

Conference report

# Putting policy into practice:

## Monitoring the implementation of UN Security Council Resolutions on Women, Peace and Security

International Conference - Oslo, 11-13 November 2009



**The United Nations International Research and Training Institute for the Advancement of Women (UN-INSTRAW)** promotes applied research on gender issues, facilitates knowledge management, and supports capacity-building through networking mechanisms and multi-stakeholder partnerships with UN agencies, governments, academia and civil society.

**Forum for Women and Development - FOKUS** is an umbrella-organization of 74 women's organizations in Norway, which has the aim to improve women's social, economic and political situation, with an emphasis on countries in the global South. FOKUS coordinates the member organizations' international solidarity work and works as a competence and resource center on international women's issues.

Conference Report: Putting policy into practice: Monitoring the implementation of UN Security Council Resolutions on Women, Peace and Security

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## Acronyms

AU	African Union
CAFOB	Collectif des Associations et ONGs Feminines du Burundi
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CSO	Civil society organization
DCAF	Geneva Centre for Democratic Control of Armed Forces
DRC	Democratic Republic of Congo
EU	European Union
FAS	Femmes Africa Solidarité
GDI	United Nations Development Program's Gender-related Development Index
GEM	United Nations Development Program's Gender Empowerment Measure
IPU	Inter-Parliamentary Union
IWTC	International Women's Tribune Centre
MONUC	UN Organization Mission in the Democratic Republic of Congo
NAP	National Action Plan
OECD	Organisation for Economic Co-operation and Development
ONEF	Organisation National pour l'Enfant et la Famille (Côte D'Ivoire)
OSAGI	Office of the Special Adviser to the Secretary-General on Gender Issues and Advancement of Women
OSCE	Organization for Security and Co-operation in Europe
SEA	Sexual exploitation and abuse
SGBV	Sexual and gender-based violence
UN	United Nations
UNIFEM	UN Development Fund for Women
UNFPA	UN Population Fund
UN-INSTRAW	United Nations International Research and Training Institute for the Advancement of Women
UNMIL	UN Mission in Liberia
UNSCR	United Nations Security Council Resolution
WANEP	West Africa Network for Peacebuilding
WILPF	Women's International League for Peace and Freedom

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# 1 Introduction

*We need to measure the attitudes that contribute to armed conflict, discrimination, sexual violence and other threats to peace building.*

*Jasmin Galace, Miriam College Center for Peace Education, Philippines*

On 11, 12 and 13 November 2009, the Norwegian umbrella organization FOKUS Forum for women and development, UN-INSTRAW (United Nations International Research and Training Institute for the Advancement of Women) and the Norwegian Ministry for Foreign Affairs jointly organized the international conference “Putting Policy Into Practice: Monitoring the Implementation of UN Security Council Resolutions on Women, Peace and Security”. The conference was held at Ingeniørenes Hus and Vika Konferansesenter in Oslo, Norway. The focus of the conference was on how to monitor the implementation of United Nations Security Council Resolutions (UNSCR) 1325, 1820, 1888 and 1889 on women, peace and security. The objective was to discuss the development of indicators, data collection processes and effective collaboration and coordination as well as other monitoring and evaluation mechanisms for National Action Plans (NAPs) for Resolution 1325. Specifically, the conference objectives were to (a) create a meeting point for practitioners from different sectors that work on women, peace and security; (b) discuss opportunities and challenges for monitoring the implementation of the women, peace and security resolutions; and (c) outline suggestions for monitoring and for indicators of NAPs for Resolution 1325 and 1820. During these three days, more than 120 participants from almost 50 countries around the world took part in the discussions.

## What are the Women, Peace and Security Resolutions?

The United Nations Security Council Resolutions (UNSCR) on Women, Peace and Security refer to four resolutions:

- Resolution 1325 on Women, Peace and Security, adopted in October 2000 was the first Security Council Resolution on women and armed conflict;
- Resolution 1820 on preventing sexual violence against civilians in conflict countries, adopted in June 2008;
- Resolution 1888 also on sexual violence in situations of armed conflict, calling for a Special Representative to the Secretary-General on ending sexual violence in conflict, adopted in September 2009;
- Resolution 1889 setting out a range of measures to strengthen the participation of women at all stages of peace processes and calling for a global set of indicators to measure the implementation of Resolution 1325.

As UN Security Council Resolutions, they apply to all UN Member States. This means that Member States are responsible for implementing the resolutions. The women, peace and security resolutions outline international policy regarding:

1. Participation of women in all stages of peace processes, including negotiations, peacekeeping, post-conflict peacebuilding, and transitional justice;
2. Prevention, protection and prosecution of gender and sexual violence;
3. Promotion of women’s rights.

The conference background paper contains more information about the women, peace and security resolutions, as well as mechanisms to monitor their implementation. The paper and other conference documentation is available at: <http://www.fokuskvinner.no/no/Forsiden/Konferanser/1325-konferanser/Putting-Policy-into-Practice/>

## Outline of the Report

This conference report outlines the main issues raised during the conference. Rather than a chronological outline, the report is divided by theme drawing on suggestions and comments made by the conference participants. The first section of the report focuses on the conference discussions about monitoring National Action Plans on women, peace and security more generally. The following sections look at who the stakeholders are, how they can collaborate and what form of capacity-building is needed. The second half of the report focuses on the more technical side of monitoring implementation of the women, peace and security resolutions, giving examples of suggested indicators, how to collect the needed data and approaches to funding, budgeting and time planning. The last sections of the report include next steps and recommendations to improve the work of monitoring the implementation of Resolution 1325 and the other United Nations Security Council Resolutions on women, peace and security.

The conference focused on the implementation of all four women, peace and security resolutions. However, since Resolution 1325 is the first resolution and has had the most work done on implementation and monitoring, particularly at the national level, conference participants mainly referred to this resolution during the discussions. This is also reflected in the report.

To increase the accessibility and clarity of this report, extensive details have not been included in the main body of the report. For those who wish more in-depth information, the annexes to the report include the participants list, the revised conference agenda, the conference background paper, a glossary, as well as the answers to the survey questionnaires that were sent to all invitees prior to the conference (included in a separate annex). Two supplemental documents are also available: a short fact sheet about monitoring women, peace and security work and a policy brief that summarizes the conference recommendations.

## The organizers and participants

The conference organizers joined their expertise and networks to create a platform for a solution-focused discussion on how to improve international, regional and national efforts on monitoring women, peace and security. FOKUS contributed with its work with a broad network of women's grassroots organizations that work on women, peace and security. FOKUS had strengthened this network by co-organizing the conference "Women in the Land of Conflict" in November 2008. UN-INSTRAW is one of the main international research institutions working on National Action Plans of Resolution 1325. The Institute contributed with extensive expertise both in regard to research on women, peace and security and in the practical support of outlining NAPs, as well as with the Institute's connections to a broad network of researchers, government officials and other practitioners in the field. The Norwegian Ministry of Foreign Affairs contributed with generous funding for the organization of the conference, as well as with a network of political and diplomatic actors working on women, peace and security.

The conference organizers hired external consultants to support the planning of the conference. Ida Bergstrøm supported the administrative processes and Nicola Popovic provided contacts to civil society, governments and international organizations as well as background information regarding action planning processes. Gwendolyn Beetham and Nicola Popovic were hired to summarize information on monitoring and evaluating National Action Plans in a conference background paper.

The three conference organizers invited a diverse group of participants who were selected because of their expertise and specific country experiences. The organizers focused primarily on gathering government ministry officials, civil society representatives, United Nations (UN) officials and researchers who have been involved in supporting the development, implementation and monitoring of NAPs on Resolution 1325. The organizers specifically tried to gather participants from countries that have developed or are currently developing National Action Plans, particularly in conflict-affected countries. The organizers outlined a list of approximately 30 countries, including the 16 countries that to-date have publicly launched National Action Plans; another 10 countries that are planning to adopt NAPs; and a number of conflict-affected countries that are important recipients of funds for women, peace and security work. Based on this, the organizers invited representatives from government ministries and women's organizations from each country, trying to create a balance between the governmental and non-governmental distribution at the conference. In addition, a number of international experts and researchers on women, peace and security were invited. Among these were representatives of international NGOs, of regional intergovernmental organizations, of UN agencies that work specifically on women, peace and security and of a few UN peacekeeping missions. The organizers felt it was very important to keep a regional balance, as well as the balance between various sectors, between countries with/without NAPs and between donor/recipient countries. Annex I displays the complete list of participants and the countries and organizations represented.

## Methodology

In a multitude of ways, all of the conference participants were experts on the conference topics, therefore, it was important to the conference organizers to make sure that all participants had the possibility of making their voices heard. For this reason, the so-called "fishbowl" methodology was used for the majority of the conference sessions. Presentations were held during the first morning session of the conference. During the remaining plenary sessions, the conference hall was set up as an oval auditorium with the chairs looking inwards towards the middle where four to five chairs were placed. This was the "fishbowl" where all of the discussions took place.

Each fishbowl session had a specific set of topics and questions that the organizers had outlined prior to the conference. The registered participants had received these topics and questions, together with the conference background paper, via email before the conference. The moderators started each session by inviting several pre-chosen conference participants to sit in the chairs in the fishbowl. Each one had been asked to address on specific question in the set. Once the invited "chairs" had addressed the topic, other participants from the audience could request to speak by tapping one of the "chairs" on her/his shoulder and sitting in the empty seat. In this way, the speakers in the fishbowl rotated constantly during the sessions to encourage the participation of as many people as possible. Due to the efforts of the conference moderators, this methodology created a dynamic discussion where participants could contribute as part of the expert panels. Because of this methodology, as many as half of all participants, spoke during the conference.

The methodology was chosen to create a dialogue between the participants and to facilitate the bridging process between representatives from the various sectors and regions present at the conference. To guide and focus discussions, the organizers asked two experts on women, peace and security to moderate the conference: Charlotte Onslow of Gender Action for Peace and Security (GAPS

UK) and Sarah Taylor of the NGO Working Group on Women, Peace and Security. Audun Melaas from the University of Oslo advised on how to make the conference successfully interactive and provided feedback and input after each session. As the sessions evolved, the conference organizers decided to be flexible and let the participants take part in forming the methodology, responding as best as possible to suggestions and feedback.

After the presentations on the morning of 11 November, the fishbowl was set up in two consecutive plenary sessions. These sessions focused on how to measure change and how to collect data. The discussion was lively and many participants from Africa, South Asia and Latin America requested to speak. This gave the conference a very good foundation to begin the discussions the following day. Despite this, a number of participants didn't request to speak and many valuable viewpoints and experiences were therefore not shared with the wider audience.

In order to facilitate a more participatory dialogue, the organizers decided to split the 120 participants in smaller groups during both the morning and afternoon sessions of the following day. The groups were divided according to language: one French speaking, one Spanish speaking and four English speaking groups, each group with approximately 20 participants. Instead of discussing all the different issues regarding monitoring, needs assessments and collaboration outlined in the original conference agenda, the participants were asked to focus only on two of the most central questions: the first session focused on what indicators are needed to monitor NAPs and what data sources are necessary to measure those indicators; the second session focused on collaboration mechanisms that exist or can be developed to make monitoring and evaluation of women, peace and security issues more effective. The small groups spent the first part of each session brainstorming among themselves. Each group then selected a rapporteur to report the results of these discussions back to the larger conference audience in a fishbowl session in the plenary. After each rapporteur had spoken, the floor was again opened up for other members of the audience to participate.

The flexible approach to the conference methodology aimed to respond to participants' suggestions and to facilitate participation as much as possible. The adapted methodology also focused on creating dialogue and giving space for the involvement of as many participants in the discussion as possible. While this adaptable approach did involve more participants, one challenge that the organizers faced was that a flexible methodology requires an equally flexible conference venue. There were not enough rooms available for the small group discussions which was challenging for both the participants and the discussion facilitators. Despite this, the results of these discussions were very interesting and the new format gave a greater number of participants a forum to share their context-specific knowledge, experiences and suggestions.

## **Thematic introduction to the conference<sup>1</sup> - first conference day**

State Secretary of the Norwegian Ministry of Foreign Affairs, Gry Larsen, opened the conference on 11 November. She emphasized the importance of pushing the implementation of the women,

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1. The documentation for the morning sessions of the conference, including the powerpoint presentations, notes from presentations, and the conference background paper can be found at <http://www.fokuskvinner.no/no/Forsiden/Konferanser/1325-konferanser/Putting-Policy-into-Practice/>

peace and security resolutions forward and called for concrete action on the ground, considering the urgent need for benchmarks, data, and indicators to monitor and evaluate the progress on the resolutions. The State Secretary also pointed to NAPs as a good way to build strategic action within countries by determining



the responsibility of each actor and noted that NAPs can help to identify resources, time frames and priorities. Additionally, she mentioned the importance of cooperation between countries so that different actors can learn from each other, of involving civil society in all stages of planning processes, and of involving more men in women, peace and security work, recognizing the multiplicity of roles that men play in conflict processes as well.

Martha Rubiano Skretteberg, former director of FOKUS, spoke next and emphasized the importance of bridging various sectors that work on women, peace and security. She underlined that it is essential that governments involve grassroots women's organizations in the work of monitoring the implementation of National Action Plans, noting that this Conference was a forum for these various sectors to meet and discuss how to coordinate their work. Kristen Cordell, former programme officer of the UN-INSTRAW Gender, Peace and Security programme, also took part in opening the conference by mentioning the importance of bringing together actors across countries and backgrounds to address the link between policy developed at United Nations Headquarters and its full implementation at the local and national levels.

The morning session of the first day aimed to give an overview of ongoing initiatives to monitor the implementation of the women, peace and security resolutions. Under the moderation of Toiko Tönisson Kleppe from FOKUS, several conference participants introduced their work to provide a background to the discussions in the fishbowl sessions in the afternoon. Corey Barr from UN-INSTRAW and Minna Lyytikäinen from International Alert presented their joint paper with the UN Office of the Special Adviser to the Secretary-General on Gender Issues and Advancement of Women (OSAGI) on existing National Action Plans on Resolution 1325. They gave an overview of the various processes regarding the development and implementation of NAPs, such as identifying relevant stakeholders, assessing strategic priorities, ensuring accountability for the plan and making sure that it is effectively implemented.

The UN Development Fund for Women (UNIFEM), the UN Population Fund (UNFPA) and OSAGI are currently implementing a joint pilot project to define indicators for the women, peace and security resolutions in a number of case study countries (Côte D'Ivoire, Nepal, Sierra Leone, and Uganda)

as well as to build capacities for developing and using these types of indicators. Upala Devi from UNFPA, Malika Bhandarkar from UNIFEM, and Natalia Zakharova from OSAGI presented their various institutional roles in the project and what the request for global indicators in paragraph 17 of Resolution 1889 entails.

Sanam Anderlini from the Massachusetts Institute of Technology and the International Civil Society Action Network spoke of the project that she is co-directing to map out various interventions made in the name or spirit of Resolution 1325 by national and international actors. The project's objective is to determine what efforts have worked and why, and to determine how they can be adapted and replicated elsewhere. The project's case study countries are Aceh, Sri Lanka, Israel-Palestine, Uganda and Liberia. She also gave an inspiring contribution on the role of civil society in getting Resolution 1325 adopted and reflected on what has happened since it was adopted nine years ago.

Gwendolyn Beetham and Nicola Popovic presented the conference background paper and helped to start focusing participants on the main purposes of the conference. The presentation gave the key definitions of monitoring, indicators and evaluation and how these are applicable to women, peace and security and NAPs. Additionally, the presentation gave an overview of the indicators currently being used in National Action Plans on Women, Peace and Security.

## **The Regional Seminars**

On Friday 13 November, two separate half-day seminars were held. One of the seminars brought together attendees from countries of the global south (including participants from Africa, Asia, Latin America and the Middle East) and the other seminar brought together representatives of the Nordic countries (Denmark, Finland, Iceland, Norway and Sweden). These seminars were also set up as fishbowl discussions. The purpose of splitting up the conference into two smaller seminars was to give the participants the opportunity to discuss the role of donor and recipient countries in separate groups and to start more region-specific discussions. The seminar also aimed to provide space for participants to exchange experiences of monitoring, and to explore possible forms of collaboration to develop and monitor National Action Plans for women, peace and security in some specific geographical regions. Both seminars focused mainly on the challenges and opportunities for developing, implementing, and monitoring NAPs.

The south-south seminar focused particularly on the specific needs of post-conflict countries and on the effects that NAPs can have in such situations. The discussions focused on building collaboration, networks, and support for these processes through donor support, collaboration across countries to share experiences, and support for local women's organizations. Participants stressed that increased collaboration with northern countries is necessary, but that much can also be learned and accomplished through south-south dialogues as well. Throughout the discussions, participants emphasized that all support and action needs to be grounded in the specific country and cultural contexts.

The Nordic seminar sought to find solutions and good practices for monitoring National Action Plans based on the experiences of Nordic countries by sharing views on challenges and lessons learned. The discussions also focused on heightening the impact and accountability measures at

the EU and Nordic levels, specifically in relation to the development and implementation of NAPs. The main challenge identified were a lack of continuity, coordination and access to information both at the national and regional levels. Other issues discussed included how to better engage men in the discussion of and work on gender, and in monitoring and evaluation on women, peace and security.

The final part of the regional seminars joined the two groups in a plenary to exchange comments and insights, and to discuss the steps ahead for improving the monitoring of the women, peace and security resolutions. The two groups shared messages and insights with one another on how to improve monitoring of the women, peace and security resolutions. These messages have been reflected in Section 7 on future steps ahead.



## Developing, implementing and monitoring National Action Plans

*To include women in itself is not sufficient: It's rather what they do and who they represent that counts.*

*Adama Diop, FAS, Senegal*

Presentations during the morning session of the first day of the conference highlighted that there are multiple ways for implementing Resolution 1325. However, throughout the conference many parts of discussions focused on the creation of National Action Plans to concretize national commitments on implementing the resolution. Participants reflected on why only 16 countries have publicly launched NAPs. Much of this discussion revolved around the importance of context. For example, participants from both the Democratic Republic of Congo (DRC) and Colombia stressed that implementing Resolution 1325 in countries experiencing conflict is difficult, even though these are arguably the countries where such plans are needed the most.

Adriana Gonzalez Sanabria from the Women's International League for Peace and Freedom (WILPF) in Colombia said that a major problem in her country is the lack of political will in the government to implement the resolution. Pamela Villalobos from the Ministry of Defense in Chile emphasized this as well, saying that when a government shows the political will to implement the resolution, concrete actions such as National Action Plans and gender-sensitive budgeting are more likely to be implemented. She also stressed that there needs to be continuity in the implementation of Resolution 1325 to ensure that everything does not change with a change in governments.

Throughout the conference, many participants spoke about civil society efforts in pushing for the development and implementation of NAPs. While recognizing the efforts of CSOs and their ability to push

### What are National Action Plans for UNSCR 1325?

National Action Plans (NAPs) for UNSCR 1325 are policy documents adopted by a national government that outlines the measures and actions that will be taken by that country to implement the UN Security Council Resolution.

Since the adoption of Resolution 1325 in October 2000, an increasing number of countries have adopted NAPs to translate the policy of the women, peace and security Resolutions into practice at the national level.

As of January 2010, sixteen countries have adopted and made such Action Plans public: Austria, Belgium, Chile, Côte d'Ivoire, Denmark, Finland, Iceland, Liberia, Norway, Portugal, Spain, Sweden, Switzerland, the Netherlands, Uganda and the United Kingdom.

More countries are currently in the process of formulating or launching an NAP for Resolution 1325, among others: Argentina (has an action plan for the defence sector), Australia, Bosnia-Herzegovina, Burundi, the Democratic Republic of the Congo, El Salvador, France, Ireland, Nepal, New Zealand, Pakistan, the Philippines, Rwanda, Serbia, Sierra Leone, South Africa, Timor Leste.

The NAPs that have been published to-date are very different. A few NAPs have clear indicators and timelines for each action that the Plan sets out, others do not. Most NAPs focus on all of the issues set out in UNSCR 1325 (the "Ps"), while others concentrate only on one sector or issue (for example defense). The process of developing NAPs have also varied, from being initiated and outlined mostly by civil society actors to only partly involving CSOs.

Most NAPs to date do not contain details about time frames, financial or human resources allocated for each area of work or for specific activities. Most action plans have a certain implementation time line and some, such as the Swedish and the Danish NAPs, have already been updated based on the first period of implementation. Most action plans, such as the Liberian Action Plan, are considered living documents that shall be updated continuously during the implementation period.

forward a political agenda, participants also recognized that a government has the central role in the development, implementation, and monitoring and evaluation of NAPs.

In thinking about the implementation of Resolution 1325 through National Action Plans and other measures, participants reflected that a National Action Plan and other policy documents have no meaning if they are not effectively implemented. Elsie Effange-Mbella, gender advisor of the UN Organization Mission in the Democratic Republic of Congo (MONUC), said that NAPs and the women, peace and security resolutions more broadly are intentions and need to be implemented before they have any actual effect for people on the ground. She went on to say that National Action Plans must be seen as just the beginning. Participants stressed the need for continuous political will and maintenance of momentum in the implementation of NAPs. The lack of ongoing, monitored implementation of the plan itself has been a problem in many cases. Ida Kigonya from the Ministry of Gender, Labour and Social Development in Uganda, suggested that the inclusion of an outline of what we can expect after a National Action Plan is passed within the

plan might help policymakers be more realistic in the development of the plan. Ana Lukatela from the Regional Women's Lobby for Peace, Security and Justice in Southeast Europe proposed that actors developing and implementing National NAPs should focus on fewer activities to ensure that these activities are done properly and receive adequate funding.

Mavic Cabrera-Balleza of the International Women's Tribune Centre (IWTC) stated that the central challenges to the implementation of Resolution 1325 are ownership and participation especially by local actors. She noted that many actors do not feel ownership of the resolution because it is poorly understood, because its content is vague and broad, and because some people do not know how to use it. Furthermore, because the resolution was passed in a closed forum (the Security Council), she said that many countries did not feel like they were part of the process and therefore do not feel

ownership of it. Mavic Cabrera-Balleza suggested that the resolution be framed in a way that makes it relevant to actors at all levels, but particularly local actors, to make a difference.

Several participants from or working in countries that have already developed National Action Plans spoke about not being aware of all the activities that had been completed to implement these plans. For example, Hanna Helene Syse of the Norwegian Ministry of Defense said that there is no overview of everything that has been done since the action plan was adopted in 2006 by the Norwegian stakeholders, including research, civil society and government actions. She suggested a mapping of different activities and initiatives, or the establishment of a forum or meeting point where different actors involved in this work could share information and knowledge to assess what could be done to move forward. She suggested that such information-sharing would be helpful first at the national level and then it could be expanded to the sub-regional and regional levels. Sidsel Aas from Forum Norway 1325 noted that such information sharing could also be a method for gathering best practices on implementation.

The participants at the Nordic seminar noted the differences that exist between the action plans of the various Nordic countries and how they limit what could be effective information-sharing on monitoring. Questions within this discussion centered on the process for information-sharing and whether or not the same mistakes were being made over and over again. Participants suggested solutions such as the wider inclusion of actors at various levels of development and implementation of National Action Plans in order to create a participatory evaluation process. The participants also suggested that policymakers should build on the lessons that exist and try to concretize examples of success. To learn from the collective experience, the Nordic countries should share and develop a process that is both inclusive and complimentary.

### 3.

## Stakeholders and collaborations

When considering the development, implementation, and monitoring and evaluation of National Action Plans and women, peace and security more generally, conference participants identified collaborations between stakeholders as an important topic. Through the conference discussions, a three-step process emerged for addressing stakeholder inclusion: first, identifying all possible stakeholders; second, defining the role for each actor; and finally, recommending and planning strategies for interactions between actors. Conference attendees identified a number of different stakeholders to include in the planning process.

Participants stressed that

### Stakeholders in monitoring resolutions on Women Peace and Security

<b>Local</b>	CSOs, NGOs, women's organizations, project beneficiaries, local UN country teams, media, human rights activists, community elders, local women leaders
<b>National</b>	National government ministries, national academic and statistical organizations, parliaments, defense institutions, police, courts and tribunals
<b>Regional</b>	Regional UN bodies, regional inter-governmental organizations, regional CSOs, regional NGO networks
<b>Global</b>	United Nations, international donor community



identification of stakeholders should be wide and inclusive to try to enable the most participatory approach possible. This will have a number of benefits, including programs which are more responsive to local needs, a greater sense of ownership and sustainability, and a higher chance of long term success. The result will be a better response to both data collection and activities that address women's needs on the national, regional and global levels. Such inclusiveness, on the other hand, creates a greater need

for collaboration between the various stakeholders and the need to improve the coordination of their activities. This section hence includes the comments and suggestions made by the conference participants in regard to stakeholders and their collaborations on both the national and international levels.

The strength of an indicator is heavily reliant on the data which informs it and the capacity of those that supply the input data. A participant from the Balkans reflected on cases where data collection processes regarding women, peace and security issues are flawed as the result of poor collaboration and participation of stakeholders. In order to avoid this, many participants agreed that information and knowledge must be shared widely. Improving the communication and collaboration between global, regional, national, and local actors can help to improve the data collection and reporting abilities of all actors.

### **National collaborations**

To successfully monitor the implementation of NAPs for women, peace and security, it is important to determine the exact role that each stakeholder will play. Participants stressed that even though governments have primary responsibility for initiating and developing National Action Plans, governments should foster a participatory development process at the national level. This participatory process should be maintained throughout the implementation, monitoring and evaluation stages. These processes should involve all relevant ministries, academia, civil society and other relevant state agencies such as the police, armed forces, parliament, etc. Working groups, or so-called taskforces, that monitor the implementation of an NAP can include both government agencies and CSOs, as was done in the Netherlands, for example.

Other state agencies, such as embassies, can also play an important role in monitoring NAPs. For example, to monitor the implementation of the Finnish NAP, all the Finnish embassies were asked to report on how they would work to implement the NAP 100 days after it had been launched. At the Nordic half-day seminar, it was suggested that this might be an opportunity for collaboration between countries as well. Embassies in the same country, representing states that have NAPs, can support each other and have a dialogue around their work to implement their respective NAPs.

As mentioned during several of the group discussions, in order for the collaboration between various national stakeholders to be successful, it is essential that the responsible government ministries are well-coordinated to begin with. In some countries, the ministries are establishing specific desks or focal point groups for the implementation and monitoring of NAPs, but many times the continu-

ity of the work is maintained by specific individuals. If and when these individuals leave the ministry, there is a risk that the inter-departmental coordination collapses or that it is not prioritized. Ideally, each institution should have a focal point or team designated to the follow-up of its work on the NAP and the activities outlined. During the group discussions about collaborations, Euphrasie Yao from the Directorate for Gender Equality in Côte D'Ivoire, mentioned that the Ivorian ministries have a similar setup and this has worked well. It is important that each governmental institution feels responsible for the activities that they have committed to and ensures the comprehensive and sustainable implementation of such activities.

Conference participants identified CSOs as particularly important stakeholders in both gaining momentum for and developing NAPs, as well as during implementation and monitoring processes. CSOs can also provide useful information and tools during monitoring and evaluation by providing information and data collected at the grassroots level. Also, CSOs need to be watchdogs to monitor the government's work. In this regard, a participant during the group discussions emphasized that it is important to encourage military units, police and other security sector institutions to interact and cooperate with women's organizations. For example, military and CSOs can collaborate to provide gender trainings for staff of peacekeeping missions. The Swedish project, Gender Force, is an example of such collaboration between the armed forces, the police, CSOs and other stakeholders. The objective of the project is to create a more gender-sensitive security sector. During the Nordic session, it was also mentioned that Finland, Norway and Sweden are collaborating to establish a similar project for their armed forces.

## International collaborations

Coordination and collaboration between countries and between regional and sub-regional networks to build global networks was discussed during both the south-south and Nordic seminars. During the south-south seminar, many participants suggested that northern governments can support women, peace and security work by providing funding and capacity-building to southern CSOs and CSO networks. During the Nordic seminar, participants agreed that collaboration and support to countries, organizations and networks in the global south needs to be inclusive and avoid being top-down. Participants suggested that there should be a two-way flow of information, meaning that information and resources is given in support of southern NAPs and other women, peace and security initiatives, and information from country situations is provided to the donor countries to inform and refine their own NAPs. In discussing south-north collaboration, participants spoke about "twinning" or partnership processes which pair donor countries with southern countries for the development of their NAPs. Such

### Collaborations for monitoring the implementation of Women, Peace and Security Resolutions, including National Action Plans

<b>State level</b>	- Between responsible government ministries; - Between government ministries and other state actors (parliament, police, armed forces etc).
<b>National level</b>	- Between national stakeholders, both state and non-state agencies (CSOs, research institutions etc); - Between national CSOs.
<b>Regional level</b>	- Between national and international CSOs; - Within regional inter-governmental organizations (EU, AU, OSCE, regional UN bodies etc).
<b>International level</b>	- Bilateral or multilateral partnerships between states; - International networks.

partnerships have been initiated by the governments of Ireland with Liberia and Timor Leste, and more recently by Finland and Kenya. Participants stressed that such a process should not take the form of a donor country leading and guiding the NAP development and implementation processes, but should rather be a mutually beneficial partnership where the process in the country in the global south also helps to feed into the plan and process in the global north. Catherine Mabobori from the Burundian organization Collectif des Associations et ONGs Feminines du Burundi (CAFOB) suggested that such “twinning” processes (or partnerships) could take place between countries in the global south and global north in addition to partnerships between southern and northern countries.

Jasmin Galace from the Miriam College Center for Peace Education in the Philippines proposed a very helpful acronym for thinking about how we can support more countries of the global south in developing National Action Plans: GIFT. This acronym stands for: Give Guidance (countries who have developed their NAPs can help to guide countries who are currently undergoing that process through sharing lessons learned and good practices); Inspiration (networks of people affected by conflict can be inspired by conflict-affected countries that have undergone NAP development processes); Funds (share information on where to access funds to support the development, implementation, monitoring and evaluation of NAPs and also directly provide funds to support NAP development processes); and Technical know-how (share information and capacity-building on how to implement and monitor NAPs). Jasmin Galace said that this along with political will is a key element for advancing the development of NAPs in the global south.

Give guidance  
Inspiration  
Funds  
Technical know-how

More coordination is needed within and among intergovernmental organizations for monitoring women, peace and security work. The EU has been actively working in this direction for several years through its comprehensive strategy and roadmap. During the Nordic seminar, participants also talked about forming networks or a common platform at the sub-regional level in order to have discussions and share activities, methods for implementation and good practices. As a participant from the Commonwealth Secretariat as well as participants during group sessions pointed out, it is important to strengthen and develop already existing networks, instead of spending time and energy on creating new ones. This can save time and resources. One suggestion was to develop region-specific strategies for existing networks and then develop a platform for connecting these regional networks globally.

The discussion about international collaborations and stakeholders also focused on the UN. During the Nordic session, Lis Garval from the Danish Ministry of Foreign Affairs noted that more needs to be known about what is being done at the UN level, particularly within the Security Council. Participants also reflected on the role of the UN in supporting regional, national and local activities. In this area, two concerns were raised during the south-south seminar. Bandana Rana from the organization Saathi in Nepal spoke about the disconnect between policy at UN headquarters and what is being done by local offices. Secondly, several participants noted that CSOs and other national actors in some countries and areas are skeptical about the UN in general, making it difficult for the organization’s work to be effective.

During group discussions, participants suggested that reports from the country level to the UN system should not be a one way process. The UN should rather provide feedback to the Member States,

for example by creating a global index or a virtual library on women, peace and security issues. It was also suggested that the UN should create an international personnel database for high-level women in order to facilitate the process of nominating women to leadership positions. This could also be done in collaboration with other inter-governmental organizations such as the EU and the AU.

## 4. Indicators

*Indicators need to be streamlined to some extent to be able to create a comparison. However, indicators must be developed by each country to be able to measure the specific change. There are no one size fits all indicators! We have different cultures and different problems.*

*Adama Diop, Femmes Africa Solidarité, Senegal*

The topic of indicators for monitoring the progress and impact of women, peace and security work was one of the main focuses of the conference. As noted by Kristin Valasek from the Geneva Centre for the Democratic Control of Armed Forces, in order to measure progress and change it is important to have a clear picture of where we are starting and a clear vision of where we would like to go to. She went on to emphasize the importance of agreeing on common goals on women, peace and security issues. She underlined the positive vision that the women, peace and security resolutions outline, particularly Resolution 1325, and asked where we are today, saying that this can help us identify what activities, programming and indicators are needed to move towards and eventually realize this vision. As Nana Pratt from the Mano River Women's Peace Network/West Africa Network for Peacebuilding (WANEP) mentioned, normative frameworks, such as the women, peace and security resolutions, can serve as benchmarks since they

### Criteria for gender-sensitive indicators

**Valid:** Indicators should measure the aspects of the program that they are intended to measure.

**Specific:** Indicators should only measure the aspect of the program that they are intended to measure.

**Reliable:** Indicators should minimize measurement error and should produce the same results consistently over time, regardless of the observer or respondent.

**Comparable:** Indicators should use comparable units and denominators that will enable an increased understanding of impact or effectiveness across different population groups or program approaches.

**Non-directional:** Indicators should be developed to allow change in any direction, and not specify a direction in their wording (for example: an indicator should be worded as "the level of awareness" instead of "an increased awareness").

**Precise:** Indicators should have clear, well-specified definitions.

**Feasible:** It must be possible to measure an indicator using available tools and methods.

**Programmatically relevant:** Indicators should be specifically linked to a programmatic input, output or outcome.

*Shelah S. Bloom, "Violence against Women and Girls – A Compendium of Monitoring and Evaluation Indicators",*

*AUSAID 2009; p.24*

### From the Glossary...

**Progress Indicator** aims to demonstrate if a specific activity outlined in the program has been achieved.

**Impact Indicator** aims to highlight intended and unintended results and impact of the program or policy on a broader level, and tend to be more qualitative in nature, focusing on opinions and longer-term goals, such as changes in social norms.

outline common standards that should be achieved when aiming to implement the resolutions.

Rather than focusing solely on numeric indicators, participants repeatedly emphasized that there is also a need for qualitative indicators. Euphrasie Yao from the Directorate for Gender Equal-

ity in Côte D'Ivoire and others noted that it is not enough to count the number of women in peace processes or parliaments, but that indicators need to measure the impact these women have with respect to political change. Such impact indicators require even greater sources of information since they measure the long term effects different actions have. Participants repeatedly stressed that qualitative indicators are needed in order to cross-check and amplify quantitative data. Similarly, Jasmin Galace from the Miriam College Center for Peace Education underlined that also discriminative attitudes, sexist and aggressive behavior can lead to the failure of peace processes. She highlighted that it is not only important that women therefore participate in peace processes, but that also the attitude of men and women involved is measured as it indicates the potential for gender-sensitive peace negotiations.



Annie Matundu from WILPF in the Democratic Republic of the Congo (DRC) noted that indicators need to be identified or adapted to reflect the context which they hope to measure. In conflict-affected areas such as the DRC, indicators cannot rely on the same form of data collection as in countries experiencing peace. Indicators need to be realistic and the agencies developing these indicators need to take into account what data is needed to inform them. The data collection processes and the data available in countries vary significantly.

During the group discussions during the second day of the conference, participants were asked to brainstorm what indicators they would find useful and which ones that would be most relevant in their own country and working context. Participants were asked to write down these indicators and to brainstorm what tools and data would be needed to inform these indicators. After collecting the lists of indicators, the organizers divided them into a) the thematic areas of participation, prevention and protection, and b) which indicators would be relevant at the national and/or global levels. Taking into account the UN initiative to collect global indicators to monitor the implementation of Resolution 1325 as outlined by paragraph 17 of Resolution 1889, the organizers referred to 'global indicators' as indicators applicable for international organizations and transnational women, peace and security issues.

## Participation

Participants suggested a wide variety of indicators to measure women’s participation as outlined in the women, peace and security resolutions. Some of the indicators suggested by participants for measuring participation as outlined in the women, peace and security resolutions are listed below. While these and the other indicators listed below are a good starting place, to put these indicators to use more work would need to be done to make all of them quantifiable and to concretize their content, particularly in terms of making them specific, measurable, achievable, relevant and time-oriented (the so-called SMART criteria).

	National Indicator	Global Indicator
<b>Governmental level</b>	<ul style="list-style-type: none"> <li>• Number of women in governmental positions (ministries)</li> <li>• Quota system in place at the national, local and institutional level</li> </ul>	<ul style="list-style-type: none"> <li>• Percentage of countries adopting NAPs</li> </ul>
<b>Peace process</b>	<ul style="list-style-type: none"> <li>• Number of grassroots women’s organizations involved in peace processes</li> <li>• Gender issues included in formal peace negotiations</li> <li>• Number of women in peace processes</li> <li>• Gender issues included in peace agreements</li> <li>• Number of male and female ex-combatants being rehabilitated and reintegrated in society</li> <li>• Number of younger people included in women, peace and security initiatives</li> </ul>	<ul style="list-style-type: none"> <li>• Impact analysis of gender-sensitive peace agreements, versus impact of non gender-sensitive peace agreements</li> <li>• Percentage of women in international peace negotiations</li> <li>• Number of women involved in decision-making on funding for development and/or peacebuilding</li> </ul>
<b>Political Processes</b>	<ul style="list-style-type: none"> <li>• Attitude and behavior of high-level politicians regarding women, peace and security issues</li> <li>• Number of capacity-building activities for men and women regarding political participation and gender issues</li> <li>• Women, peace and security issues raised in different political processes</li> <li>• Attitudes and percentages of men staying at home and fulfilling parental roles</li> </ul>	<ul style="list-style-type: none"> <li>• Funding conditioned to gender balance in decision-making positions</li> <li>• Number of women and impact of their actions in international organizations dealing with security issues</li> <li>• Number of gender-sensitive/gender-trained personnel in high-level positions</li> </ul>
<b>Civil society involvement</b>	<ul style="list-style-type: none"> <li>• Participation of men and women in civil society processes and initiatives</li> <li>• Percent increase of resources allocated to local women NGOs</li> <li>• Number of meetings between all relevant actors (NGOs, government representatives, international organizations)</li> <li>• Degree of collaboration between different women’s organizations</li> </ul>	<ul style="list-style-type: none"> <li>• Number of networks and collaboration mechanisms on women, peace and security</li> </ul>
<b>Security Sector Institutions</b>	<ul style="list-style-type: none"> <li>• Number of women in security sector institutions</li> <li>• Number of women in decision-making positions in security sector institutions</li> <li>• Number of women that remain in security sector institutions over a defined period of time</li> </ul>	<ul style="list-style-type: none"> <li>• Equal participation of men and women in international peace support operations</li> <li>• Level of gender responsive environment in international peacekeeping missions</li> <li>• Number of studies and reports on lessons learned and good practices on the inclusion of women in peacekeeping missions</li> <li>• Attitudes and behaviors regarding female participation in security sector institutions</li> </ul>

## Prevention

With respect to prevention, participants mainly referred to sexual and gender-based violence (SGBV). Indicators such as gender training for security sector personnel as well as awareness-raising campaigns were among the most referenced indicators.

	National Indicator	Global Indicator
<b>Gender budgeting</b>	<ul style="list-style-type: none"> <li>Gender budgeting analysis implemented for all relevant stakeholders</li> <li>Percentage of funds allocated towards awareness raising on SGBV</li> </ul>	<ul style="list-style-type: none"> <li>Number of gender-sensitive impact evaluations conducted in tracking funds of donors in recipient countries</li> </ul>
<b>Post-traumatic support and health services to respond to SGBV</b>	<ul style="list-style-type: none"> <li>Number and type of services and programs responding to gender-specific needs</li> <li>Number of gender-responsive structures at the local level (schools, hospitals, access to justice mechanisms)</li> <li>Access for women, men, boys and girls to these structures and services</li> </ul>	
<b>Training of security sector personnel</b>	<ul style="list-style-type: none"> <li>Peace and gender issues incorporated in the formal curricula of the different security sector institutions</li> <li>Pre-deployment gender training for peacekeepers offered by troop contributing countries</li> </ul>	<ul style="list-style-type: none"> <li>Attitudes of male and female political leaders</li> <li>Number of reported cases of sexual exploitation and abuse (SEA) reported by UN peacekeepers</li> <li>In mission gender training for UN peacekeepers – level and number of staff trained and number of hours</li> </ul>
<b>Arms control</b>	<ul style="list-style-type: none"> <li>Number of arms control policies implemented</li> <li>Number of early warning mechanisms containing gender components established</li> </ul>	<ul style="list-style-type: none"> <li>Presence of international legal mechanisms to regulate the possession of small arms</li> </ul>
<b>Awareness and gender sensitivity</b>	<ul style="list-style-type: none"> <li>Awareness-raising campaigns and media reporting on peaceful and gender responsive initiatives</li> <li>Research conducted and data collected on women, peace and security issues</li> <li>Number of violations of women, peace and security provisions</li> </ul>	<ul style="list-style-type: none"> <li>Gender-sensitive policies on a global level</li> <li>Coordination mechanisms and regularity of contact between international organizations, civil society and governmental actors</li> </ul>

## Protection

Protection is an issue that may overlap with prevention since well-established and functioning protection systems may also serve as a tool for gender-based violence prevention. The vast majority of the participants seemed to agree that the number of cases of SGBV prosecuted and sentenced is one of the most important indicator to measure.

	National Indicator	Global Indicator
<b>Perception of security</b>	<ul style="list-style-type: none"> <li>• Perception of security among the local population</li> <li>• Gender-sensitive content of peace agreements</li> <li>• Reduction of small arms and light weapons possession</li> </ul>	
<b>SGBV response mechanisms</b>	<ul style="list-style-type: none"> <li>• Budget allocation for different sectors regarding SGBV (health, justice, correction facilities)</li> <li>• Number and quality of services responding to SGBV</li> <li>• Change of attitudes on SGBV</li> <li>• Number of women accessing health and justice services</li> </ul>	
<b>Security sector institutions</b>	<ul style="list-style-type: none"> <li>• Sexual harassment policies and code of conducts implemented in the security sector</li> <li>• Gender training conducted to security sector personnel</li> <li>• Coverage of gender training in the security sector</li> <li>• Number of protection mechanisms for internally displaced persons (IDPs) and refugees</li> <li>• Number of health programs implemented for refugees and IDPs</li> <li>• Gender-sensitive correction facilities</li> </ul>	<ul style="list-style-type: none"> <li>• Code of conducts established in peace support operations</li> <li>• Gender trainings conducted to international mission personnel</li> </ul>
<b>Justice system</b>	<ul style="list-style-type: none"> <li>• Functioning justice system (including judges and prosecutors trained in gender issues)</li> <li>• Laws protecting from SGBV (domestic and sexual violence)</li> <li>• Number of GBV cases reported, prosecuted and sentenced</li> </ul>	<ul style="list-style-type: none"> <li>• Availability for referral systems for men, women, boys and girls</li> </ul>

Although there was a general consensus on several indicators that repeatedly appeared, participants also agreed that there are no one-size-fits-all indicators. As Adama Diop of Femmes Africa Solidarité (FAS) summarized, there are different issues, cultures and problems in Africa and in other regions. Therefore there are different types of indicators on women, peace and security issues. However, she emphasized that there is a need for some sort of consensus on some indicators in order to compare the implementation of Resolution 1325,



1820, 1888 and 1889 across countries and regions. Bilquis Tahira from UNIFEM Pakistan emphasized the need for a general harmonization of indicators and of the core areas of concern. The tables above are examples of indicators that were mentioned during the conference, but do not represent a global consensus from the conference on women, peace and security indicators.

# 5.

## Capacities for data collection

*Quality research and collection of evidence-based data requires a lot of training and lots of time!*

*Bandana Rana, Saathi, Nepal*

### **Why is capacity-building needed for monitoring of women, peace and security work?**

The adoption of an NAP can show a government's commitment to improving the coverage, quality, and frequency of collection of gender-sensitive research and sex-disaggregated data. However, this commitment does not always go hand in hand with the actual ability to fulfill these goals from a technical standpoint. To close this gap at the national level, organizations and personnel must work to increase their technical expertise on data collection processes, the development of indicators and appropriate monitoring and evaluation mechanisms. Technical training programs, improved staffing capacities, and better communication channels may help to supply national institutions with the resources that monitoring processes require. This work sometimes requires support from external organizations, such as assistance from international statistical agencies to develop methodological guidelines and undertake new data collection efforts, or commitment from international partners to hold training programs.

Indicators to monitor the women, peace and security resolutions and National Action Plans do not only depend on the benchmarks and standards formulated as goals and objectives. They also depend on the capacity and data that is needed and available in order to measure them. Throughout the conference participants also stressed that governmental actors and CSOs often do not have the capacity or technical know-how to carry out monitoring and evaluation activities on women, peace and security issues, including the collection of data. Particular areas of difficulty in-

clude measuring the impact of activities and data analysis. For this reason, participants stressed the need for capacity-building activities. For example, Dorothy Onny from the Ministry of Women and Children's Affairs of Ghana mentioned that capacity-building is important at all levels of the government and that it is essential to collaborate with local CSOs. Conference participants worked to identify the tools necessary to assist various stakeholders in strengthening their abilities to adequately measure the impact and progress made on for the implementation of women, peace and security issues.

During the Nordic seminar, participants noted that gender issues often tend to be priorities for one or two people within institutions, but when those individuals leave, gender tends to become less of a priority issue. Because of this, capacity-building is also needed to ensure continuity and to strengthen institutional memory within institutions that have high turnover rates, such as government ministries, UN agencies or peacekeeping operations.

On the issue of capacities for data collection, the importance of context was brought up on numerous occasions. Participants who are from or who have worked in countries in transition, post-conflict, developing, and conflict-affected countries talked about the assorted problems with collecting data. Bandana Rana from Saathi and Seibatu Sanor from the Liberia Institute of Statistics and Geo-Information Services stressed the importance of quality research and well-trained interviewers. Bandana Rana noted that quality research requires a lot of training. She spoke of experiences in Ne-

pal where they tried to have local women conduct interviews to gather data, but found that this was very time-consuming. Seibatu Sanor noted that well-trained interviewers are important both for the experience of the victims who are being interviewed and for the quality of the data.

Participants gave input on what types of data are helpful. Elsie Effange-Mbella from the UN Mission in the DR Congo (MONUC) highlighted that it is not only important to assess capacities, available data and actors, but also to analyze the use of the data collected. Several action plans have been criticized for being too ambitious regarding the use of indicators and not being able to feed the indicators and collect the data that is needed to measure them. Rachel Gogoua of the NGO Organisation National pour l'Enfant et la Famille (ONEF) in Côte D'Ivoire stressed that in order to effectively monitor and evaluate the implementation of Resolution 1325, we need data that reflects the current situation, data that is useful for making decisions and data that will help us move forward.

Conference participants brought attention to the fact that individual stakeholders and actors often have different viewpoints and priorities and often have their own agenda. For this reason, a key consideration in talking about data collection is who is collecting the data, doing the analysis, and how is the data being used. Annie Matundu from the Women's International League for Peace and Freedom in the DRC reminded everyone that all stakeholders have their own agendas and that they influence the data they offer. Jan Marie Fritz from the University of Cincinnati spoke about standpoint theory which acknowledges that everyone has different world views. This makes what we want to know very different. She also suggested triangulation as a method of ensuring that data collected is as accurate as possible. Triangulation means getting as many opinions about subjects as possible. During group discussions, it was also emphasized that knowledge of the local context is central to the data analysis.

While donor countries in the global north often set standards and indicators for the implementation of women, peace and security issues, local organizations and governmental entities find themselves responsible for the implementation of outlined activities and for the data collection to feed these indicators. The expectation of what data is needed often conflicts with the realities on the ground and most im-

portantly with the availability of such data. Data is especially difficult to gather in conflict and post-conflict societies. The issue of donor criteria for data collection on the ground was central to the participants. Sabra Bano from the Dutch Gender Concerns International emphasized the importance of reflecting on the different criteria for indicators and of looking at the broader impact that activities can have on societies. She emphasized that individual projects from local civil society organizations need to be contextualized. Natasa Petrovic from the Belgrade Fund for Political Excellence in Serbia highlighted that CSOs can often provide data particularly for quantitative data collection and that there is a general need for awareness-raising on gender-sensitive data collection and indicators among the donor community.

#### **Need for "1325 literacy programs"**

A lot of people do not know what the women, peace and security resolutions are about, even among women's organizations in South America. One of CSOs' main challenges is to build capacity around this resolution. CSOs should inform and pressure their own governments. In addition, as soon as the government changes the process of capacity building starts all over again. What we need is continuity, as well as regional synergies and cooperation.

*Ximena Ximenes,  
Independent consultant, Chile*

Manuela Mesa Peinado from the Fundación Cultura de Paz summarized that a critical issue is the need for data from a donor perspective and the difficulties of collecting gender-sensitive data on the ground. By readdressing the indicators needed for National Action Plans on women, peace and security, she emphasized that one focus should remain on the positive and measurable indicators, such as a 50% participation of women in government decisions around security instead of trying to measure the exact number of cases of SGBV.



No matter what data collection and monitoring and evaluation processes are established, participants stressed the importance of making sure that the methodology for data collection is participatory, gender-sensitive, and context specific. Jasmin Galace from the Miriam College Center for Peace Education recommended the use of random survey interviews, focus group discussions, and questionnaires when trying to

measure change. Jan Marie Fritz from the University of Cincinnati noted that there should be transparency about the data collection methodology and any problems with the data. Carole Doucet of the UN Mission in Liberia (UNMIL) noted that in Liberia proactive measures have amplified the collection of data. This included awareness raising and the creation of better facilities.

Needed capacity	Capacity-building activity (National)	Capacity-building activity (International)
Improved knowledge of staff (internal)	<ul style="list-style-type: none"> <li>Ensure gender training for all personnel involved in data collection</li> <li>Develop training courses and modules for training on data collection</li> <li>Design recruitment processes to improve sustainability of staffing</li> </ul>	<ul style="list-style-type: none"> <li>Host training of trainers</li> <li>Require training for all staff involved in funded projects</li> <li>Supply staff to partner with local level institutions on gender training</li> </ul>
Resources for greater monitoring (internal)	<ul style="list-style-type: none"> <li>Include resources for monitoring and evaluation within project budgets</li> <li>Increase funds for technical staff salaries</li> </ul>	<ul style="list-style-type: none"> <li>Increase donor funding for capacity constraints</li> </ul>
Improved communication between actors (external)	<ul style="list-style-type: none"> <li>Improve channels for national level personnel working on similar topics</li> <li>Increase information sharing opportunities through networks</li> <li>Collect and disseminate of best practices and useful resources</li> </ul>	<ul style="list-style-type: none"> <li>Build Communities of Practice and other mediums for sharing information</li> <li>Participate in forums to enhance knowledge sharing</li> </ul>

While the conference discussion on capacity-building focused on data collection and analysis, there were also other forms of capacity that were addressed by the participants. For example, according to representatives from the Côte D'Ivoire, capacity-building can start at the most basic level, such as literacy for women in the community. If women cannot read or write, they cannot effectively participate in giving input on policy documents or access the data that affects them. This is a longer term perspective on capacity-building that would enhance the ability of women to contribute to this process over time. As mentioned during the conference, there are also many short-term needs as well, for instance, women's needs for greater security and protection from the system must be addressed, as well as their perception of that security.

## National level

Mavic Cabrera-Balleza from the International Women's Tribune Centre stressed the need for coordination of the various processes of data collection at the national level. She noted that some groups are more attractive to data collectors than others because of language and issues of access to sources on the ground. The result can be that some communities are interviewed multiple times. This can have a detrimental effect on the people that are being interviewed.

### Sources of Data

Throughout the discussions, participants identified a broad range of sources of data. These included civil society organizations, including those working with service providing agencies such as shelters and civil society networks; teachers and other education personnel; health workers; media; international and regional organizations working in the country; peacekeeping missions; universities; community elders; and a wide-range of government agencies, including statistical offices.

Once the needed data and information has been collected, organizations should share the collected information in the communities that were the original source of data. Completing this feedback loop is of paramount importance to enhancing people's will for monitoring and improving potential collaborative efforts. This will build trust between partners, illustrate the 'value added' of the work completed and create sustainability for future work. Bandana Rana of Saathi from Nepal suggested that the organization or institution collecting data needs to give feedback to communities about what the data is being used for.

Many participants stressed the need for providing services and protection to people who are providing data. Natasa Petrovic from the Belgrade Fund for Political Excellence spoke about this with regard to women who have been raped. She spoke about how provision of services for sources can help to increase people's trust in an organization which can help with data collection efforts. Bandana Rana of Saathi from Nepal said that information-collecting organizations can provide information about services available which can help victims open up. Sanam Anderlini from the Massachusetts Institute of Technology and the International Civil Society Action Network emphasized that protection should be offered to interviewees and said that it is important to compensate NGOs for data gathering. She also noted that it is a challenge to protect the gathered information and the sources of that information.

Rachel Gogoua from the Organisation National pour l'Enfant et la Famille (ONEF) shared an example from Côte D'Ivoire of bringing together responsible actors, including judges, police and local researchers, for training programs in data collection on SGBV. Her organization found that judges couldn't use police reports in many cases because they were not written properly. To address

this, Rachel Gogoua suggested that police be trained in report writing to meet the requirements of judicial standards. She noted that the training programs were successful on two levels: first, they enhanced the strategies for aggregated data collection; additionally, the trainings greatly improved the ways in which these actors communicated and shared information. The results were strengthened capacities of the various responsible actors and improved interactions with women in the community. In this way, cross-institutional coordination and support helped to improve the data collection and monitoring and evaluation processes.

Such standardization and aggregation is an important element to monitoring and evaluation, particularly since data can come from a variety of different sources. Many participants stressed the need to assess what data is available and where it can be obtained when thinking about a monitoring and evaluation framework. This can help to minimize duplication and help to lessen the amount of resources needed to collect data. In this area, Manuela Mesa Peinado from the Fundación Cultura de Paz in Spain emphasized that all sources of data need to be considered and that it is important not to disregard available data because it doesn't meet scientific standards.

## **Regional and International levels**

At the regional level, participants suggested a range of small steps that can have a great output for stakeholder's capacity development. For example, regional organizations often act as clearing houses for information, collecting and assimilating information before it is sent to the international level, and holding individual countries accountable if information is not available. Participants suggested that such mechanisms should be used to collect, assimilate and validate data, as it would provide a greater opportunity for understanding trends over time.

When thinking about sources of data, participants reflected on currently existing reporting schemes considering how data coming from these reporting processes be used for monitoring and evaluation of the implementation of Resolution 1325. One suggestion made during group discussions was that a provision of the implementation of Resolution 1325 could be included in reporting on the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) in its shadow reports and in other ongoing processes and indices, such as the Millennium Development Goals and the United Nations Development Program's Gender-related Development Index (GDI) and Gender Empowerment Measure (GEM). Using already existing reporting processes could be an effective method to increase the efficiency of monitoring and evaluation for women, peace and security and could help to draw upon existing data. This would ease the burden of information that individual CSOs have to provide and enhance the output of their work by connecting it to the larger framework on gender and equality.

# 6.

## Funds, budgeting and planning

*A lot of National Action Plans are funded by countries in the global north, but what perception is this creating? When the donors pull out, we need to make the Action Plan a part of the national budgets – but to achieve this we need a feeling of national ownership.*

*Mavic Cabrera-Balleza, IWTC, USA*

In order to be realistic and achievable, the activities included in NAPs need to be linked to concrete time lines and resources. One of the greatest obstacles for the successful implementation of action plans has been the allocation of sufficient resources, including realistic planning and investing of these resources. Objectives and activities cannot be put into practice without a realistic and comprehensive planning of resources and time frames. In terms of allocating resources and seeking funding, a remarkable difference can be observed between post-conflict countries with NAPs and countries in situations of peace. Post-conflict countries have often relied on external funding to develop and implement their NAPs. Countries with NAPs in the global north are therefore considered potential donors for women, peace and security initiatives in post-conflict countries.



Donors contributing to women, peace and security activities have the unique ability to call for numbers and reporting as part of bilateral and multilateral agreements. Such reporting can result in quality information which can be helpful for other monitoring and evaluation activities. A number of participants suggested tying donor funding to the condition that the funded initiatives have a gender component or that gender is mainstreamed in the initiatives. Annie Matundu from the Women's International League for Peace and Freedom in the Democratic Republic of Congo noted that if donors demanded accountability, this would help with the collection of reliable data.

Annelise Ebbe from WILPF Denmark reminded participants that donors need to track the funds they invest. One of the challenges in doing this are the discrepancies between what is reported to donors and what actually happens on the ground. She gave an example of examining the impact of funding provisions for a refugee camp. The donor organization found out that the food they hoped to provide with their funding never arrived at the camp but was instead withheld by the distributors. In addition, the statements provided by the local authorities did not match with the reports of the refugees.

As noted above, several participants suggested that donors should insist that gender is included in any projects that they fund. Elsie Effange-Mbella from MONUC further suggested that donors should insist that there is a gender budget attached to gender projects. She emphasized that there needs to be accountability for whether and how funds have reached gender issues. Without adequate implementation and reporting, donors should withhold funding.

A great deal of the south-south seminar focused on the importance of making specific provisions for Resolution 1325 activities in government budgets. Mavic Cabrera-Balleza from the International Women's Tribune Center spoke about how several NAPs have been funded by the North. She noted that when external actors leave, women, peace and security provisions need to be part of the national budget to ensure that the work done on the NAP is not lost.

Another issue relating to funding was CSOs' access to funds. A participant from Pakistan stressed that funding should not be only given to governments for action on Resolution 1325, but should also be provided for CSOs and CSO networks. During the south-south seminar, it was suggested several times that southern CSOs need support on where to find funding and how to apply for this funding. For example, Rachel Gogoua from the Organisation National pour l'Enfant et la Famille (ONEF) said that in Côte D'Ivoire they have been able to mobilize funds for women, peace and security work from the private sector. However, in many cases, CSOs don't know where to find money. She suggested that CSOs and other organizations and institutions in the north can help southern CSOs locate sources. Rachel Gogoua then pointed out that capacity-building and education can also be necessary in this area since it is hard to make the case for funds if you do not know how to read or write. Bandana Rana also noted that it would be helpful to know how donor countries and UN agencies prioritize what funding is needed and where funding is allocated saying that this is not transparent enough right now. While such funding is crucial, Bandana Rana from Saathi gave a word of caution reminding participants that donor allocation policies can sometimes lead to fragmentation instead of cooperation between CSOs.

While the provision of outside funding is often crucial for the development, implementation, monitoring and evaluation of NAPs as well as other women, peace and security activities, Pamela Villalobos from the Chilean Ministry of Defense reminded participants that rather than focusing on the provision of funding, we should focus on building the political will of governments to undertake women, peace and security initiatives saying that this will translate into a budget for these activities.

# 7.

## Suggestions for future initiatives and recommendations

*Why have we been unable to make a substantial difference on the ground to improve women's lives in conflict and post-conflict regions? We know what to do and why to do it, however the central question is how!*

*Fredrik Arthur, Ambassador for women's rights and gender equality, Norwegian Ministry of Foreign Affairs*

On the last day of the conference, the conference organizers held an evaluation of the conference to collect comments and feedback from participants. The main areas that participants said that they had enjoyed the most were the participatory nature of the conference and the fishbowl sessions, facilitated by the dynamic and highly professional moderators. Many participants also mentioned the networking aspects of the conference as very positive since they had been able to connect with other experienced and committed people working on similar issues. Many participants were also positive about the conference package that had been given out to all participants. Many participants considered it a resource because of its small and handy format and comprehensive content.



In regard to what they would have done differently, a number of participants said that they thought the conference format was intended for a smaller sized group and that the small group discussions

### **Resolution 1325 as a security issue**

*Security issues are often seen as men's issues alone and gender issues refer only to women. The beauty of Resolution 1325 is that it took away women and security issues from the usual gender framework and placed them on the international peace and security agenda*

*Mavic Cabrera-Balleza,  
IWCT, USA*

should have been the main methodology for discussion from the beginning. Other participants thought that by only focusing on indicators, people were confused about how these fit into more general NAP work. It therefore made the discussions focus more on the needs that exist for improving monitoring and evaluation than on indicators. One participant was concerned about whether any concrete global indicators had come out of the conference. This comment refers to paragraph 17 of Resolution 1889, which

requires that a set of global indicators for the implementation of Resolution 1325. The same participant stated however that the conference had produced great ideas for some national indicators.

During the conference, participants mentioned several suggestions about how to proceed and how to collaborate more effectively. The upcoming 10th anniversary of Resolution 1325 provides a timely opportunity to reflect on past and ongoing efforts to implement women, peace and security provisions and to brainstorm methods for how to continue and improve these activities. It also provides a good opportunity to reflect on how monitoring and evaluation has been done to date, what areas have proven problematic, and how we might improve these efforts in the future.

Before the conference was concluded, conference participants were asked to make at least one promise to themselves regarding commitments to follow up on the issues discussed at the conference. These promises were, among others, to:

- Outline policy recommendations for developing and/or monitoring the National Action Plan of their country and put pressure on the national government to monitor the NAP;
- Advocate for a revision of the National Action Plan of their country to include indicators and time plans to facilitate monitoring;
- Organize follow-up meetings back home on monitoring of women, peace and security issues and NAPs;
- Promote the inclusion of men in the women, peace and security agenda;
- Organize one activity per month during the next year to promote Resolution 1325, until the anniversary in October 2010;
- Conduct more research on women, peace and security issues, such as gender in the military and women's participation in post-conflict societies;
- Disseminate the conference report among relevant national CSOs and government ministries;
- Gender-sensitize security policy experts and address women, peace and security as security issues;
- Promote regional NGO networks for women, peace and security;
- Work to raise awareness about Resolution 1325 in the Arab world and to include more women from Arab countries in women, peace and security networks;
- Become a watchdog of women, peace and security issues within their own organizations and sensitize their colleagues;
- Encourage training for gender-sensitive data collection;
- Advocate for proper reporting mechanisms for women, peace and security within the UN;
- Not let the north off the hook!

Some of the key suggestions and conclusions from the conference include:

### **General policies and capacities**

- Women, peace and security is not only a gender issue – we should make use of the security framing;
- Men need to be part of both implementing and monitoring the women, peace and security resolutions.
- Women, peace and security issues cannot only be solved by military interventions and peace-keeping. There is a great need to focus on and invest in peacebuilding and recovery, as well as on the reintegration of men, boys, women and girls in post-conflict societies. Additionally, there is a need to better measure the impact of aid delivered through 1325 funds.
- Institutions that have high turnover rates, such as government ministries and the UN, need capacity-building and other methods for institutionalizing policies and activities to implement and monitor women, peace and security work to ensure continuity and to strengthen institutional memory.

## Data collection and indicators

- To ensure good data collection, interviewers and researchers need to be well-trained in both women, peace and security analysis and in data collection techniques.
- It is important to coordinate data collection processes and to standardize the form of the collected data to create comparable sets of information for the purpose of the monitoring and evaluation of women, peace and security. It is also important to give feedback to the interviewed communities about what the data is being used for.
- In addition to numeric indicators, there is a need to focus on qualitative indicators that measure the change in attitudes, behaviors and other long-term effects. This is especially needed to cross-check and amplify quantitative data.
- Indicators need to be realistic and the agencies and organizations developing these indicators need to take into account what data is needed to inform them. The data collection processes and the data available in various countries differ significantly. In conflict-affected areas, indicators cannot rely on the same form of data collection as in countries in times of peace. Indicators must therefore be adapted to reflect the context in which they are developed.
- There is a need for a general harmonization of some indicators for the core areas of concern in order to compare the implementation of Resolution 1325, 1820, 1888 and 1889 across countries and regions. These indicators can be added to the context-specific indicators that should be outlined for each country/region and its NAP.
- Suggestions to improve the development of relevant indicators and data included:
  - Hold annual meetings between international actors to streamline developed indicators for women, peace and security on different levels to gain and collect comparative data;
  - Establish an international system to collect and compare data on women, peace and security (e.g. coordinated by the UN). This would be one way to improve collaborative data relationships with nontraditional institutions which would allow the countries to better monitor such indicators as the number of women that are participants in crisis operations and women working in mission level operations;
  - Create guidelines on how to develop indicators for National Action Plans for women, peace and security that are SMART (specific, measurable, achievable, relevant and time-oriented) on a national level, based on the on lessons learnt from already existing NAPs;

## National mechanisms

- Political will is essential for developing, implementing and monitoring a National Action Plan for Resolution 1325. Such political will is important throughout development, implementation, monitoring and evaluation processes;
- CSOs need to be part of both the process to outline and to monitor the implementation of a National Action Plan to ensure local ownership and grassroots engagement in evaluating the long-term impact of the plan;
- Adequate resources are needed to develop appropriate indicators and data collection mechanisms, as well as to increase the capacity to conduct impact evaluations and measure change. Gender budgeting can be one effective tool to identify resources that are not currently allocated to women, peace and security, but could be reallocated there. The possibilities of receiving funds from the private sector could also be explored;

- Frequent meetings and well-coordinated collaboration between the government ministries that are responsible for implementing the NAP is essential for the monitoring process;
- Strengthened national collaboration mechanisms that involve civil society and state actors on monitoring and evaluation are important in order to monitor and evaluate NAP implementation, and to map and monitor different activities and initiatives on the national level.

## International mechanisms

- North-south collaborations should not be implemented top-down according to how the funds are flowing, but should rather take the form of mutually beneficial partnerships where the process in the country in the global south also helps to feed into the policy and processes in the global north. There should be a two-way information flow, meaning that information and resources is given in support of southern NAPs, and information from the country situations is provided to the donor countries to inform and refine their own NAPs;
- To support more countries of the global south in developing National Action Plans, we can give them GIFTs: Give Guidance (countries who have developed their NAPs can help to guide countries who are currently undergoing that process through sharing lessons learned and good practices); Inspiration (networks of people affected by conflict can be inspired by conflict-affected countries that have undergone NAP development processes); Funds (share information on where to access funds to support the development, implementation, monitoring and evaluation of NAPs and also directly provide funds to support NAP development processes); and Technical know-how (share information and capacity-building on how to implement and monitor NAPs);
- Improved international collaboration mechanisms are needed between states, organizations and other actors working on women, peace and security. This should allow more information-sharing on lessons learned, coordination and peer reviews, to continue with a dialogue and exchange of experiences. Some suggestions include:
  - Inter-Parliamentary Union (IPU) could address NAPs, using the 10-year anniversary of Resolution 1325 to call attention to the women, peace and security resolutions and NAPs, and integrate the work into ongoing agendas of military police inter-parliamentary meetings (or similar non-traditional inception points);
  - Continuous meetings to coordinate the monitoring of the EU and AU (and other inter-governmental organizations) Member States' work on women, peace and security to share data and to encourage more states to adopt NAPs;
  - Make use of existing reporting mechanisms to monitor national and international implementation of the women, peace and security resolutions, such as the CEDAW country reports. For this purpose, reports from the country level to the UN system should not be a one way process. The UN should provide feedback to Member States, for example by creating a global index or a virtual library on women, peace and security issues;



- Virtual forums between experts and implementing bodies of national governments exchanging experiences and data on women, peace and security issues. For example, after the conference in December 2009, UN-INSTRAW established an email list serve for the conference participants to continue the discussions, which can be enlarged to include other experts on monitoring women, peace and security work;
- Expert groups to assist countries in developing and updating their National Action Plans for Resolution 1325, to give technical assistance to outline standardized and context-relevant indicators, and to support the definition of baselines, goals and feasibility of collecting necessary information;
- Create an international database for high-level women in order to facilitate the process of nominating women to leadership positions. This could also be done in collaboration with other inter-governmental organizations such as the EU and the AU;
- Regional collaborations between implementing parties and civil society organizations. For example: annual meetings at the Nordic level to discuss lessons learned, coordination and peer reviews of the monitoring of the NAPs; meetings between countries of other regions to discuss monitoring of NAPs and how to encourage more countries of the global south to draft and adopt new NAPs.

## Concluding remarks

The conference Putting Policy into Practice was one among the first international efforts to discuss monitoring of the UN Security Council women, peace and security resolutions which included participants from around the world and from multiple sectors, including CSOs, researchers, UN representatives and government officials. The conference was meant as a starting point for ongoing discussions about this important topic and will hopefully continue, spawning clearer monitoring frameworks for measuring the implementation of Resolution 1325 and its sister resolutions, both nationally and internationally. In this regard, the organizers hope that the 10th Anniversary of Resolution 1325 in 2010 will be a landmark, particularly for the establishment of concrete, comprehensive and sustainable monitoring mechanisms for women, peace and security work.

## Annex I - List of Participants

Name	Organisation	Country
Palwasha Kaker	Ministry of Women's Affairs	Afghanistan
Afffa Azim	Afghan Women's Network	Afghanistan
Juan Anibal Barria Garcia	Argentinian Embassy Oslo	Argentina
Cecilia Mazzotta	Red de Seguridad y Defensa de America Latina (RESDAL)	Argentina
Barbara Kühhas	CARE Austria	Austria
Katelijn De Nijs	Ministry of Foreign Affairs	Belgium
Hilde Segers	NATO - Office on Gender Perspective	Belgium
Emma Achilli	European Commission	Belgium
Catherine Mabobori	Collectif des Associations et ONGS Feminines du Burundi (CAFOB)	Burundi
Pamela Villalobos	Ministry of Defense	Chile
Ximena Ximenez	Independent Consultant	Chile
Catalina Buitrago	UN Development Fund for Women (UNIFEM)	Colombia
Adriana Gonzalez Sanabria	Women's International League for Peace and Freedom (LIMPAL)	Colombia
Andera Restrepo	Mesa de trabajo "Mujere y Conflicto Aramado"	Colombia
Rachel Gogoua	Organisation National pour l'Enfant et la Famille (ONEF)	Côte D'Ivoire
Euphrasie Hortense Yao Kouassi	Directorate for Gender Equality	Côte D'Ivoire
Ana Lukatela	Regional Women's Lobby for Peace, Security and Justice in Southeast Europe	Croatia
Annie Matundu	Women's International League for Peace and Freedom (WILPF)	Democratic Republic of Congo
Elsie Effange-Mbella	UN Mission DR Congo (MONUC)	Democratic Republic of Congo
Rose Mutombo	Cadre de Concertation des Femmes Congolaises (CAFCCO)	Democratic Republic of Congo
Annelise Ebbe	Women's International League for Peace and Freedom (WILPF)	Denmark
Lis Garval	Ministry of Foreign Affairs Denmark	Denmark
Corey Barr	UN-INSTRAW	Dominican Republic
Kristen Cordell	UN-INSTRAW	Dominican Republic
Nicola Popovic	Independent consultant	Dominican Republic
Julia Evelyn Martínez	Instituto Salvadoreño para el Desarrollo de la Mujer (ISDEMU)	El Salvador
Jeanne Flora Kayitesi	African Union Commission, Women, Gender & Development Directorate (WGDD)	Ethiopia
Heli Kanerva	Ministry of Foreign Affairs	Finland
Elina Hatakka	1325 Network	Finland
Päivi Mattila	University of Helsinki	Finland
Satu Suikkari-Kleven	Finnish Embassy Oslo	Finland
Margarete Jacob	Organisation for Economic Co-operation and Development (OECD)	France
Tamar Samedashvili	UN Development Fund for Women (UNIFEM)	Georgia
Elene Rusetskaia	Women's Information Center	Georgia
Gitti Hentschel	Heinrich Boell Foundation	Germany
Dorothy Onny	Ministry of Women and Children's Affairs (MOWAC)	Ghana
Euphemia Akos Dzathor	Women in Peacebuilding Network-Africa	Ghana
Ama Achiaa Amankwah	Journalist	Ghana
Elin R Sigurdardottir	Ministry of Foreign Affairs	Iceland

Name	Organisation	Country
Steinunn Gyðu- og Guðjónsdóttir	UNIFEM National Committee Iceland	Iceland
Ragna Sara Jonsdottir	UNIFEM National Committee Iceland	Iceland
Sarah Bolger	Department of Foreign Affairs	Ireland
Maria Ardaji	Norwegian Church Aid	Israel
Yofi Tirosh	Itach-Maaki: Women Lawyers for Social Justice	Israel
Ariana Qosaj Mustafa	Kosova Women's Network	Kosovo
Parleh Harris	Ministry of Gender & Development	Liberia
Carole Doucet	UN Mission in Liberia (UNMIL)	Liberia
Seibatu Sanor	Liberia Institute of Statistics and Geo-Information Services (LISGIS)	Liberia
Madhu Regmi	Ministry of Peace and Reconstruction	Nepal
Bandana Rana	Saathi	Nepal
Shobha Gautam	Independent Consultant	Nepal
Sabra Bano	Gender Concerns International	Netherlands
Karin Verbaken	Dutch working group on 1325	Netherlands
Martha Rubiano Skretteberg	FOKUS	Norway
Ida I. Bergstrøm	FOKUS	Norway
Jon Rian	FOKUS	Norway
Toiko Tønissøn Kleppe	FOKUS	Norway
Trine Tandberg	FOKUS	Norway
Mari Holmbo Ruge	Forum Norway 1325	Norway
Sidsel Aas	Forum Norway 1325	Norway
Anette Bringedal Houge	Independent consultant	Norway
Hilde Haug	Independent consultant	Norway
Anita Schjøelseth	International Peace Research Institute Oslo (PRIO)	Norway
Helga Hernes	International Peace Research Institute Oslo (PRIO)	Norway
Suk Chun	International Peace Research Institute Oslo (PRIO)	Norway
Torunn Tryggestad	International Peace Research Institute Oslo (PRIO)	Norway
Åshild Falch	International Peace Research Institute Oslo (PRIO)	Norway
Anita Haslie	Kilden	Norway
Sissel Salomonsen	Ministry of Children and Equality	Norway
Hanna Helene Syse	Ministry of Defence	Norway
Aida Ghebreselasie	Ministry of Foreign Affairs	Norway
Hilde Klemetsdal	Ministry of Foreign Affairs	Norway
Hilde Salvesen	Ministry of Foreign Affairs	Norway
Fredrik Arthur	Ministry of Foreign Affairs	Norway
Astrid Solhaug	Ministry of Justice and Police	Norway
Marit Sørvald	Nordic Consulting Group	Norway
Eirin Næss-Sørensen	Norwegian Church Aid	Norway
Thora Holter	Norwegian Agency for Development Cooperation (Norad)	Norway
Randi Lotsberg	Norwegian Agency for Development Cooperation (Norad)	Norway
Kristin Hauge	Cooperation (Norad)	Norway
Kari Karamé	Norwegian Embassy Kabul	Norway
Oddhild Günther	Norwegian Institute of International Affairs (NUPI)	Norway
Gunhild Hoogensen	Norwegian Refugee Council (NRC)	Norway
Cathrine Døscher	Univeristy of Tromsø	Norway
Lillian Angelo	Women's International League for Peace and Freedom (WILPF)	Norway

Name	Organisation	Country
Arda Aghazarian	Young Women's Christian Association (YWCA) Palestine	Occupied Palestinian Territories
Sarod Lashari	Ministry of Women Development	Pakistan
Rehana Hashmi	Ministry of Women Development	Pakistan
Bilquis Tahira	UN Development Fund for Women (UNIFEM)	Pakistan
Kishwar Sultana	INSAN	Pakistan
Nenita Quilenderino	Office of the Presidential Advisor of the Peace Process	Philippines
Jasmin N. Galace	Miriam College Center for Peace Education	Philippines
Adama Diop	Femmes Africa Solidarité	Senegal
Aminatta Dibba	Economic Community of West African States (ECOWAS)	Senegal
Natasa Petrovic	Belgrade Fund for Political Excellence	Serbia
Nana Pratt	Mano River Women's Peace Network / West Africa Network for Peacebuilding (WANEP)	Sierra Leone
Robina Patricia Marks	Department of Foreign Affairs	South Africa
Manuela Mesa Peinado	Fundación Cultura de Paz	Spain
Visaka Dharmadasa	Team 1325	Sri Lanka
Florence Korir	New Sudan Indigenous NGO Network (NESI-Network)	Sudan
Petra Tötterman Andorff	Women's International League for Peace and Freedom (WILPF)	Sweden
Anna Sundén	Operation 1325	Sweden
Isabelle Nilsson	Kvinna till Kvinna	Sweden
Daniel De Torres	Geneva Centre for the Democratic Control of Armed Forces (DCAF)	Switzerland
Kristin Valasek	Geneva Centre for the Democratic Control of Armed Forces (DCAF)	Switzerland
Rita Reddy	UN Integrated Mission in Timor-Leste (UNMIT)	Timor Leste
Ida Kigonya	Ministry of Gender, Labour and Social Development	Uganda
Juliet Were Oguttu	ISIS-WICCE (Women's International Cross-Cultural Exchange)	Uganda
Elsie Onubogu	Commonwealth Secretariat	UK
Mamusa Siyunyi	Commonwealth Secretariat	UK
Minna Lyytikäinen	International Alert	UK
Lesley Abdela	Eyecatcher Associates/Shevolution Consultancy	UK
Sarah Masters	International Action Network on Small Arms (IANSA)	UK
Charlotte Onslow	Gender Action for Peace and Security UK (GAPS)	UK
Gwendolyn Beetham	LSE Gender Institute	UK
Natalia Zakharova	Office of the Special Adviser to the Secretary-General on Gender Issues and Advancement of Women (OSAGI)	USA
Michael Wasco	Institute for Inclusive Security, Hunt Alternatives	USA
Mavic Cabrera-Balleza	International Women's Tribune Centre (IWTC)	USA
Sanam Anderlini	MIT / Int. Civil Society Action Network	USA
Sarah Taylor	NGO Working Group on Women, Peace and Security	USA
Hilary Anderson-Taborga	Organization of American States (OAS)	USA
Mendy Marsch	UN Children's Fund (UNICEF)	USA
Malika Bhandarkar	UN Development Fund for Women (UNIFEM)	USA
Upala Devi	UN Population Fund (UNFPA)	USA
Jan Marie Fritz	University of Cincinnati	USA
Ilja Luciak	Virginia Tech	USA

## Annex II – About the organizers

**Forum for Women and Development – FOKUS** is an umbrella-organization of 74 women's organizations in Norway which coordinates the member organizations' international solidarity work and functions as a competence and resource center on international women's issues. FOKUS' main goal is to improve women's social, economic and political situation, with an emphasis on countries in the global South. Furthermore, FOKUS strives to increase the Norwegian society's knowledge about and understanding of women's situation and role in the context of international development. Its aim is to strengthen collaboration among various Norwegian women's organizations in their international engagements. FOKUS believes that women united change the world and that organizing women serves as a basis for building societies without oppression.

Since 1979, **the United Nations International Research and Training Institute for the Advancement of Women (UN-INSTRAW)** has been the leading UN Institute devoted to research, capacity-development and knowledge management with the goal of achieving gender equality and women's empowerment. The Institute's participatory and innovative approaches to research have produced gender disaggregated data and research results that have served to better inform the design of training and capacity-building programmes and to strengthen stakeholder capacity to address and effectively integrate gender perspectives in all policies, programmes and projects. The goal of the UN-INSTRAW Gender, Peace and Security programme is to help increase women's visibility and participation in peace processes, strengthen protection mechanisms, and incorporate gender equality.

The essential task of the **Norwegian Ministry of Foreign Affairs** is to work for Norway's interests internationally: to safeguard the country's freedom, security and prosperity. With its eight departments, the Ministry of Foreign Affairs is the largest ministry in the Norwegian government administration. The Secretary General and Deputy Secretary General are the highest senior officials in the Ministry and are responsible for its general management.

In its policy platform, the Norwegian Government has committed itself to intensifying Norway's efforts to promote a more just world. The implementation of UN Security Council Resolution 1325 (2000) on women, peace and security is part of this commitment. This action plan has been drawn up by the Ministry of Foreign Affairs, the Ministry of Defence, the Ministry of Justice and the Police and the Ministry of Children and Equality. It is part of our endeavour to promote global security, peace and justice. The Government will intensify its efforts both to increase women's participation in civil and military peace operations, peacemaking and peacebuilding, and to enhance the protection of the human rights of women in conflict areas. Norway will pursue a policy that promotes gender equality at home and in a global context.

## Annex III – Revised Conference Agenda

<b>Tuesday 10/11</b>	<b>Arrival and welcome dinner at Hotel KNA Scandic</b>
<b>Wednesday 11/11</b>	<b>Conference venue: Ingeniørenes Hus (Kronprinsens gate 17, Oslo)</b>
08.00-08.45	<b>Registration</b>
08.45-09.30	<b>Opening ceremony</b> Gry Larsen, State Secretary of the Norwegian Ministry of Foreign Affairs Martha Rubiano Skretteberg, FOKUS Kristen Cordell, UN-INSTRAW
09.30-10.00	<b>Reflecting on existing National Action Plans</b> Corey Barr, UN-INSTRAW Minna Lyytikäinen, International Alert
10.00-10.30	<b>Monitor, evaluate and indicate: what it means in regard to UNSCR 1325/1820</b> Gwendolyn Beetham, co-author of the conference background paper Nicola Popovic, co-author of the conference background paper
10.30-10.45	<b>Coffee break</b>
10.45-11.15	<b>Building capacity on women, peace and security indicators – experiences from the UNIFEM/UNFPA/OSAGI project</b> Upala Devi, UN Population Fund Malika Bhandarkar, UN Fund for Women's Development Natalia Zakharova, Office of the Special Advisor on Gender Issues
11.15-11.45	<b>Monitor the implementation of UNSCR 1325/1820: the role of civil society</b> Sanam Anderlini, MIT / International Civil Society Action Network
11.45-12.00	<b>Purpose and organisation of the conference – expected input and results</b> Toiko Tönisson Kleppe, FOKUS Kristen Cordell, UN-INSTRAW
12.00-14.00	Lunch & guided tour
14.00-15.20	<b>How to measure change</b> What do we want to measure and how can it be done?
Plenary Fishbowl	
15.20-15.40	<b>Coffee break</b>
15.40-17.00	<b>What data do we need?</b>
Plenary Fishbowl 19.00	Dinner at Restaurant Dronningen at the Royal Norwegian Yacht Club
<b>Thursday 12/11</b>	<b>Conference venue: Ingeniørenes Hus (Kronprinsens gate 17, Oslo)</b>
09.00-10.20	<b>Indicators for women, peace and security</b>
Group Work	What are the ideal indicators to monitor women, peace and security (participation, protection, prevention)? What resources do we need to make these indicators successful?
10.20-10.40	<b>Coffee break</b>
10.40-12.00	<b>Indicators for women, peace and security</b> Plenary discussion of group work
Plenary Fishbowl	
12.00-14.00	Lunch + guided tour
14.00-15.20	<b>Oversight, collaborations and networking</b> What monitoring mechanisms and collaborations between relevant stakeholders are needed to follow up on the developed indicators?
Group work	
15.20-15.40	<b>Coffee break</b>
15.40-17.00	<b>Oversight, collaborations and networking</b> Plenary discussion of group work
Plenary Fishbowl	
17.00-18.00	<b>Conclusion and Closing Statement of the Conference</b> Fredrik Arthur, Norwegian Ministry of Foreign Affairs Toiko Tönisson Kleppe, FOKUS Kristen Cordell, UN-INSTRAW
18.30	Dinner at Restaurant Havsmak

Friday 13/11		Half-day seminars Conference venue: Vika Konferansesenter (Dronnings Mauds gate 10, Oslo)
09.00-13.30	<b>Nordic Half-day Seminar</b> What are the current monitoring mechanisms of the National Action Plans? How can the Nordic countries collaborate and coordinate their actions for monitoring of their respective National Action Plans?	
09.00-13.30	<b>South-South Half-day Seminar</b> What are the main challenges in monitoring the implementation of National Action Plans for UNSCR 1325 in countries in the global South? What support do countries in the global South need to outline National Action Plans?	

Conference moderators:  
 Charlotte Onslow, GAPS UK  
 NGO Working Group on Women, Peace and Security

## Annex IV – Executive Summary of the Conference Background Paper<sup>2</sup>

*Women, Peace and Security Goals: Now is the time*

Now is the time to work towards a more successful implementation of Women, Peace and Security goals by developing and implementing strong accountability systems, including monitoring and evaluation systems. The cluster of UN Security Council Resolutions addressing Women, Peace and Security (the Resolutions): UN Security Council Resolution 1325, UN Security Council Resolution 1820, and the recently approved UN Security Council Resolution 1888 and UN Security Council Resolution 1889, set out shared goals for international and national stakeholders. Along with the occasion of the 10th Anniversary of the first of the Resolutions (1325) in October 2010, there is at present a propitious opportunity both to learn from recent successes, and to tackle the challenges of implementing Women, Peace and Security goals. Building on the work of key actors in the field, “Putting policy into practice: Monitoring the implementation of UN Security Council Resolutions on Women, Peace and Security” aims to help national and international actors on the road to doing just that.

Despite sustained efforts on behalf of key stakeholders working in humanitarian and development organizations, Civil Society organizations, and in donor and post-conflict countries, deficiencies in the monitoring and evaluation of Women, Peace and Security goals have occurred. The challenges are indeed many. 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 Women, Peace and Security in general, and for the monitoring and evaluation of Women, Peace and Security goals in particular. It is critical that these challenges are addressed through developing comprehensive and coherent action plans that review, measure the performance, and hold accountable each actor responsible for the attainment of Women, Peace and Security goals. Indeed,

2. The conference background paper was drafted by Gwendolyn Beetham and Nicola Popovic, independent consultants. The full paper can be downloaded at: <http://www.fokuskvinner.no/no/Forsiden/Konferanser/1325-konferanser/Putting-Policy-into-Practice/>

when successfully executed, National Action Plans (NAPs) can become key strategies 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.

### *Overview of Monitoring and Evaluation of Women, Peace and Security Commitments*

Although the speed at which Resolution 1325 is being implemented is on the rise, the majority of UN member states and international organizations working in conflict-affected areas have neither developed specific action plans, nor implemented the Resolutions' provisions in existing national policies in a comprehensive manner. To date, few published National Action Plans contain space for comprehensive evaluations and indicators that serve the measurement of progress of its implementation, but most NAPs at least rhetorically recognize the importance of putting adequate monitoring and evaluation mechanisms in place. The national action plans of Austria, Uganda and Liberia stand out for the series of performance indicator sets present in each plan. Although each of these indicator sets are highly dependent on individual context and aim to reflect the realities on the ground, they are instructive in showing the ways in which NAPs can address different areas of concern in the Resolutions. The examples of Austria, Liberia and Uganda are also useful in that they indicate the different foci of donor countries (Austria) and post-conflict countries (Liberia and Uganda) in terms of strategies and themes addressed.

For the purpose of this paper, 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 violence
3. Promotion of women rights

**Participation of women in the peace process.** Resolution 1325 requests the increased participation of women in decision-making positions at all levels of the peace process. Furthermore, it calls for the expansion of women's role in UN peacekeeping missions and aims to stimulate their election as special representatives in peace support operations. Resolution 1820 (and 1888 and 1889) reinforces the need for an increased participation of women. Indicators used for this goal include, among others: 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 (Austria); Number of women appointed at senior management levels in peace building processes, including those appointed by the UN Secretary General as special representatives and envoys (Uganda); Number of women represented in decision making on peace and security and sub-regional, national, county and community levels (Liberia).

**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 ad-

dressed 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, the latter of which broadens the focus significantly. For the purpose of this paper, we have included both possible meanings of this dimension and list some indicators that reflect them. 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. Indicators for this goal include, among others: Human rights protection of women and girls in refugee and internally displaced person camps (Austria); Number of fully staffed and equipped shelters and/or safe homes established and accessible in each county to provide services for SGBV survivors, including psychosocial support facilities and programs as well as economic empowerment for women and girls (Liberia); Number of police surgeons and medical personnel available and professionally able to handle SGBV cases (Uganda).

**Promotion of women rights.** The promotion of women rights and gender equality should form an essential part of any national action plan for Resolutions on Women, Peace and Security. Even though some of the issues may not be strictly attributable to the provisions in Resolutions 1325, 1820, 1888 and 1889, they work to contribute to gender equality and sustainable peace in the long run, often reinforcing other commitments to gender equality as outlined in major international agreements such as the Millennium Development Goals (MDGs), Convention on the Elimination of All forms of Discrimination Against Women (CEDAW) and the Beijing Platform for Action, as well as nationally-set goals set out in Poverty Reduction Strategy Plans. Coordination with these provisions and policies will help to both streamline the international and national implementation processes and allow many commitments to be monitored at once. Indicators for this goal include, among others: Promoting the establishment of a respective reporting system to inform about financed measures (Austria); Improved attitudinal and behavioral changes towards gender equality and women's empowerment (Liberia); The enhancement of women's capacity to demand for their rights (Uganda).

### *Key Issues in Monitoring and Evaluation of Women, Peace and Security Commitments*

A well-planned and coordinated M&E process leads to greater accountability. There are several key aspects of effective monitoring and evaluation strategies, including: technical knowledge and capacity; internal and external coordination and collaboration; and adequate funding for M&E mechanisms. To ensure gender sensitivity, the collection of sex-disaggregated data is essential, as are gender-balanced monitoring and evaluation teams, participatory monitoring mechanisms that include local women's organizations, and the use of local or female researchers when gathering sensitive data (such as that on gender based violence).

In order to fully know which initiatives successfully respond to the different dimensions of preventing sexual and gender-based violence, putting an end to impunity, and making peace-keeping operations more gender-responsive, it is essential to monitor and evaluate their impact and effect on the local population. The development of clear, reliable gender-sensitive indicators is therefore critical to the monitoring and evaluation of Women, Peace and Security goals. Further, and as shown in the summary of existing indicators in three NAPs (those of Austria, Liberia, and Uganda), 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 the Resolutions. A mixture of qualitative and quantitative data should be used to develop indicators that offer a more complete picture of gender inequality. Strategies such as participatory indicator development can also be useful in this regard.

Finally, a national policy on Women, Peace and Security issues without the input and participation of a variety of stakeholders, including civil society, will lack important information and insight, not least that of women's voices. Coordination and collaboration among local, national and international stakeholders is therefore crucial to effective and successful monitoring and evaluation processes. As Mary Robinson suggests in the Foreword to this paper, "We must be creative and willing to reach out across borders to learn from each other." Substantive input by international and national civil society organizations is key, and new and exciting strategies such as linking NAP development and implementation through "twinning processes" offer promise for further development in this area.

### *Conclusion and Moving Forward*

*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.<sup>3</sup>*

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.

Adequate resources include the assurance that Women, Peace and Security objectives are not only clearly set out in policy documents, but that they are sufficiently funded on the ground and are enforceable at the national level. It means that this transfer of funds is also transparent, and that those responsible for both the giving and receiving of funds are held accountable for results. It also means that 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. Accountability must be ensured through the enforcement of these goals in domestic legal systems.

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 Resolu-

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3. Ospina, Sofi, Using indicators to seize the opportunity for promoting gender equality in post-conflict settings, Development Bulletin (71) 2006, p48.

tions on Women, Peace and Security, ensuring that the voices of women are heard in conflict resolution and reconstruction processes, and working toward the ultimate goal – a world free of insecurity and human rights abuses.

As we embark on the path commemorating 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 also recognize the need to 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. It is our hope that “Putting policy into practice: Monitoring the implementation of UN Security Council Resolutions on Women, Peace and Security” takes a significant step in this direction.

## Annex V – Glossary on Monitoring the implementation of Women, Peace and Security<sup>4</sup>

An **Assessment** is a form of systematic data collection that aims to reflect the given situation. It is the “process of consultation, information gathering and analysis (...) (and a) methodology that involves gauging the local context and identifying priorities for support to security and justice development.”<sup>5</sup>

**Baseline data** refers to the information collected before a program, project or intervention begins. Its aim is to draw a picture of a specific situation prior activities are implemented that can be held against final results in order to measure change.

**Evaluation** is the “systematic and objective assessment of an on-going or completed project, programme or policy, its design, implementation and results. The aim is to determine the relevance and fulfilment of objectives, development efficiency, effectiveness, impact and sustainability. An evaluation should provide information that is credible and useful, enabling the incorporation of lessons learned into the decision-making process of both recipients and donors. Evaluation also refers to the process of determining the worth or significance of an activity, policy or programme.”<sup>6</sup>

**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.<sup>7</sup>

Joint Evaluation is an evaluation conducted in a participatory manner by different (internal or external) actors. Undertaking joint evaluations and assessments help with “the complementarity of efforts supported by different partners [and] the quality of aid coordination.”<sup>8</sup>

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4. The conference glossary was drafted by Gwendolyn Beetham and Nicola Popovic, independent consultants..

5. OECD 2007: 43.

6. DAC Working Party on Aid and Evaluation 21-22.

7. OECD-DAC (2002)

8. OECD-DAC. (2002). Glossary of Key Terms in Evaluation and Results Based Management. OECD-DAC Evaluation Network, 26. See previous section on Coordination and Collaboration and below section on Civil Society Oversight for more information on joint evaluations.

**Independent Evaluation** is “carried out by entities and persons free of the control of those responsible for the design and implementation of the development intervention” while an internal evaluation is conducted “by a unit and/or individuals reporting to the management of the donors, partner or implementing organization”.<sup>9</sup>

An **Impact Evaluation** (or impact assessment) looks not only at the immediate results but also at the positive and negative impact (intended or unintended) of the project.<sup>10</sup>

**Mid-term Evaluation** or 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.”<sup>11</sup>

**Gender** refers to the array of socially constructed roles and relationships, personality traits, attitudes, behaviors, values, relative power and influence that society ascribes to the two sexes on a differential basis. Whereas biological sex is determined by genetic and anatomical characteristics, gender is an acquired identity that is learned, changes over time, and varies widely within and across cultures. Gender is relational and refers not simply to women or men but to the relationship between them.<sup>12</sup>

**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, behavior and activities that women and men have in economic, social and legal structures.”<sup>13</sup>

**Gender audits** are analysis of the gender responsiveness and degree of gender mainstreaming of a specific institution or context and can be defined as an “independent, objective assurance activity designed to add value and improve an organization’s operations. It helps an organization accomplish its objectives by bringing a systematic, disciplined approach to assess and improve the effectiveness of risk management, control and governance processes.”<sup>14</sup>

**Gender Mainstreaming** is the process of assessing the implications for women and men of any planned action, including legislation, policies or programs, in any area and at all levels. It is a strategy for making women’s as well as men’s concerns and experiences an integral dimension in the design, implementation, monitoring and evaluation of policies and programs in all political, economic and social spheres, such that inequality between men and women is not perpetuated.<sup>15</sup>

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9. OECD-DAC (2002)

10. (Goyder et al, 1998) in Brambilla, Paola. (2001). *Gender and Monitoring: A Review of Practical Experiences*. BRIDGE, Institute of Development Studies, University of Sussex, p2.

11. OECD-DAC (2002)

12. OSAGI, Womenwatch. *Concepts and Definitions*. Available at: <http://www.un.org/womenwatch/osagi/conceptsanddefinitions.htm> (last viewed: 26 October 2009)

13. CIDA, <http://www.acdi-cida.gc.ca/CIDAWEB/acdicida.nsf/En/JUD-31194519-KBD#1>

14. OECD-DAC Working Party on Aid Evaluation, *Glossary of Key Terms in Evaluation and Results Based Management* (Paris: OECD, 2002).

15. See: ECOSOC document at: <http://www.un.org/documents/ecosoc/docs/1997/e1997-66.htm>

**Log Frame** (Logical Framework) describes the overall frame the specific project planning strategy is outlined. Indicators can be used in a Logframe, to 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.

**Monitoring** is a “continuing function that aims primarily to provide managers and main stakeholders with regular feedback and early indications of progress or lack thereof in the achievement of intended results. Monitoring tracks the actual performance or situation against what was planned or expected according to pre-determined standards. Monitoring generally involves collecting and analyzing data on implementation processes, strategies and results, and recommending corrective measures.”<sup>17</sup>

An **Indicator** is a quantitative or qualitative factor or variable that provides a simple and reliable means to measure achievement, to reflect the changes connected to an intervention, or to help assess the performance of a development actor.<sup>18</sup>

**Gender-sensitive Indicators** “have the special function of pointing out gender-related changes in society over time. Their usefulness lies in their ability to point to changes in the status and roles of women and men over time, and therefore to measure whether gender equity is being achieved.”

**Progress Indicator** aims to demonstrate if a specific activity outlined in the program has been achieved.<sup>19</sup>

**Impact Indicator** aims to highlight intended and unintended results and impact of the program or policy on a broader level, and tend to be more qualitative in nature, focusing on opinions and longer-term goals, such as changes in social norms.

Quantitative indicators: Quantitative gender-sensitive indicators are expressed in numbers. They can be collected through sex- and age- disaggregated data from surveys and administrative records. The value of a defined quantity, expressed in numbers; the value of which shall indicate the grade of success or failure of an initiative. Examples:

- Number of police officers trained in gender issues
- Number of female military officers
- Number of reports of gender-based violence<sup>20</sup>
- Number of men and women reporting anti-gay harassment

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16. OECD-DAC. (2002). Glossary of Key Terms in Evaluation and Results Based Management. OECD-DAC Evaluation Network.

17. United Nations Development Program, Handbook on Monitoring and Evaluation of Results, Evaluation Office, (New York: 2002) [http://stone.undp.org/undpweb/eo/evalnet/docstore3/yellowbook/glossary/glossary\\_m\\_o.htm](http://stone.undp.org/undpweb/eo/evalnet/docstore3/yellowbook/glossary/glossary_m_o.htm)

18. OECD-DAC. (2002). Glossary of Key Terms in Evaluation and Results Based Management. OECD-DAC Evaluation Network, 25.

19. CIDA, A Guide on Gender Sensitive Indicators (Quebec: Canadian International Development Agency, 1997): 5.

20. Ingrid Jones, virtual discussion on “Gendering SSR Assessments, Monitoring and Evaluations”, UN-INSTRAW, DCAF, ODIHR, 4th -29th of June 2007.

**Qualitative indicators:** Qualitative indicators can be developed through attitude surveys, interviews, public hearings, participant observation, and focus groups discussions. The documentation of opinions, perceptions or judgments. For example:

- Higher approval rating of police interventions in domestic violence
- More commitment to gender-responsive policies and legal provisions
- Non-discriminatory and family-friendly working environment
- Commitment to gender mainstreaming initiatives in the parliament <sup>21</sup>
- Perceptions of existing mechanisms to respond to male rape in prisons

**Peacebuilding** is an “action to identify and support structures which will tend to strengthen and solidify peace in order to avoid a relapse into conflict”<sup>22</sup>

**Result Based Management** aims to improve management by “defining realistic expected results, monitoring progress toward the achievement of expected results, integrating lessons learned into management decisions and reporting on performance.”<sup>23</sup>

**Sexual and gender-based violence** “refers to violence targeting women or men, girls or boys on the basis of their gender or sexual orientation. It includes, but is not limited to, sexual violence which is often used as an instrument of terror and torture in armed conflict situations.”<sup>24</sup> The definition of gender-based violence hence embraces both the concept of sexual violence, which is “any violence, physical or psychological, carried out through sexual means or by targeting sexuality”.<sup>25</sup> Gender-based violence is committed in all countries and cultures, as well as in all contexts, including conflict and post-conflict areas, and developed and what are officially considered peaceful societies.

## Annex VI – Summary of conference survey monitoring mechanisms and indicators for the implementation of UN Security Council Resolution 1325

For the preparation of the Conference, all the participants were requested to answer a questionnaire regarding their work and expertise regarding monitoring and indicators for Action Plans for the implantation of UNSCR 1325 and women peace and security issues. This is short summary of the

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21. Nadine Jubb, virtual discussion on “Gendering SSR Assessments, Monitoring and Evaluations”, UN-INSTRAW, DCAF, ODIHR, 4th -29th of June 2007.

22. Former UN Secretary General, “Agenda for Peace”, (New York: 1992)

23. “Results-based Management in Canadian International Development Agency”, CIDA, January 1999.

24. Pam Spees, “Gender Justice and Accountability”, International Alert, (London: 2004), available at: <http://www.international-alert.org/publications/pub.php?p=40>

25. M. Cherif Bassiouni, “Sexual Violence: An Invisible Weapon of War in the Former Yugoslavia,” Occasional Paper No. 1, International Human Rights Law Institute, DePaul University College of Law (1996), p. 3.

main findings and common denominators below. The individual survey answers can be found in a separate Annex to the Conference Report.

The questions were outlined to as far as possible suit the context of each participant, targeting three separate groups with a set of questions for each group divided according to: 1) Countries that have Action Plans; 2) Countries that do not have Action Plans and/or where projects for women, peace and security are being implemented; 3) International experts on women, peace and security. Different questions to each target group aimed to collect information about indicators that are used (or planned), involved partners and collaborations with other NAP countries, and in countries where the National Action Plans are implemented.

The organizers received 53 surveys, 14 from organizations and government representatives from countries with Action Plans, 26 from countries without Action Plans and 13 from international organizations and expert in the field of women, peace and security.

Country	GOV	CSO	Int'l org and experts	TOTAL
Afghanistan	X	X		2
Australia	X			1
Austria		X		1
Canada			X	1
Chile	X			1
Colombia		X	X	2
Côte d'Ivoire	X			1
DRC		X	X	2
El Salvador	X			1
Finland			X	1
Georgia		X		1
Germany		X		1
Ghana	X	X		2
Israel		X	X	2
Jordan	X			1
Liberia	X		X	2
Nepal		XX		2
Norway	XX	X		3
Pakistan		X	X	2
Philippines	X	X		2
Serbia	X			1
Sierra Leone	X			1
Spain		X		1
Sri Lanka		XX		2
Sweden		XX		2
Uganda	X	X		2
UK		X		1
Zimbabwe		X		1
	14	21	7	
INTERNATIONAL:		5	6	11
<b>TOTAL</b>	<b>14</b>	<b>26</b>	<b>13</b>	<b>53</b>

*Countries that have publicly launched their NAPs up to date are marked in red. In some cases, such for example Sierra Leone, the Democratic Republic of the Congo and Ghana, the state of the action planning process is uncertain. It may have been stated that an action plan does exist, but the document may not have been accessible to the wider public or officially launched by the respective government.*

The answers of the questionnaires have been openly formulated and allow a qualitative analysis of specific cases. The respondents are all technical experts in their field and have privileged access to information. Due to the nature of this sample, however, conclusions about general action planning processes cannot be drawn per se. Nonetheless, some tendencies can be observed:

- The majority of the survey respondents state that civil society organizations are or should be involved in national action planning processes;
- Countries from the global North tend to nominate a Ministry of Foreign Affairs as their leading agency for women, peace and security issues, while nearly all countries from the Global South – exempt the Philippines – have outlined women, peace and security issues through their Ministries of Gender and Development or another government agency focusing on internal issues;
- The majority of international experts recommend an all-government approach, an increase in civil society consultation, increased and more effective communications between the different actors;
- The great majority of the respondents from countries with NAPs are not familiar with any budget outlined for the implementation of the action plan – with the exemption of Côte D'Ivoire;
- Most of the civil society organizations in countries that do not have a national action plan rely on funds from external donors.



