awareness-raising; capacity-building; constituency building; creating political will at national and local levels; promoting and facilitating coordination between the different actors involved; and monitoring and evaluation. These components require adequate resources, including sufficient funding. For example, Côte D'Ivoire's detailed financial commitments are divided by the thematic sectors and activities that the country chooses as priorities. A realistic and transparent assessment of existing resources and capacities as well as needs is one of the important components of effective planning and implementation of SCR 1325. The planning and mobilization of resources should be based on this assessment.

5. Explore partnerships with the private sector

Most existing literature about the presence of the private sector in conflict-affected countries describes its role in illicit exploitation of resources and involvement in trade activities that perpetuate violence, or how profit-oriented operations reinforce inequalities that become the root cause of armed violence. However, what is often ignored is that there are different types of private sector actors and that business conduct often varies according to the size, nature, vision and principles upon which the particular private sector business was established. Adequately examining these factors and further nuancing the discussion on the role of the private sector would allow for better discussion on ways in which the private sector can be an important partner in advancing the women and peace and security agenda.

By generating decent employment and empowering local populations to contribute in rebuilding their communities the private sector can play a significant role in societies emerging from armed conflict. It can also support peace processes and contribute to building capacities of women to enable them to better participate in decision-making at community and country levels. In order to realize this potential contribution, governments, civil society and multilateral institutions should reach out and engage the private sector in constructive dialogues. Civil society organizations should seek out companies whose business principles and practices support human rights principles and respect the rights of indigenous populations and local communities. They should also approach corporate foundations that are created in support of a company's corporate social responsibility (CSR) principles. For its part, the private sector should be open and receptive to such outreach from various stakeholders. In their efforts to secure investments through CSR initiatives that address peace and security issues and by ensuring that they operate in stable communities, the private sector should recognize that the autonomy and participation of women in peace-building contributes to ensuring lasting peace and security, which in turn promotes a sound business environment.

6. Earmark 1325 Funds, review military and other government budgets and identify windows upon which 1325 implementation could be funded

Countries need to earmark funds for 1325 implementation in their national and ministerial budgets. Earmarking allows for easier assessment of the amount actually allocated; it also makes it easier to do a cost-benefit analysis or social return assessment of investments in women and peace and security advocacy and programming. Gender budgeting could also be explored for this purpose. The Philippines demonstrated that a gender budgeting strategy can potentially contribute to the successful financing of a NAP on resolution SCR 1325 without having to completely rely on external resources. Budgets may also come from different departments including the Foreign Affairs Office, the Ministry of Gender and the Department of Defence. Military spending and the shifting of security paradigms can and should be discussed in order to promote rethinking of security budget allocations. Countries implementing the 3D approach (Development, Defence, Diplomacy) should proportionally allocate funds for the development aspect that will contribute to the achievement of the objectives outlined in the resolutions on women and peace and security.

7. Recognize and enhance civil society's capacity to generate and manage financial resources dedicated to 1325 implementation

SRC 1325 is thematically embedded in a number of international instruments and policies. When analyzing the cost and financing aspect of the resolution, documents such as the Paris Declaration and the Accra Agenda for Action, which donor countries are using to guide their Official Development Assistance policies, should be noted. This requires a thorough understanding of not just SCR 1325, the supporting women and peace and security resolutions and the normative standards on gender equality and women's empowerment, but international policies and agreements on financing for development as well. It is of utmost importance that funding for 1325 and women and peace and security programming is executed and delivered in a manner that supports gender equality and human rights, and does not include conditionalities that undermine local visions of sustainable peace and development. This entails, among other requirements, the removal of all policy conditions and the discontinuation of tied aid.

While we work to raise full awareness of SCR 1325 and the supporting women and peace and security resolutions among our constituencies, we need to do the same on the issue of financing for peace and development. This will promote understanding of the relationship between gender issues and financing for peacebuilding and post-conflict reconstruction vis-a-vis the entire funding landscape. Such understanding should result in an explicit commitment to recognize and enhance women's capacity to participate in decision-making on the generation, allocation and management of financial resources for peace processes, peacebuilding and post-conflict reconstruction.

Private foundations, bilateral funding agencies and other donors should recognize the capacity of civil society to facilitate and manage funds for implementation of SCR 1325 at different levels. In Sierra Leone, for example, the Mano River Women's Peace Network (MARWOPNET) and the West Africa Network for Peacebuilding (WANEP) approached the government and jointly developed the national action plan on SCR 1325. MARWOPNET and WANEP received funds from Cordaid in support of the national action planning process. Cordaid agreed to support the project not only because it was a worthy undertaking but also because it was aware of the local organizations' capacity to manage funds. This suggests that non-governmental organisations working on SCR 1325 in the Global North can increasingly align their priorities with partner organizations in the Global South. Special attention should be paid to grassroots organizations as they often have the least access to resources.

8. Allocate adequate resources for independent monitoring and evaluation of 1325 implementation and other women and peace and security initiatives

Monitoring and evaluation of 1325 NAPs as well as alternative mechanisms are critical to enable 1325 actors to assess if their efforts are making a difference. By using appropriate indicators and benchmarks 1325 actors will be able to measure progress and achievements; identify problems in planning and/or implementation; and make adjustments in order for 1325 implementation to be more likely to make a difference. It is important that the indicators are applicable to the national and local context and are accepted by those who are involved in actual implementation. Indicators inform the implementors and relevant stakeholders about what they want to know and provide the kind of information that will be useful to collect. Needless to say, women's organizations working on women and peace and security issues should be actively involved in developing indicators and benchmarks, and in the entire monitoring and evaluation scheme.

Most of earlier national action plans on SCR 1325 (those developed within the first six years of the adoption of the resolution) did not have indicators. This has made it difficult if not impossible to track progress and concretely identify gaps in implementation. The 1325 indicators developed by the UN in response to SCR 1889 are still undergoing further review. There is no guarantee as to when they actually will be used by Member States. Meanwhile, some civil society organizations, such as the Global Network of Women Peacebuilders and Gender Action for Peace and Security – UK, have developed and used indicators to monitor progress of 1325 implementation in a number of countries.

Both civil society indicators and those developed by the UN include indicators that assess availability and usage of funds for 1325 implementation.