
WHAT MATTERS MOST:

MEASURING PLANS FOR INCLUSIVE SECURITY



Foreword

This guide is a resource for policymakers and civil society leaders as they seek to develop, implement, and track progress of national strategies aimed at advancing women's inclusion.

It explains how to use monitoring and evaluation as a vital tool to make United Nations Security Council Resolution 1325 a reality. Inclusive Security recognizes that further action is needed to address other obstacles that stand in the way of the Resolution's full implementation. These include the shortage of financial support for National Action Plans (NAPs), the extent to which civil society organizations are fully included throughout the lifecycle of NAPs, and whether NAPs should be internally or externally focused (or somewhere in between). We could not address all of these critical issues in this short guide, but they remain priorities.

This is meant to be a living document that we will continue to improve with your help. We invite you to share feedback, suggestions, and information on how you utilize the guide. To achieve the broader goals of UNSCR 1325—and thus move toward a more peaceful and secure society—will require greater commitment from all implementers, on all fronts.

About Inclusive Security

Inclusive Security is revolutionizing who makes decisions about war and peace. Because of the vital skills and knowledge that women offer, we support their leadership as an essential tool to prevent violence, stop war, and restore communities after deadly conflicts. Inclusive Security supports policymakers by providing expert advice grounded in experience and research that demonstrates women's contributions to peacebuilding. We strengthen women leaders through targeted training and mentoring, helping them to build coalitions and connecting them to policymakers. We work with partners in the US and abroad and, after 15 years, see increasing recognition that women not only have a right to be at the table, but that their involvement is critical to ending war and realizing sustainable peace.

About Hunt Alternatives

Hunt Alternatives is an operating foundation, based in Cambridge, MA, with five core programs. The largest is Inclusive Security. We also operate initiatives that combat the demand for paid commercial sex; elevate the number of women running for high office in the US; support leaders of social movements; and advance art programs for children.

**For more information or to submit suggestions, contact us:
resolutiontoact@inclusivesecurity.org**

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Lastly, we are indebted to the staff of The Institute for Inclusive Security, Inclusive Security Action, and Hunt Alternatives, with special thanks to the Resolution to Act team. We simply could not have done this without the help of our talented colleagues and teammates; we are profoundly appreciative of their support.

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SIMPLY PUT:

Women's inclusion helps *create* and *sustain* peace and security for all.

Introduction

Women are a powerful force for peace. They often bridge divides between groups, have a unique understanding of societal needs, and are able to access areas and information that men cannot. Because of the influence they wield over their communities and families, they have the potential to increase operational effectiveness of security forces, and inspire a culture of inclusion for the next generation. Women's contributions are valuable not only for themselves but for the collective well-being of society. **Simply put:** women's inclusion helps create and sustain peace and security for all.

This was the wisdom behind UN Security Council Resolution 1325, which acknowledges that women are not just victims of war, but also agents of peace. The Resolution urges all actors to increase participation of women and incorporate gender perspectives into all peace and security efforts. It signals an important and necessary shift in how the international community understands peace and security.

In a statement in 2004, the Security Council called upon Member States to advance UNSCR 1325 implementation through National Action Plans (NAPs) or other national-level strategies. But 14 years later, only one quarter of UN Member States have adopted NAPs—far too few to realize the goals of UNSCR 1325. Even fewer have been able to demonstrate what difference the NAP has made. There is scant data available on the effectiveness of such plans and strategies. This underlines the necessity of improving monitoring and evaluation (M&E) of national policies—not only to make a stronger case for NAPs, but also to strengthen evidence-based policymaking that advances the cause of women, peace, and security.

Why we created this guide

Measuring impact and sharing information about what works and what doesn't is important. While most implementers understand the value of measuring progress, many believe the task of creating an effective NAP M&E strategy is too challenging to attempt. But a policy that doesn't produce impact is no more than empty rhetoric. With the right tools and resources, meaningful M&E for NAPs is not only possible, it's an essential step toward the full implementation of Resolution 1325.

“The time has come to prepare an exhaustive and comprehensive list of indicators to monitor and measure progress in the implementation of 1325 in its letter and spirit.”

Ambassador Anwarul K. Chowdhury,
former UN Under-Secretary General
March 8, 2010

1995

At the UN Fourth World Conference for Women in Beijing, 189 nations call for the “full and equal participation of women in political, civic, economic, social and cultural life.”

2000

UN Security Council adopts Resolution 1325, reaffirming women’s critical role in preventing and resolving conflict, building sustainable peace, and rebuilding after war or disaster.

2004

UN Security Council issues a statement calling upon Member States to advance Resolution 1325 implementation through national strategies – National Action Plans.

2013

Resolution 2122 emphasizes the need for Member States to make more consistent commitments to action calling for dedicating funding (for NAPs) and increased collaboration with civil society.

Closing the gap: from rhetoric to action

Policymakers must do more than acknowledge that women’s contributions matter. Moving from talk to commitment, commitment to action, and action to impact is not easy. For nearly 15 years, policymakers and civil society have struggled to capture best practices related to NAPs and similar gender strategies in the face of significant resource, knowledge, and skills-based gaps.

In October 2013, the UNSC adopted Resolution 2122 to address the significant disparity between the promise of UNSCR 1325 and the reality of lackluster implementation. It urges Member States to examine existing plans, targets, and progress in preparation for a 2015 high-level review. UNSCR 2122 also offers a warning: Without a significant shift in implementation activities, women and women’s perspectives will continue to be underrepresented in peace and security decisions for the foreseeable future.

Resolution 1325 didn’t call on governments to merely acknowledge women’s vital contributions — it charged them to act. The mismatch between the promise and reality of Resolution 1325 is what led Inclusive Security to launch its Resolution to Act initiative, in partnership with Club de Madrid; Cordaid; Georgetown’s Institute for Women, Peace, and Security; Government of Finland; Norwegian Foreign Ministry; UN Development Programme; UN Women; University of Nairobi; and the US Department of State.

Resources for action

The Resolution to Act initiative is based on the premise that governments will create high-impact NAPs if they understand their value, are properly equipped to create and implement them, and experience consequences for failing to do so. Inclusive Security works alongside governments and civil society around the world to:

- **Leverage and share expertise:** Despite the growing strength of the women, peace, and security field, it can be hard to find expert support to develop, design, implement, monitor, and evaluate NAPs. Inclusive Security excels at bringing people together to solve complex problems. Building from our experience creating the Women Waging Peace Network of over 2,000 members, we’ve launched a Community of Experts dedicated to NAPs. These individuals are ready to help policymakers and civil society alike navigate the complex process of designing a high-impact NAP.
- **Bolster commitment through collaboration:** Along with our partners and other collaborating organizations, we’re assembling a library of NAP resources, which will be available soon on our online Resource Center.
- **Build implementer capacity:** Upon request, we can deploy experts to work directly with implementers. These “engagements” reflect the cooperative principle of inclusivity that is the foundation of our approach. Each engagement is customized to fit the country’s needs.
- **Measure what matters:** With scarce public resources, governments can’t afford to fund initiatives that fail to show results. An effective M&E system that produces relevant data will demonstrate to the international community what activities are most effective.

Moving from low- to high-impact NAPs

NAPs are often poorly resourced, lack political support, emphasize priorities that aren't customized to the local context or available resources, or fail to identify effective coordination or accountability mechanisms. Such low-impact NAPs are often:

- Externally imposed, meaning they were largely designed and supported by external donors and never fully integrated within the host governments' national priorities.
- Created without the input of civil society and lacking practical perspectives on which gaps should be prioritized and what capacity exists to address them.
- Poorly organized, with no clear roles, responsibilities, resources, or timelines for specific tasks outlined.
- Lacking a monitoring and evaluation plan that identifies clear outcomes, outputs, activities, and roles and responsibilities related to collecting, managing, analyzing, storing, and reporting data.
- Inadequately resourced.

Through the Resolution to Act initiative, Inclusive Security and its partners help governments work hand-in-hand with civil society to create high-impact NAPs, which are:

- Designed to fit the local context and priorities (e.g., in Nepal, where the Global Network of Women Peacebuilders is working with civil society to localize the NAP).
- Created in partnership with civil society (e.g., the Dutch NAP, which lists more than 20 civil society organizations as partners in NAP development and implementation).
- Well-organized, with clearly identified roles, responsibilities, and timelines (e.g., Senegal's NAP, which is organized into three pillars with 18 objectives and clearly designates roles and responsibilities among 16 different organizations).
- Supported by a monitoring and evaluation plan (e.g., Nigeria's and Ireland's NAPs, which both articulate specific procedures and responsibilities for M&E including collection, analysis, and reporting of data).

High-impact outcomes

For a NAP to achieve the greatest possible impact, it must also address the three outcomes contained in the NAP Framework (presented in more detail in Part II, Section 3 of this guide). While each NAP, and the activities contained within, will vary from country to country, these outcomes are the essential "ingredients" to realizing the goals of 1325.

OUTCOME 1

Meaningful participation of women in peace and security processes is attained

OUTCOME 2

Women's contribution to peace and security is affirmed

OUTCOME 3

Women's human security is achieved

What can this guide do for you?

This guide builds on the foundational work of our partners, as well as the work of expert institutions like the Global Network of Women Peacebuilders; PeaceWomen; the NGO Working Group on Women, Peace, and Security; and Women's International League for Peace and Freedom (among many other key actors). It assists stakeholders to evaluate NAP progress and impact. Helping governments define success and focus on outcomes is the critical first step to designing and implementing higher-impact NAPs. Emphasizing outcomes also gives civil society the tools to hold governments accountable, and should inspire donors to increase funding. This guide makes it easier for users to improve the effectiveness and impact of NAPs by:

- **Facilitating data collection and analysis that focuses on impact:** The methodology places high value on qualitative indicators, while incorporating key quantitative data. This combination provides deeper insight into NAP implementation progress and impact (or lack of it) in a particular country.
- **Encouraging joint monitoring to strengthen accountability:** Collaboration and inclusion are critical to high-impact NAPs. A premise of the Inclusive Security approach is that civil society be involved in monitoring and evaluating progress and incorporating local perspectives.
- **Engaging policymakers and other key actors to adopt an inclusive approach:** Policymakers will be driven to create and implement effective NAPs if they have data that convincingly demonstrates the connection between high-impact NAPs and sustainable peace and security. Using this guide empowers stakeholders to combine data and messaging about the value of effective plans, compelling leaders to act.

Who can use the guide?

This guide is intended for policymakers, civil society leaders, and all those involved in designing, implementing, monitoring, and evaluating a NAP. It is meant for users in all countries, regardless of their experience with violent conflict. It is not a user's manual or workbook; it does not describe in detail each and every step involved in these activities. You don't need to be an expert in M&E to use the guide. Instead, it is a framework of key information about the most essential steps in creating a high-impact NAP or national strategy.

How is the guide organized?

The NAP M&E guide is divided into two parts. **Part I** explains why M&E is important to UNSCR 1325 and why results-based M&E is particularly appropriate for NAPs, as well as provides a framework and quick reference guide for setting up a results-based M&E system.

Part II is divided into seven sections outlining the seven steps to creating a high-impact NAP. The guide is designed to help implementers (and potential implementers) quickly identify the steps involved and resources needed to design, implement, monitor, and evaluate a high-impact NAP. The guide also introduces the NAP Framework. This Framework—the result of over two years of extensive research and consultations with experts—identifies three outcomes a NAP must address to be high-impact. The outcomes are formulated generally enough that countries can adjust them to their particular context, but all three are required for a high-impact NAP. Additionally, the guide introduces the fictional country of Impactland, a nation just beginning the process of developing a NAP. Throughout the guide, examples from Impactland are used to illustrate key elements of the seven steps.

In **Appendix A**, you'll find information about the phases of M&E. In **Appendix B**, you'll find a list of useful additional resources. In **Appendix C**, you'll find model indicators (instructions on how to use the indicators are included in Part II, Section 4).

If you have additional questions or need further assistance, you can contact the Resolution to Act team at resolutiontoact@inclusivesecurity.org or visit www.resolutiontoact.org.

The following scenario, “Impactland,” is an example we’ll reference throughout this guide to illustrate the concepts and demonstrate how to use the tools contained within.

IMPACTLAND

Impactland is the region’s most populous country and its largest economy. It wields considerable regional economic influence; however, its GDP per capita remains low in global rankings. Moreover, ethnic tensions surrounding increasingly scarce natural resources contribute to localized insecurity.

Impactland’s government is similar to Nigeria’s: the President is the head of the executive branch and elected by popular vote; the legislative branch is a bicameral system with a House of Representatives and a Senate composing the National Assembly. After gaining independence ten years ago, Impactland went through a five-year civil war. Though democratic elections resumed shortly thereafter, political corruption is a growing problem—Impactland is consistently ranked among the lowest in the world for political transparency.

Though its economy and central infrastructure are well-developed, rural communities have little access to clean water, reliable electricity, or medical care. Impactland’s security forces are also poorly trained and equipped; in addition to their inability to address insecurity outside the capital, they are known for their heavy-handedness and frequent human rights violations.

Women make up just over 40% of Impactland’s National Assembly, but they constitute less than 15% of their security forces. Sexual and gender-based violence is rarely prosecuted. Outside the capital, women are largely absent from public life—conservative religious groups wield significant power in Impactland’s rural areas. As a result, most rural women don’t participate in the formal economy, access the formal legal system, participate in local political processes (including voting), or access health care. Most rural women rely on untrained midwives, and most rural girls do not attend school. Last year, Impactland placed 112 out of 136 countries evaluated by the World Economic Forum’s Global Gender Gap Index, which ranks countries based on women’s economic participation, educational attainment, and political empowerment.

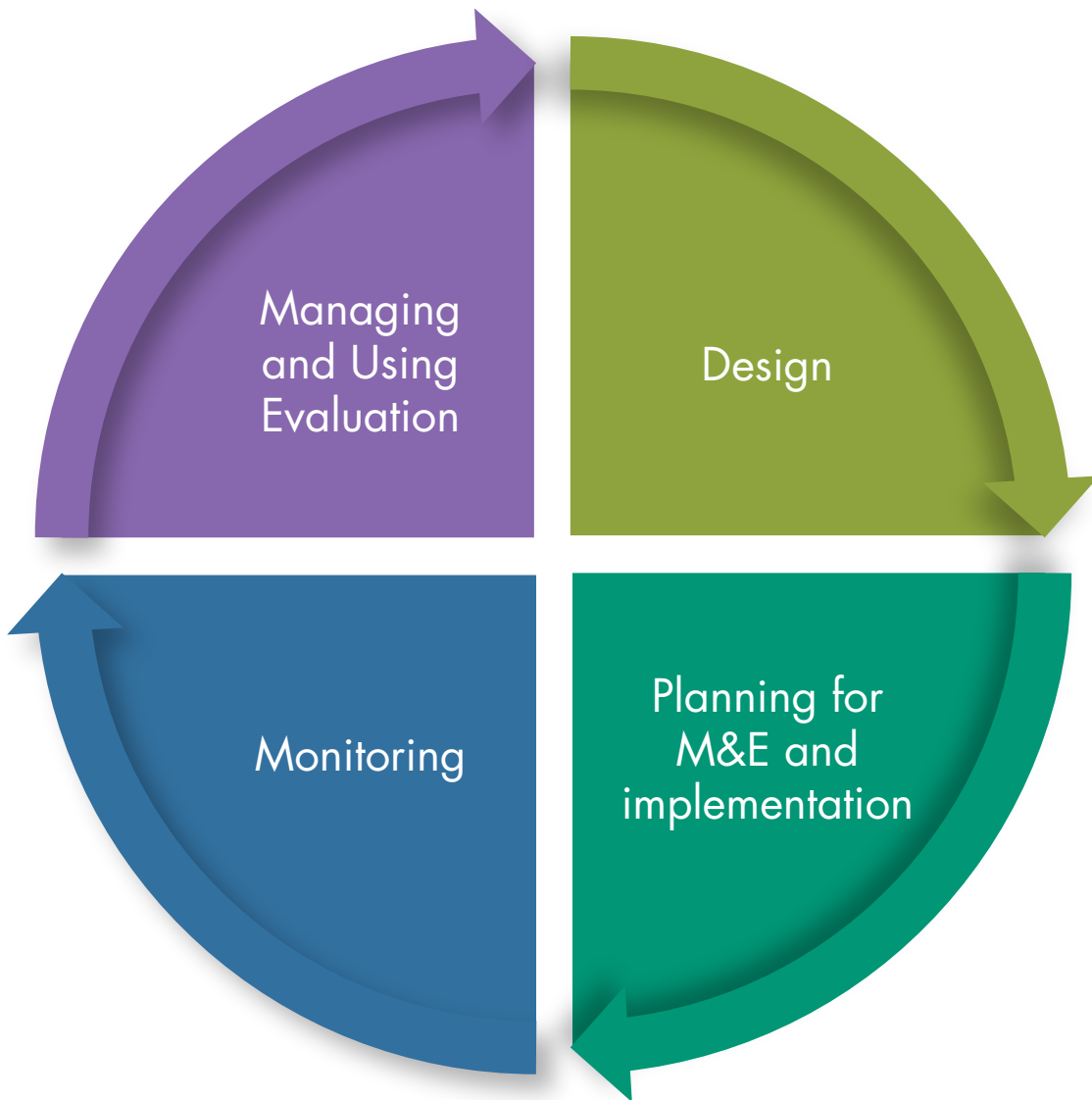
A group of local civil society organizations have formed a coalition—the Impactland Women, Peace, and Security Working Group (IWPSWG)—and have been lobbying the government in support of creating a National Action Plan for the last two years. Their top priorities are:

1. 30% quota for women in the security sector;
2. Reduction in rate of sexual and gender-based violence/increased access to justice for victims;
3. Increased access to maternal health care; and
4. Increased access for girls education.

Impactland’s Ministry for Women’s Empowerment was established just last year. It has few skilled staff and a very small budget. Recently, however, the President appointed a woman as his National Security Advisor—the first time in the country’s history that a woman has occupied this post. She began her career as a soldier and is one of the few women in Impactland ever to climb the ranks in the national military. Both the Minister and National Security Advisor are aware of IWPSWG’s work, and they have decided to develop a strategy for action.

PART I

Defining Results-based Monitoring and Evaluation¹



¹ For more information on the phases depicted in the above figure, please see Appendix A.

SECTION 1 | WHY MONITORING AND EVALUATION (M&E) IS IMPORTANT TO UNSCR 1325

A STRONG M&E SYSTEM:

Provides important information to help implementers make better decisions.

Enables organizations and policy-makers to meet demand for results and evidence of impact.

Helps make the case for investing in high-impact NAPs.

The M&E field is often relatively unfamiliar to NAP implementers, as are M&E systems. Organizations frequently lack the time and money to collect data, as well as skills to analyze and report on it. A strong M&E system addresses those challenges. Where some may think of M&E as tedious and time consuming, it's actually a helpful tool for showing results. With the right resources, it makes it easier to answer the growing number of people who ask, "What difference have we made?"

M&E is particularly essential to NAPs, in which responsibilities often cut across institutions and structures and involve a wide range of actors both inside and outside the government. A strong M&E system can:

- **Improve policies and programs:** An M&E system provides reliable, timely, and relevant information on the performance of government, civil society, or private sector programs and policies. The data collected in an M&E system can help stimulate reflection, which contributes to improved planning and programming as implementers learn from experience and recognize what does and doesn't work. M&E systems also help identify unintended, but potentially useful results.
- **Strengthen commitment:** What is measured is more likely to be prioritized. The information institutions collect and analyze can be critical evidence for advocacy; it can help make the case about why UNSCR 1325 and NAPs are important.
- **Support partnerships:** M&E strengthens links between implementers, beneficiaries, and decision makers. Strong partnerships allow a group of diverse people to work together around the same set of objectives. This is especially important for an M&E system, given that many of the people involved do not work in the same institutions or come from the same sector.
- **Encourage accountability:** M&E makes it possible for institutions to be held accountable for their commitments, provides a basis for questioning and testing assumptions, and increases transparency in the use of resources. An effective M&E system helps ensure accountability to the population, as well as to those providing resources. It enables implementers to demonstrate positive results and improvement, which in turn can increase popular and political support.
- **Build a foundation for sustainable investments:** M&E is more than an administrative exercise; it showcases project progress and provides a documented basis for raising funds and influencing policy.

SECTION 2 | SETTING UP RESULTS-BASED M&E SYSTEMS FOR NAPS

RESULTS-BASED M&E SYSTEMS:

Emphasize outcomes and impacts.

Require results, resources, organizational structures, and processes.

Should be planned and designed in broad consultation with partners and beneficiaries.

What is a results-based M&E system?

Results-based M&E emphasizes **outcomes** (long-term results of a program or project) and **impacts** (broader changes occurring within the community, organization, society, or environment that the outcomes contribute to) rather than inputs, activities, and outputs.

For instance, instead of counting the hours of staff time or amount of money spent on a project, results-based management encourages implementers to ask how the hours were used or money was spent (e.g., workshops organized or campaigns delivered) and how that contributed to achieving the result (e.g., raising awareness about the international policy framework on women's participation). Results-based monitoring is at the core of the results-based management approach, which several international agencies—such as the World Bank, UN Development Programme, and UNICEF—use for planning and managing development programs and government policies. This approach helps translate the value of NAPS to internal and external audiences.

What do you need to build a successful results-based M&E system?

1. **Results** – that are specific, measurable, meaningful, relevant, and easy to track
2. **Resources** – that enable implementers to achieve the desired results
3. **Organizational structure** – that describes clearly the responsibilities and authority required
4. **Organizational processes** – that make planning, monitoring, communication, and resourcing possible to get to results

TOOL 1: How to build a results-based M&E system for NAP implementation²

Building an M&E system for a government policy or program such as the NAP is a 10-step process.³

The table below summarizes the main steps and why each is crucial.

	WHAT IT ENTAILS	WHY IT'S WORTH IT	WHO SHOULD BE INVOLVED	RESULTS
STEP ONE Conducting a Needs and Readiness Assessment	Determining the capacity of the government and its partners to create and run an M&E system for the NAP; identifying needs for NAP planning and implementation.	Identifies existing M&E mechanisms and gaps; provides information for planning.	External consultant or internal planning/strategy officer; implementing agencies; civil society representatives.	Map of existing M&E capacity within agencies responsible for NAP implementation.
STEP TWO Agreeing on Outcomes to Monitor and Evaluate	Developing strategic outcomes for the NAP derived from needs assessment, problem analysis, and strategic priorities or goals.	Focuses and drives resource allocation and activities of the NAP through meaningful and specific outcomes.	External consultant or monitoring officer; implementing agencies; civil society.	NAP Framework.
STEP THREE Developing Key Indicators to Monitor Outcomes	Identifying measures that indicate progress toward outcomes and outputs of the NAP Framework.	Makes it possible to assess the degree to which the outcomes are being achieved. Enables subsequent data collection, analysis, and reporting on NAP implementation.	External consultant or monitoring officer; implementing agencies; civil society.	NAP M&E plan indicators section.
STEP FOUR Gathering Baseline Data on Indicators	Describing and measuring the initial conditions being addressed by the NAP.	Defines your starting point so that you are able to compare results and demonstrate progress of the NAP implementation.	Monitoring officers of each implementing agency; civil society.	NAP M&E plan baseline section.
STEP FIVE Planning for Improvements	Specifying progress towards the outcomes and outputs of the NAP Framework to be achieved each year.	Makes it possible to showcase results with the help of realistic targets that recognize that outcomes are long-term.	Implementing agencies (with external consultant or monitoring officer).	NAP M&E plan targets section.

² Tool 1 based on Kusek, Jody Zall, and Ray C. Rist. *Ten Steps to a Results-based Monitoring and Evaluation System a Handbook for Development Practitioners*. Washington, DC: World Bank, 2004

³ Ibid.

While strong methodology is essential for building a successful M&E system, remember that each of these steps should be tailored to the specific country context, capacity, and resources. These steps also require time and commitment from the institutions involved in implementing UNSCR 1325. A coordinating body should facilitate progress through these steps and ensure appropriate management and credibility.

	WHAT IT ENTAILS	WHY IT'S WORTH IT	WHO SHOULD BE INVOLVED	RESULTS
STEP SIX Monitoring for Results	Setting data collection, analysis, reporting, and dissemination guidelines; assigning roles and responsibilities for monitoring NAP implementation.	Establishes the mechanics of an M&E system for NAP implementation to make sure it's running properly and continuously.	M&E unit within each implementing agency.	Data and analysis; reports; information on NAP implementation.
STEP SEVEN Obtaining Information to Support Decision Making	Conducting or managing analysis of program theory, preparing for evaluation, process evaluation, outcome and impact evaluation of the NAP implementation.	Provides review and assessment of the results achieved mid-way through or at the end of NAP implementation.	External consultant or internal M&E unit.	NAP evaluation report or other assessment document.
STEP EIGHT Reporting Findings	Reporting on data and presenting findings.	Provides ongoing information on NAP implementation, including what is working/not working.	Internal M&E unit and coordinating agency.	Data and analysis; reports; information on implementation.
STEP NINE Using the Findings	Distributing the information on NAP implementation to the appropriate users in a timely fashion to use findings in revision or adjustment of the NAP.	Strengthens accountability, transparency, and resource allocation procedures.	Coordinating agencies in collaboration with civil society and other external actors.	Revised NAP; communication materials on NAP implementation.
STEP TEN Sustaining the M&E System	Managing demand, structure, trustworthy and credible information, accountability, incentives, and capacity.	Ensures the longevity and utility of the M&E system for NAP implementation.	All involved users/parties.	Functional, responsive and flexible results-based M&E system.

What are the elements of a functional, sustainable results-based M&E system?

As you work through the 10 steps described above, you will need several elements to make your M&E system functional. You must consider and address issues such as responsibilities, M&E guidelines, job descriptions, and reporting procedures. The following checklist (Tool 2) presents, in no particular order, a set of elements for an ideal system. The elements you can focus on will depend on the state of your M&E system and available resources. The checklist can also help you assess the status of the existing system and identify strengths and weaknesses. This helps to ensure that the NAP implementation monitoring mechanisms are functional and provide useful information on a continuous basis.

TOOL 2: Elements of a sustainable M&E system⁴

THE ENABLING ENVIRONMENT: *Components related to “People, Partnerships, and Planning”*

- Commitment to monitor and evaluate the NAP
- Human capacity for monitoring NAP implementation
- Partnerships to monitor NAP implementation (with civil society or international partners)
- NAP M&E plan⁵
- Costed M&E work plans⁶ for implementing agencies
- Communicating the importance of the M&E system

THE ESSENTIALS: *Components related to “Collecting, Capturing, and Verifying Data”*

- Routine monitoring of NAP implementation
- Periodic surveys and other data collection tools appropriate for the measurement strategy selected
- Databases useful to NAP monitoring
- Supportive supervision and data auditing
- Evaluation and research on NAP implementation (external or internal)

THE FINAL ITEM: *Data to improve the NAP and related policies*

- Strategies to use data to drive evidence-based planning and program implementation

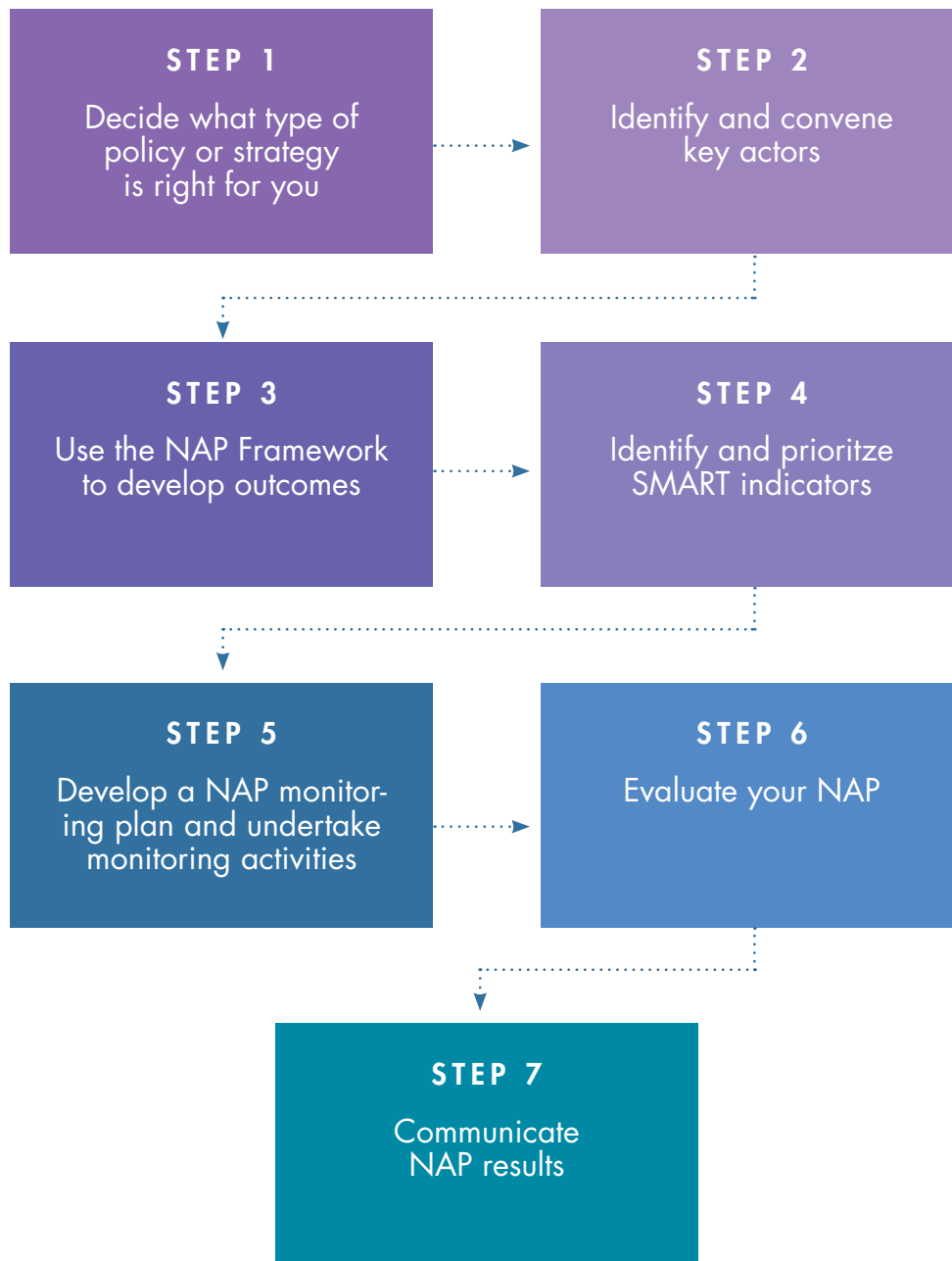
4 Albino, Marelize, and Jody Zall Kusek. *Making Monitoring and Evaluation Systems Work a Capacity Development Tool Kit*. Washington, DC: World Bank, 2009, and *Organizing Framework for a Functional National HIV Monitoring and Evaluation System*. Geneva: UNAIDS, 2008.

5 An M&E plan is a comprehensive narrative document on all M&E activities. It describes the key M&E questions to be addressed; what indicators are to be measured; how, how often, from where, and the indicator data that will be collected; includes baselines, targets, and assumptions; how the data will be analyzed or interpreted; how or how often reports on the indicators will be developed and distributed; and how the 12 components of the M&E system will function. Peersman, Greet and Deborah Rugg. “Basic Terminology and Frameworks for Monitoring and Evaluation.” *UNAIDS Monitoring and Evaluation Fundamentals*. Geneva: 2010. See Section 6 for more details on how to create an M&E Plan for NAPs.

6 An M&E work plan is an activity-based budget showing M&E tasks, responsibilities, time frames, and costs. The M&E work plan is a costed list of activities for implementing an M&E plan to make all 12 components of the M&E system function. Albino, Marelize, and Jody Zall Kusek. *Making Monitoring and Evaluation Systems Work*. Washington, DC: World Bank, 2009

PART II

Using Results-based Monitoring and Evaluation



SECTION 1 | DECIDING WHAT TYPE OF POLICY OR STRATEGY IS RIGHT FOR YOU

BEFORE DESIGNING YOUR STRATEGY:

Consider individual or institutional “champions” who could help move your policy forward.

Evaluate obstacles that could prevent success.

Identify available resources – sustainability is key.

A national strategy on UNSCR 1325 should be designed to be efficient and avoid unwanted challenges. It also requires a plan for execution that coordinates and tracks inputs of multiple organizations.

In most contexts, a stand-alone NAP isn’t the only mechanism for achieving change. For example, several countries in a region experiencing similar (or related) challenges might choose to create a joint or Regional Action Plan (RAP). Or a country may determine that there are existing national mechanisms within which objectives related to women’s inclusion could be integrated.

There are several planning mechanisms available to implementers (identified in Figure 1), some of which can be applied simultaneously. For example, a country might choose to design both a NAP and a localization strategy while also participating in a RAP. Or leaders might find it difficult to generate sustained political will needed for a NAP (or may desire a narrower, more targeted strategy) and choose to develop a bridging strategy instead.

Ultimately, one option is not “better” than another; what’s most important is for leaders to identify what will work best in their context, considering the key questions highlighted below.

KEY QUESTIONS TO CONSIDER WHEN DESIGNING A NATIONAL STRATEGY

1. How are security issues viewed by the public in your country?
2. What kind of formal or informal barriers limit women’s rights or participation?
3. Which institutions of the government are historically most effective or powerful?
4. What roadblocks inhibit progress?

IMPACTLAND EXAMPLE

Decide what type of policy or strategy is right for you

Since the priorities articulated by civil society organizations in Impactland span a broad range of actors and issues (participation in the security sector, sexual and gender-based violence, health care, and education) the Minister for Women’s Empowerment decides that a NAP is the most appropriate framework. Though political will may be a challenge, with the influential National Security Advisor as a champion the Minister believes she has the necessary support to develop, coordinate, and implement a comprehensive strategy.

FIGURE 1: Sample policy or strategy frameworks for women, peace, and security

National Action Plan or National Strategy	Regional Action Plan	Bridging Strategy	Localization Strategy
<ul style="list-style-type: none"> • Spans a broad range of actors and issues. • Identifies key institutions and objectives necessary to advance UNSCR 1325. • Typically comprehensive; looking at participation, protection, prevention, relief, and recovery. • Usually multi-year effort led by a national government. 	<ul style="list-style-type: none"> • Regional strategy to address issues common across borders. • Typically involves high-level government institutions and multilateral organizations in the region. • Usually developed to be complementary to individual country NAPs. 	<ul style="list-style-type: none"> • Draws links between existing high-level strategies and priorities related to advancing women’s inclusion. • Appropriate where more targeted efforts are needed or where political will for a larger, more comprehensive strategy is lacking. • Could be developed following the expiration of a NAP or alongside a RAP or localization strategy. 	<ul style="list-style-type: none"> • Community-based strategy designed to translate national priorities to local activities. • Appropriate where targeted efforts to advance women, peace, and security initiatives at the community-level are needed. • Developed in close consultation with local governments. • Could be developed alongside a NAP, RAP, or bridging strategy.
EXAMPLE Netherlands NAP(s)	EXAMPLE Pacific Action Plan	EXAMPLE Liberia	EXAMPLE Nepal Localization Program
<ul style="list-style-type: none"> • The first Dutch NAP was adopted in 2008; the second in 2012. Both were the result of collaboration between government, civil society organizations, and research institutes. • The 2012 NAP outlines four key objectives, drawing on lessons learned from implementation of the previous NAP. 	<ul style="list-style-type: none"> • Launched in 2012, the Pacific RAP provides a framework for Forum Members and Pacific Territories to accelerate implementation of existing international, regional, and national commitments on women, peace, and security. 	<ul style="list-style-type: none"> • Liberia launched its first NAP in 2009 and is beginning a process to develop a bridging strategy to align priority NAP goals with relevant national strategies in 2014. 	<ul style="list-style-type: none"> • District Coordination Committees, which include local government and civil society representatives, lead implementation of this project aimed at raising awareness and strengthening local implementation of Nepal’s NAP.

SECTION 2 | IDENTIFYING KEY ACTORS AND CONDUCTING A PROBLEM ANALYSIS

WHEN BEGINNING TO DESIGN YOUR NAP OR SIMILAR POLICY/STRATEGY, REMEMBER:

Government, civil society, and the international community can each play an important role in designing, implementing, and monitoring and evaluating NAPs.

Problem and context analysis, along with a readiness assessment, can help identify relevant actors and ensure that NAP outcomes address root causes.

Efficient coordination and communication across implementing actors is critical.

Involving a broad set of actors from the outset is important. NAPs can be inspired by civil society advocacy, political champions in government, or both. All play important roles.

Since NAPs need to be grounded in the specific country context, they require regular communication among a broad group of actors who share responsibility for working toward the outcomes of the NAP. There is no single model for NAP design, but there are several critical actors:

- **Government officials:** ensure desired outcomes are consistent with national security priorities (or advocate to change priorities if necessary); dedicate resources (financial, human, and technical) to support implementation; and coordinate monitoring and evaluation of NAP progress and impact.
- **Civil society leaders:** provide meaningful input to NAP design; support government champions through advocacy; extend the government's reach in communicating the purpose of a NAP to local communities; partner on implementation of key activities; and monitor and evaluate progress and impact.
- **International community:** provide meaningful input to NAP design; dedicate resources (financial, human, and technical) to support implementation; partner on implementation of key activities; and contribute to monitoring and evaluation of NAP progress and impact so that countries and their leaders inside and outside of government can hold each other accountable.

NAPs that reflect the values of the communities they serve will be stronger than NAPs developed in isolation without the input of organizations working to advance women's inclusion on a daily basis.

IMPACTLAND EXAMPLE

Ensuring desired outcomes are consistent with national security priorities is critical.

The National Security Advisor is in charge of creating a new National Security Strategy; the first part of the strategy will refer to the principles upon which it is based. Looking to examples from other countries, such as the US (where the National Security Council played a key organizing role in developing the NAP), the National Security Advisor recognizes this as a key opportunity: if women's inclusion is listed as a principle of national security, it will strengthen the case for NAP implementation as a priority for Impactland.

Defining the problem

To design relevant policies, implementers need a comprehensive picture of women's needs and priorities in the country or the community. Civil society input is particularly useful for this. It is important to ensure that problems are not defined to fit the interest or capacity of the implementing agencies. Implementers should take a holistic approach: all too often problems are defined with the solutions in mind, but lack substantial reflection or insight from affected groups. It is important to unearth the true nature of problems and to identify their root causes.

Are there political, social, or cultural barriers that will make it more difficult to move a policy forward? Do institutions have the financial, human, and technical resources to implement the plan? Or, are they not set up or structured properly? Do organizations collaborate effectively on a certain issue?⁷

This exercise will make the planning process—creating outcomes and indicators—much more straightforward. Identifying the main problem and the root causes makes it easier to fill out the NAP Framework and map out how the different activities and results add up to long-term change.

Readiness assessment

A readiness assessment identifies the presence or absence of champions, barriers to NAP implementation (including building an M&E system), and relevant actors, including spoilers (individuals or organizations who may oppose or hinder NAP implementation). As a result of a readiness assessment, you will develop a picture of available resources (financial, human, and technical) to implement the NAP and build systems to monitor the implementation process. It will also help clarify roles and responsibilities for M&E and overall implementation. Last, but not least, it will draw attention to capacity issues that need to be addressed before implementation starts.

A readiness assessment should be a consultative exercise that builds on input from a wide range of actors involved in the implementation and monitoring of the NAP. While it seems time-consuming, it contributes tremendously to understanding the context in which the NAP takes place, thereby laying the foundation for successful implementation.

IMPACTLAND EXAMPLE

Identifying key actors and conducting a problem analysis

Reflecting on Japan's experience developing a NAP—where leaders created an environment in which civil society organizations, as well as the general public, had ample opportunities to contribute to the process—the Minister identifies the civil society NAP coalition and several other ministries as key actors. After consulting with the Minister of Foreign Affairs, she finds out that UN Women is planning to start a program related to gender-based violence in Impactland. She brings all these actors together to form a NAP coordination committee to help her conduct a more comprehensive problem analysis. As part of the analysis, the group agrees that the influence conservative religious groups wield outside the capital is a major factor in rural women's exclusion from public life. These groups might serve as spoilers to NAP implementation. This is an example of a social or cultural barrier.

Additionally, the Ministry for Women's Empowerment has few skilled staff and a very small budget, which is an indicator of limited financial, human, and technical resources. Both of these issues could represent barriers to NAP implementation that the committee will have to consider.

⁷ Gremillet, Patrick. "Results Based Management." UN Development Programme presentation at Bratislava Regional Center. August 2011.

SECTION 3 | USING THE NAP FRAMEWORK TO DEVELOP OUTCOMES

OUTCOMES SHOULD:

Be designed through an inclusive, top-down results-focused process.

Use “results” language, signaling that something has changed.

Be specific, succinct (only one result), and tangible.

Goal-setting is part of the governmental decision-making process at different levels.⁸ While government agencies always have goals, not all have the capacity to track and demonstrate the impact of their work. Effectively tracking progress and demonstrating impact requires ensuring that strategy design, annual planning, and M&E processes are linked, and that each process informs the other. Using the NAP Framework to define outcomes is the first step and the key to making these processes successful.

GOALS (or impact) express the long-term, society-wide development objective to which the NAP, strategy, or other policy intends to contribute.

OUTCOMES are long-term results (three to five years) or the change we want to achieve by the end of the action plan.

The planning process should take place from the top down, focusing on the desired results, rather than from the bottom up. Decisions should be informed by information collected through authentic consultations with other institutions and civil society. To demonstrate the impact and the progress toward outcomes of the NAP, you need to articulate what you are trying to achieve—what your success will look like. As mentioned above, focusing on long-term and mid-term outcomes allows implementers to map out the pathway to the change they’re seeking to achieve and thus align activities and clarify strategies to reach results.

Outcomes should refer to an institutional or behavioral change. Policymakers are well positioned to make the intended outcomes of the NAP as explicit as possible. These outcomes should reflect strategic priorities and should be based on the preliminary needs assessment or problem analysis. In short, outcomes show what end results the NAP is aiming at and where you should be by the end of implementation.⁹

Before formulating the outcomes of your NAP, consider whether it should be linked to international development strategies and initiatives, such as the Millennium Development Goals or the National Poverty Reduction Strategy, or aligned with other regional, national, or sectorial goals for women, peace, and security.

To address some of these questions and ensure ownership among the key actors of NAP planning and implementation, there should be a participatory, consultative, and cooperative process to set goals and formulate the outcomes. Actively seeking contributions from all interested parties is essential for a successful planning process and for building political consensus.

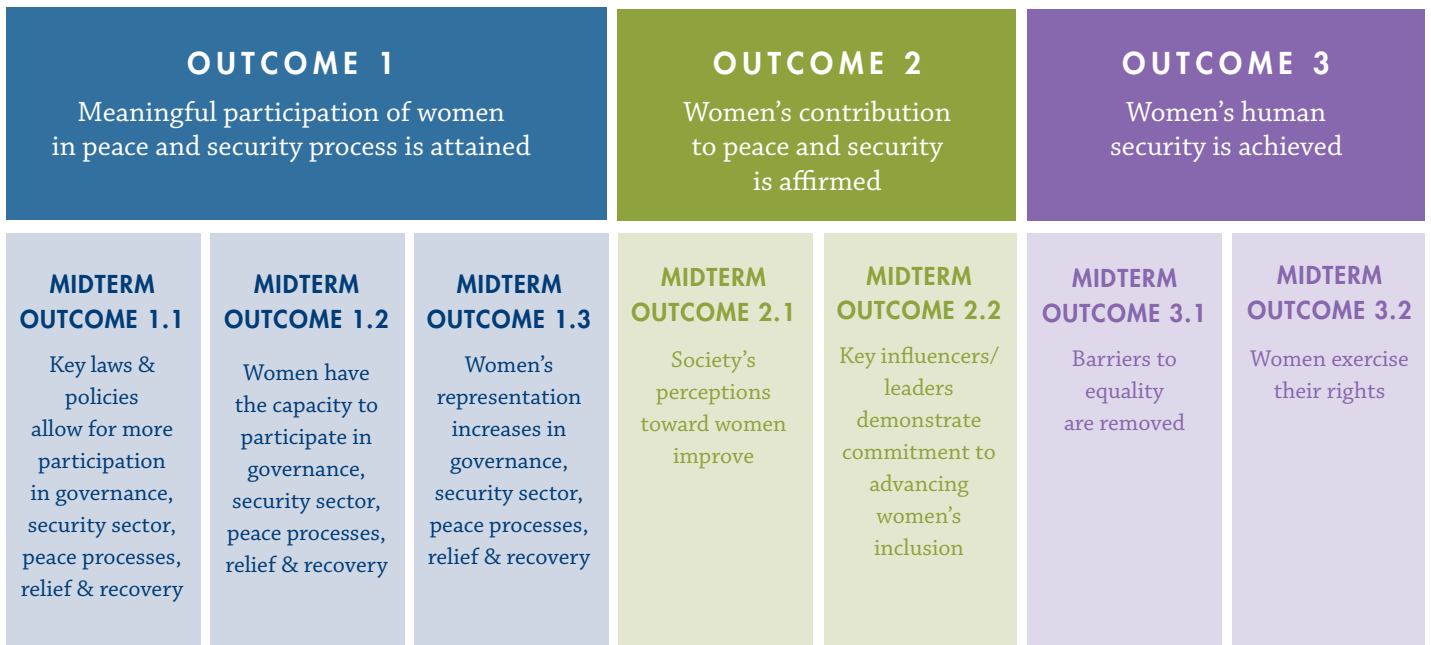
Outcomes can be complemented by mid-term outcomes, or the results you need to achieve before you get to the outcomes. Formulating mid-term outcomes ensures that the logic of your plan holds together and you address all the factors you need to achieve your outcome. Last, but not least, the NAP needs outputs: the deliverables or services that are the direct results of activities. Outputs help to achieve and “ladder up” to the mid- and long-term outcomes.

To assist countries and actors involved in designing or revising a high-impact NAP, this guide includes a NAP Framework (Figure 2). The Framework is a planning tool that helps users focus their conversation on results and impact; it can be used at any point in the process of implementing, monitoring, and evaluating a NAP. **While each country should tailor the framework to its own priorities, only NAPs designed to address each outcome outlined in the below framework are likely to be high-impact.**

⁸ Kusek, Jody Zall, and Ray C. Rist, *Ten Steps to a Results-based Monitoring and Evaluation System*. Washington, DC: World Bank, 2004, 56.

⁹ Ibid: 57

FIGURE 2: NAP M&E logic framework



The NAP Framework works as a logic framework, taking the form of a series of connected propositions: e.g., if these mid-term outcomes are accomplished, then these outcomes will be achieved, and so on. It does not spell out specific activities and is meant to be customized.

IMPACTLAND EXAMPLE

Using the NAP Framework to develop outcomes

Consider Outcome 1: *Meaningful participation of women in peace and security processes is attained*. Rather than use the outcome exactly as written, the NAP coordination committee would adjust it to fit the Impactland context. Since increasing women's participation in the security forces (we'll use the police as a specific example) is a priority, but increasing their political participation is not, the committee chooses to rewrite Outcome 1 and mid-term outcomes 1.1 and 1.2 to focus specifically on women's participation in the national police forces.

Once the committee decides on the relevant outcomes and mid-term outcomes the NAP will achieve, Impactland would design activities that would lead up to the mid-term outcomes and the outputs necessary to reach Outcome 1 of more women participating meaningfully in the police forces. To construct this equation properly, keep in mind the "if, then" propositions, illustrated in figure 3.

For example, Bosnia and Herzegovina used the NAP Framework to identify outcomes for their new NAP, expected to launch in 2014.

FIGURE 3: Outcomes, mid-term outcomes, and outputs – “if, then” propositions

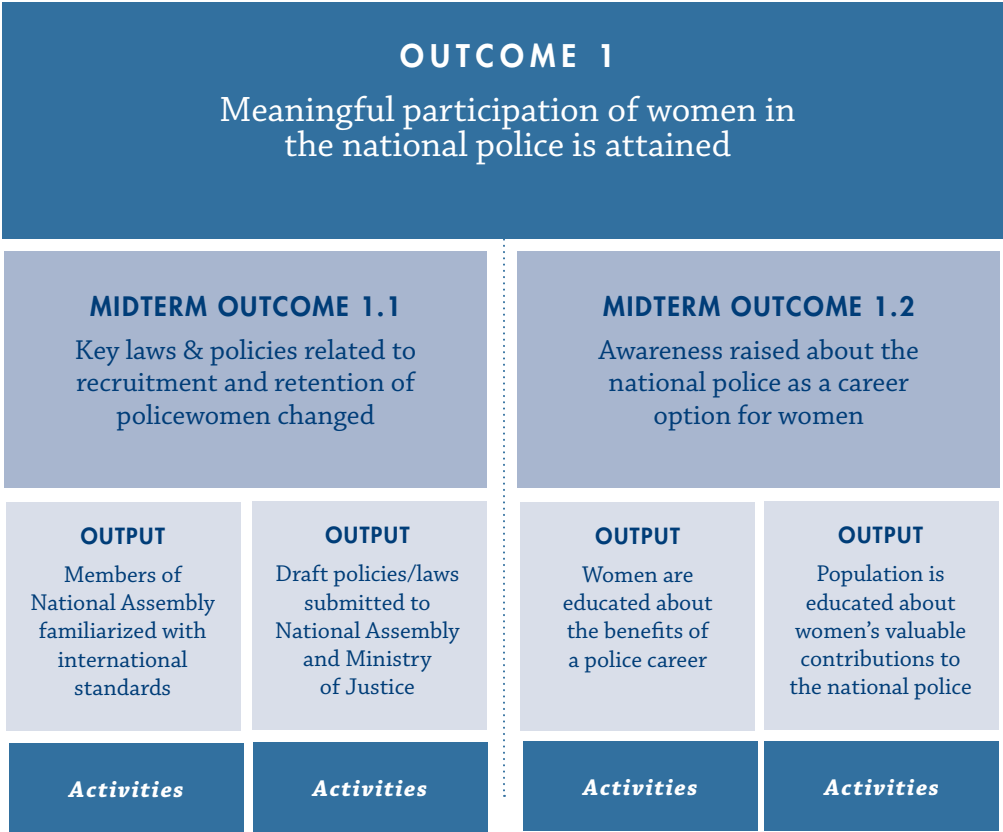


Figure 3 illustrates that **if** members of Impactland’s National Assembly are familiarized with international standards (an output) and draft policies are submitted to the National Assembly and Ministry of Justice, **then** policies related to recruitment and retention are changed (mid-term outcome). Further, **if** policies related to recruitment and retention are changed, and awareness is raised about the police force as a career option among Impactland’s population, **then** the number of women in the police force is increased. Once you’ve constructed these logical equations, it becomes much easier to identify the activities that will deliver the required outputs.

SECTION 4 | USING THE NAP FRAMEWORK INDICATORS

NAP FRAMEWORKS SHOULD INCLUDE INDICATORS THAT:

Verify whether the intended change is being achieved.

Are Specific, Measurable, Achievable, Relevant, and Time-Bound (SMART).

Are both quantitative (objective) and qualitative (subjective).

Once you've developed the appropriate outcomes and outputs for your action plan, you need to create tools for measuring progress (indicators) toward the intended change. Indicators 'indicate' that change is happening or not happening. Each outcome and output needs to be linked with one or more indicators to measure ongoing implementation.

Indicators have multiple functions. Most importantly, they demonstrate progress when implementation is going well. They also help to identify what changes you may need to make (if implementation is not going well). Data from indicators can inform your decision-making process and help you to effectively evaluate your program or project.

As with formulating outcomes, creating indicators should be a consultative, participatory process. While you may use pre-determined indicators, it is always best to work on the indicators for your own NAP. Developing good indicators requires the involvement of technical staff, as well as those making decisions or policy. While it can be time-intensive, this process ensures that the indicators are relevant and meaningful for the strategy and its implementers.

Indicators should be **SMART**: Specific, Measureable, Achievable, Relevant, and Time-Bound.¹⁰

For each indicator, it is important to specify:

- the unit of analysis (e.g., the number of female police officers or the extent to which female police officers are included in strategy sessions);
- its definition and disaggregation (e.g., this indicator measures the number of civilian and uniformed female police officers currently serving in the National Police in any rank, disaggregated by age, county, and rank; or this indicator refers to the frequency with which female police officers are invited to senior staff meetings, not disaggregated);
- existing baseline information (e.g., currently 15% of the members of the National Police are women); and
- target or targets for subsequent comparison (e.g., 15% increase or 30% of the members of the National Police are women).

The data sourcing matrix captures this information and more (see Tool 4 for more details). The Sample Indicator Worksheet (Tool 3) also helps verify whether you are on track for creating good indicators to monitor the progress of the NAP implementation.

Differentiating between quantitative and qualitative indicators

Quantitative indicators are "countable." For example, you might count the number of women police officers recruited or you might calculate the change in the percentage of women in a police force. Qualitative indicators, on the other hand, capture experiences, opinions, attitudes, or feelings. Here, you might assess the extent to which citizens' perceptions of a police force change with an increased percentage of women represented.

Qualitative indicators yield more nuanced data on the progress of implementation. However, they are also more time- and resource-intensive to collect and analyze. Quantitative indicators are regarded as more objective and comparable across plans or sectors. Ideally, you will use a combination of qualitative and quantitative indicators to monitor the implementation of the NAP.

¹⁰ Albino, Marelize, and Jody Zall Kusek. *Making Monitoring and Evaluation Systems Work*. Washington, DC: World Bank, 2009.

FIGURE 4: Quantitative and qualitative indicators¹¹

QUANTITATIVE INDICATORS	QUALITATIVE INDICATORS
Measures of quantity Number Percentage Ratio	Perception Opinion Judgments about something
E X A M P L E S	
# of women in decision-making positions Employment levels Wage rates Education levels Literacy rates	Women’s perception of empowerment Satisfaction with employment or school Quality of life Degree of demonstrated self-confidence in basic literacy
S O U R C E S O F I N F O R M A T I O N	
Formal surveys or questionnaires	Public hearings, testimonials, focus groups, attitude surveys, and participant observation

Model indicators are provided in Annex C to guide you in creating your own. The model indicators are designed to help measure NAP impact and results in a realistic and feasible way. They build on, and complement, existing multilateral organization (UN, EU) and civil society (Global Network of Women Peacebuilders) indicator sets.¹² Several of the UN indicators (or similar indicators) are incorporated within this set and marked with an asterisk. Since this guide is meant primarily for those measuring national-level data, UN indicators related specifically to UN systems and related activities are not included in Annex C. Accordingly, countries should continue to measure against and report on all of the UN indicators. The list includes sections for externally- and internally-focused NAPs¹³, as well as overarching indicators that could apply in any country.

The indicators are not meant to be used without close reflection and assessment of their relevance, and they should align/be tailored to your country-specific NAP Framework. Aim for relevance and quality over quantity, limiting the list to ones that are essential and realistic given available resources. Remember, it is not necessary to use every indicator on the list and is fine to add new indicators using the tools in this guide, such as Tool 3.

11 UN Development Group. “Results-Based Management Handbook: Strengthening RBM harmonization for improved development results.” Spearheaded by the RBM/Accountability Team, undg wgpi: 2010.

12 UN Security Council. Secretary-General’s Report S/2010/173. 6 April 2010.

13 Some NAPs are internally or domestically focused whereas others are externally focused. For example, the US NAP is externally focused – most of the outcomes, outputs, and activities relate to foreign assistance priorities. Conversely, the Liberian NAP is internally focused, seeking impact within the borders of Liberia. The indicators are grouped into these categories to ensure that implementers have examples that can be adjusted to either circumstance.

TOOL 3: Sample indicator worksheet¹⁴

Outcome to be measured:

Indicator selected:

Please check all that apply.		
1	Is the indicator SMART (Specific, Measurable, Attainable, Relevant, Time-bound)?	
2	Is it an accurate expression of the measure of change in the specific outcome, mid-term outcome, or output it is tied to?	
3	Does the indicator provide an objective measure?	
4	Can the indicator be disaggregated, as needed, when reporting on the outcome?	
5	Is there available data on the indicators to provide baseline and targets?	
6	Is the data collection required for the indicator feasible and cost-effective?	

Baseline and Targets

To make indicators meaningful and be able to demonstrate progress as a result of NAP implementation, you need to record baseline data and targets for each indicator. The baseline tells us important information about the current situation; for example, the current percentage of women in the parliament. The target should be the number or value that you intend to reach by the end of NAP implementation. Targets can be broken down by year.

These two “markers,” baseline and target, are extremely important to understanding the difference the NAP makes. Without baseline data, results are hard to interpret and targets are not meaningful. Without specific targets, implementation can easily stall or go off track due to lack of clarity about where you are headed.

Baseline information can be collected from statistical reports, previous reviews or assessment on the status of women by domestic or international institutions, or civil society materials. Targets for the NAP should be set through a broad-based consultation with all implementing partners. It is best to set realistic and feasible targets rather than over-reaching and then failing to meet those values.

IMPACTLAND EXAMPLE

Indicators

One of the outcomes the committee selected was that *meaningful participation of women in the national police is attained*.

The NAP committee could choose to measure this quantitatively (number of women in the police force, disaggregated by rank, state, etc.) or qualitatively (the extent and type of contributions by women police officers to investigations, for instance). The baseline is the current number or percentage of women in the police force, and the target might be to achieve a 10-20% increase. Data can be collected on qualitative indicators with the help of a pre-established scale (for instance, 0 to 5 in terms of the extent), through key informant interviews, desk research, or other methods.

For an example of a NAP using a good mix of qualitative and quantitative indicators in an easy-to-read format, see Ghana’s NAP, launched in 2010.

¹⁴ Adapted from Kusek, Jody and Ray Rist. *A Handbook for Development Practitioners: Ten Steps to a Results-Based Monitoring and Evaluation System*. The World Bank, Washington, DC. 2004

SECTION 5 | MAKING MONITORING WORK

M&E PLANS ADDRESS:



There are several benefits to having an M&E plan. It forms the core of an M&E system. It serves as an “instruction manual” for the monitoring process, providing guidance for M&E activities throughout implementation. It simplifies coordination among relevant parties by documenting all M&E-related mechanisms, responsibilities, and resources.

Before implementation of the action plan

For your organization to effectively monitor NAP progress, implementers should make sure that data collection and analysis mechanisms are in place. This should be completed after NAP outcomes and indicators have been developed and baselines and targets set, but before implementation of the action plan or program starts. The process includes the steps outlined in Figure 5.

Monitoring is a continuous function that uses systematic data collection on specified indicators to provide implementers of a policy or program with signs of the extent of progress, including in the use of allocated funds, and achievement of objectives.¹⁵

FIGURE 5: Monitoring steps



To make these elements functional and ensure proper coordination among them, you need a roadmap: **the M&E plan**. This is the document that encompasses all these elements and more, and provides guidance on how to monitor NAP implementation.

Creating an M&E plan for the NAP

Once organizations have set indicators, baselines, and targets for the NAP implementation process, it's important to lay out M&E activities, documents, roles, and the relevant policy framework in one comprehensive document.

The core of the NAP M&E plan is the planning framework, which should include a/the:

- NAP Framework in Figure 2 (customized to the country context);
- List of NAP-related indicators with baselines and targets;
- Description of the data collection, management, and analysis mechanisms, tasks, and related responsibilities (see Tool 4: Data sourcing matrix);
- Reporting guidelines and requirements;
- Outline of the timeframes and budget for implementing the M&E plan (or each individual organization's monitoring action plan); and
- Explanation of how the data will be used by implementing agencies and in M&E partnerships with civil society and other organizations.

Formulating the components of a NAP M&E plan should be a joint, consultative exercise. The M&E unit, the department/individual in charge of planning, or an inter-agency working group can coordinate the drafting process, with regular consultation and final approval from the participating agencies. Ensuring ownership for all actors involved is particularly important. To make sure each partner involved in the NAP implementation follows the M&E plan, it needs to be meaningful and realistic for all of them.

Both civil society and policymakers have important roles in all stages of M&E. Here, the policymaker's role is particularly critical. He or she must make sure that (1) the necessary mandates and policies related to M&E exist; (2) resources are budgeted appropriately for M&E within the NAP budget; and (3) the people involved understand the necessity and importance of doing the work.

IMPACTLAND EXAMPLE

M&E Plan

After reviewing Nigeria's NAP, which included an M&E section that outlined the basic components of the process, as well as M&E-related roles, responsibilities, and reporting timelines, the NAP coordination committee decides that it's critically important they formally agree on the roles and responsibilities for monitoring NAP implementation. Therefore, they decide to create an M&E plan. The plan includes all the indicators they previously agreed on, with definitions, as well as the agencies responsible for collecting data on them. The M&E plan also includes the tools for how to collect data on the indicators and assigns semi-annual reporting obligations to each agency. In the Annex, the drafters include two different types of standardized reporting templates agencies will have to use. Lastly, it puts forth a request for resources necessary to carry out the M&E plan.

Recognizing the limited human resources of the Ministry for Women's Empowerment, they recommend creation of an M&E unit and nominate an M&E point person on the coordination committee. The unit will be responsible for coordinating data calls, analyzing the information collected, and reporting to the coordination committee and the National Assembly.

During implementation

As the NAP implementation begins, so do M&E activities. The individuals or departments in charge start regular data collection;¹⁶ they then manage and analyze the information gathered and submit the results of that analysis at the end of each reporting period. The NAP M&E plan outlines the reporting timelines and requirements, as well as additional resources, such as:

- **Organizational policies or strategies that outline M&E mandates, roles, and authorities.** These can include M&E as part of a job description, or an agency-wide policy document on the role of M&E for NAP success and its place within the organization, etc.
- **Assigned budget for M&E implementation.** The NAP M&E plan will remain nothing but a piece of paper unless there are financial resources allocated and disbursed. Monitoring might not take place at all or will, at best, be opportunistic without any funds behind it.
- **Human capacity.** The body or working group that coordinates the NAP implementation, as well as the other agencies involved in it, should be appropriately staffed. Monitoring can be time-consuming and requires expertise. (All departments and individuals involved should be informed and, if necessary, trained in data collection, analysis, and reporting procedures, and the relevant standards.) It is important that skilled individuals are assigned to these roles to the extent possible. Without the right people, or any people at all, the utility and sustainability of an M&E system is significantly hindered, and it will produce no information on the NAP implementation process.

Monitoring data and reports will be crucial for any evaluation or review that takes place mid-way or at the end of NAP implementation. Continuously collecting and analyzing data ensures that such assessments have information readily available on the process and the performance of implementing agencies.

TOOL 4: Sample data sourcing matrix

Indicator	Indicator Type	Definition, Unit of Measurement, Disaggregation	Data Source	Data Collection Method	Data Collection Frequency	Responsible Party	Baseline Value	FY1 Target	FY2 Target	FY3 Target
Outcome 1										
Indicator 1-1										
Mid-term Outcome 1.1										
Indicator 1.1-1										
Indicator 1.1-2										
Output 1.1.1										
Indicator 1.1.1-1										
Indicator 1.1.1-2										
Output 1.1.2										
Indicator 1.1.2-1										
Indicator 1.1.2-2										

¹⁶ Data collection frequency will depend on financial resources and technical and human capacity. Generally, output indicators are reported on a quarterly or semi-annual basis. Data collection for mid-term outcomes generally happens annually or twice during the implementation phase and outcome data can be collected twice or at the end of implementation. Each organization and plan should have their own data collection and reporting timelines, so frequency will be determined by your action plan's structure and indicators and the available resources and capacity.

TOOL 5: M&E plan checklist¹⁷

SECTION I: Introduction (background; mandate of the plan; authority of the M&E system; objectives of the M&E system)		
SUGGESTED CONTENT	INCLUDED?	
Objectives of the M&E plan and long-term vision	Yes	No
Structure of the M&E plan	Yes	No
Reference to relevant policy framework that spell out M&E authority and mandates	Yes	No
If applicable: linkages to other M&E systems	Yes	No
SECTION II: The core of the M&E system (basic information on how to measure, collect, and analyze data within the M&E system)		
SUGGESTED CONTENT	INCLUDED?	
NAP Framework	Yes	No
Data Sourcing Matrix:		
Indicators, definition, type	Yes	No
Baseline and targets	Yes	No
Data sources, collection method, frequency, and responsible party	Yes	No
Data analysis method, frequency, and responsible party	Yes	No
Reporting responsibilities, forms and timelines, and dissemination strategy	Yes	No
SECTION III: Managing the M&E system		
SUGGESTED CONTENT	INCLUDED?	
Capacity Building – current and potential, planned capacity building (if applicable)	Yes	No
M&E partnerships – inventory of actors involved in M&E; mandate of a coordinating body for M&E (if applicable); partnership mechanisms and communication channels for M&E	Yes	No
Costed M&E work plan and budget – description of the link between M&E planning and government budgeting	Yes	No
M&E plan revision – description of the process, tools, and timeline	Yes	No
Communication and advocacy for M&E – key target audiences and messages; communication strategy (if applicable)	Yes	No
Databases – description of existing data inventory systems and linkages	Yes	No
Information use to improve results – description of information products (evaluation, reports, studies) and communication strategy	Yes	No

¹⁷ Adapted from Albino, Marelize, and Jody Zall Kusek. *Making Monitoring and Evaluation Systems Work*. Washington, DC: World Bank, 2009.

SECTION 6 | EVALUATING THE NAP

EVALUATIONS:

Inform policymakers, program and project managers, and the public if their interventions are leading to designed results.

Build organizational knowledge and capacity.

Strengthen accountability.

Monitoring is a routine activity undertaken throughout the life of a program or policy, supplying implementers with a continuous flow of data about program performance. It helps us understand progress toward the outcomes the NAP seeks to achieve. Evaluation, on the other hand, is a systematic and objective assessment of a planned, ongoing, or completed project, program, or policy in relation to a particular set of evaluation criteria and standards of performance.¹⁸ Evaluation allows implementers to understand to what extent the change the NAP has achieved can be attributed to the activities they undertook. The aim of an evaluation can also include assessing the efficiency, effectiveness, impact, and sustainability of the NAP. Evaluation reports are crucial for evidence-based policymaking, as they provide information that can improve the decisions made by implementers, policymakers, and funders.

An evaluation or review of the NAP can help you answer the following questions, for instance:

1. What is the progress made toward the NAP's objectives? What are the achievements and the challenges that remain?
2. What and where are the gaps where NAP objectives have not been met?
3. What adjustments should be made to the NAP to address any gaps and reflect the changing international environment with respect to women and girls in conflict situations?
4. How can NAP partner departments better define actions, plan and execute for results, track, monitor and report on actions and indicators?
5. How to improve the NAP as a guide for planning, conducting, and monitoring and reporting of women, peace, and security activities?

Evaluation helps determine the worth or significance of an activity, policy, or program, and may include an assessment of the quality of the planning and implementation processes. In particular cases where results are difficult to measure, evaluations may focus entirely on process-related questions. Evaluation studies and research on performance also build organizational knowledge and capacity, and can provide the public with information on the impact of the project or policy. They can serve as evidence and proof of accountability for other partners, such as donor agencies or external organizations. In addition, by providing the opportunity to stand back and reflect on strategies and results, evaluation helps to further the dialogue among implementing partners.¹⁹

Types of evaluations

In preparing to evaluate your NAP, it is essential to identify implementing partners and consider how they should participate in the process.

The key questions to consider are (1) who is in charge of formulating the evaluation questions and (2) who is responsible for designing and implementing the evaluation process and the corresponding deliverables.²⁰

Depending on the answers to these questions, the evaluation will follow one of these models:

- External evaluation;
- Internal evaluation; or
- Participatory evaluation.

An external evaluation of the NAP is conducted by someone outside of the implementing organization, program, or policy, with no stake in the results. An internal evaluation is managed by someone who is organizationally attached to the program or policy. While internal evaluators may have a deeper understanding of the NAP context and be better positioned to

18 Definition adapted from *Glossary of Key Terms in Evaluation and Results Based Management*. Paris: OECD, 2002.

19 Molund, Stefan and Göran Schill. *Looking Back, Moving Forward a SIDA Evaluation Manual*. Stockholm: SIDA, 2004.

20 Ibid.

facilitate use of evaluation and learning within the implementing agencies, they may also lack credibility with external audiences and may not be able to fully serve the purpose of accountability. Internal and external evaluations require different types of resource allocation, with external evaluation requiring more financial resources and internal evaluation relying on human capacity and time commitment.

In participatory evaluations, evaluators act as facilitators or instructors to help the implementing partners make assessments about the value of the program or policy.²¹ Developing a common understanding among partners about the outcomes of, and methods for, implementation is a pre-condition to this type of evaluation, as is a participatory approach to designing and delivering activities and services.

Methods for evaluation

Different evaluation methods are appropriate for answering different kinds of questions. Implementers, evaluation managers, and other partners should work together to define the types of information they need about the NAP implementation. Once you identify what you would like to know about NAP implementation, its process, results, and lessons learned, you will be able to choose the appropriate method. The table below lists the most common evaluation types.

FIGURE 6: Common evaluation types²²

TYPE OF EVALUATION	WHAT IS IT?	WHY DO IT?	WHEN TO DO IT?
Formative Evaluation	Identifies the strengths and weaknesses of a policy before the start of implementation. The purpose is to increase the chance of policy success.	Allows for changes before full implementation begins and increases the likelihood that the policy will succeed.	During the development of a new policy; when an existing policy is being revised or used in a new setting.
Process Evaluation	Documents and assesses processes and tasks related to program or policy implementation.	Provides tools to monitor implementation quality, which is critical to maximizing the intended benefits and demonstrating strategy effectiveness.	From the start of implementation; during implementation.
Rapid Appraisal	Provides information in a timely and cost-effective manner by using both qualitative and quantitative methods in a less structured way. ²³	Allows for quick, real-time assessment and reporting and provides decision makers with immediate feedback on the progress of a given project, program, or policy.	When descriptive information is sufficient to policy-makers; the primary purpose of the study is to generate suggestions and recommendations; or when available quantitative data must be interpreted.
Summative or Outcome Evaluation	Determines the extent to which outcomes were produced. It is intended to provide information about the worth of the policy.	Indicates whether the policy is being effective in meeting its objectives.	At the end of a policy (or a phase of that program or policy).
Economic Evaluation	Measures how efficiently resources have been—and should be—allocated to maximize impact.	Provides managers and funders with a way to assess effects relative to costs.	At the planning stage, using cost estimates/projections, and/or during operation of a program, using actual costs.
Impact Evaluation	Attempts to identify the changes that took place, and to what they can be attributed. It refers to the final (long-term) impact as well as to the (medium-term) effects at the outcome level.	Provides evidence for use in policy, funding, and future programming decisions.	During the operation of an existing policy at appropriate intervals; at the end of a program.

21 Ibid.

22 Figure based on Albino, Marelize, and Jody Zall Kusek. *Making Monitoring and Evaluation Systems Work a Capacity Development Tool Kit*. Washington, DC: World Bank, 2009.; *UNDP Handbook on Planning, Monitoring and Evaluating for Development Results*. UN Development Programme, 2009; Molund, Stefan and Göran Schill. *Looking Back, Moving Forward*. Stockholm: SIDA, 2004; and Kusek, Jody Zall, and Ray C. Rist, *Ten Steps to a Results-based Monitoring and Evaluation System*. Washington, DC: World Bank, 2004.

23 (a) key informant interviews; (b) focus group interviews; (c) community interviews; (d) structured direct observation; and (e) surveys.

SECTION 7 | USING M&E INFORMATION TO IMPROVE AND PROMOTE HIGH-IMPACT NAPs

COMMUNICATING RESULTS CAN:

Improve under-performing and promote well-performing programs.

Build public support for the NAP domestically and internationally.

Attract financial investments and inspire the next generation of high-impact NAPs.

Monitoring NAP implementation is a means to an end: the data provides information to help you solve implementation challenges and improve practices. This requires ongoing data collection, analysis, and reporting. However, if not used, the data and the reports alone are meaningless. The worth of the M&E system becomes obvious when results are systematically disseminated and used by implementers. Whether this happens generally depends on organizational willingness, capacity, culture, politics, and the nature of decision-making processes. With strong leadership, you can cultivate an organizational environment where relying on data for decision making, learning, and strategic planning becomes a habit.

Reflecting on data can facilitate decision making in multiple ways. Inviting other actors such as civil society organizations to consider findings will provide you with different perspectives and further insights on NAP implementation. In Sections 1 and 6 of this guide, we outlined the many ways in which data can help organizations improve policies and programs and identify solutions to challenges encountered during the process.

When data is shared externally, however, it can also help:

- Create shared understanding of issues and successes and enhance cooperation with partners.
- Showcase your country's achievements and best practices.
- Build public support for the NAP domestically and internationally.

Effective communication is a critical component of NAP implementation; disseminating results helps ensure transparency, strengthen collaboration, and attract financial investments. To be effective, implementers need to identify their (1) target audience and (2) communication objectives. Conducting a stakeholder analysis can help ensure the success of your communication strategy.

Tailoring the nature and content of an information product to the end users' needs will facilitate its accessibility and use.²⁴ Information aimed at the general public about the results of NAP implementation after the first year, for instance, might include an overview or highlights of an evaluation or technical report that can be easily disseminated via mass media (e.g., print, radio, television, and/or social media). Reports for donors or partner countries can be more technical and detailed, highlighting relevant strategy information. The profile of target audiences, as well as the prospective communication products, should ideally be outlined in the NAP M&E plan (see Part II, Section 5 for more details).

Using data from the M&E system closes the M&E cycle: it feeds into designing and planning the next round of implementation. The elements and processes described in this toolkit will help you build a sustainable and functional M&E system, enabling you to continuously improve or adjust your NAP, generating evidence of its results and impact, and inspiring the next generation of high-impact NAPs. Many countries share public progress reports, including, but not limited to, Canada, Cote d'Ivoire, Finland, and Nepal.

IMPACTLAND EXAMPLE

Communicating results

The NAP coordination committee wants to ensure that the public is as equally invested as the government in the success of the NAP. To that end, they include creation of a public awareness campaign as an activity in the NAP. They commit to reporting to the National Assembly on progress (collecting and analyzing data with the help of the M&E tools described throughout this guide) and share their results with the public annually on their website and in public reports.

Afterword

The task of developing an M&E plan for a NAP may seem daunting. Measuring the impact of such complex, far-reaching strategies is certainly a big job. However, it is by no means an impossible undertaking, and it is vitally important to the future of Resolution 1325 that we work together, as a community, to support stronger M&E for NAPs.

To that end, we hope that this guide proves useful to you in your work—and we really want you to share your experiences using it, ideas for improving it, questions, or any other information about this guide you'd like to communicate.

By using effective M&E practices to demonstrate the value of this work, we'll build stronger commitment to NAPs, women's inclusion, peace, and security.

DEFINITIONS OF KEY TERMS

Capacity building

Targeted training to improve stakeholders' knowledge and skills for effective implementation of a strategy, policy, or program.

Culture of inclusion

An environment in which the distinct roles of, and impacts to, women and men are considered and the input and participation of both is a priority across social and political structures.

Gender

The social attributes and opportunities associated with being male and female, and the relationships between women, men, girls, and boys. These elements are socially constructed and context- and time-specific. Gender is often used as a lens to better understand the differences and inequalities that exist between individuals and groups in society.²⁵

Gender mainstreaming

A strategy for ensuring that gender perspectives and attention to the goal of gender equality are central to any planned activity (e.g. policy development; research; advocacy/dialogue; legislation; resource allocation; and planning, implementation, and monitoring of programs and projects).²⁶

Gender-based discrimination

Unjust or unequal treatment of an individual or group based solely on identification as female or male.

High-impact National Action Plan

A NAP resulting from an inclusive process that provides for full and meaningful participation of women in processes and decisions related to security; has timelines and mechanisms for public accountability; and reserves priority funding. High-impact NAPs have the potential to compel governments, multilateral institutions, and civil society to develop coordinated, actionable policy changes and deliver sustained results.

Human security

A people-centered view of security. It emphasizes the everyday safety of populations through improved public services and programs to combat poverty. It addresses key issues, such as health, environment, economy, society, education, and community. Human security not only protects, but empowers people and societies as a means of security. By focusing on the individual, the human security model aims to address the security of both men and women equally.²⁷

Impact

The long-term effects (positive or negative, intended or not) on stakeholders, institutions, and the environment to which a given activity, program, or project contributes.²⁸

Indicator (quantitative and qualitative)

The quantitative or qualitative variables that provide a simple and reliable means to measure achievement, reflect the changes connected to an intervention, or help assess the performance of an organization against a stated outcome.²⁹

Input

The financial, human, and material resources required to implement a policy or program.

25 "OSAGI Gender Mainstreaming - Concepts and Definitions." UN News Center. Accessed October 22, 2014.

26 Ibid.

27 Haq, K., "Human Security for Women," in Tehranian, Majid. *Worlds Apart: Human Security and Global Governance*. London: I.B. Tauris in Association with the Toda Institute for Global Peace and Policy Research, 1999.

28 Albino, Marelize, and Jody Zall Kusek. *Making Monitoring and Evaluation Systems Work*. Washington, DC: World Bank, 2009.

29 Kusek, Jody Zall, and Ray C. Rist, *Ten Steps to a Results-based Monitoring and Evaluation System*. Washington, DC: World Bank, 2004.

Mid-term outcome

The intermediate results of outputs on beneficiaries; the results a policy or program achieves mid-way through implementation that are necessary and sufficient to eventually achieve the outcome.

Monitoring and evaluation plan

The M&E plan documents all aspects of the M&E system. An M&E plan is a comprehensive narrative document on all M&E activities. It describes the key M&E questions to be addressed; what indicators are to be measured; how, how often, from where; as well as the indicator data that will be collected, including baselines, targets, and assumptions; how the data will be analyzed or interpreted; how or how often reports on the indicators will be developed and distributed; and how the 12 Components of the M&E system will function.³⁰

Monitoring and evaluation system

The human capacity, data collection, reporting, and evaluation procedures and technology that interact to provide timely information for the implementers of a project, program, or policy.

Outputs

The deliverables: the products, goods, or services that result from a program or policy. Outputs, therefore, relate to the completion (rather than the conduct) of activities and are the type of result over which managers have a high degree of influence.³¹

Outcome

The actual or intended changes in development conditions that a policy or program is seeking to support.³² They describe a change in conditions between the completion of outputs and the achievement of impact.

Results

The changes in a state or condition that derive from a cause-and-effect relationship. There are three types of such changes (positive or negative, intended or not) that can be set in motion by a development intervention: outputs, outcomes, and impacts.³³

Results-based management

A management strategy focusing on performance and achievement of outputs, outcomes, and impacts.³⁴

Results chain

The causal sequence for a development intervention that stipulates the necessary sequence to achieve desired objectives, beginning with inputs.³⁵

Stakeholder analysis

The examination of all actors potentially involved in or impacted by program or policy implementation. Particular attention is paid to the flow and methods of communication among actors.

Target

Specifies a particular value for an indicator to be accomplished by a specific date in the future.³⁶

30 Peersman, Greet and Deborah Rugg. "Basic Terminology and Frameworks for Monitoring and Evaluation." *UNAIDS Monitoring and Evaluation Fundamentals*. Geneva: 2010.

31 *Glossary of Key Terms in Evaluation and Results Based Management*. Paris: OECD, 2002.

32 Kasturiarachchi, Asoka. *Handbook on Planning, Monitoring and Evaluating for Development Results*. New York: United Nations Development Programme, 2009.

33 Gremillet, Patrick. "Results Based Management." UN Development Programme presentation at Bratislava Regional Center. August 2011.

34 Ibid.

35 UN Development Group. "Results-Based Management Handbook: Strengthening RBM harmonization for improved development results." Spearheaded by the RBM/Accountability Team, UNDG WGPI: 2010.

36 Ibid.

APPENDIX A: Phases of monitoring and evaluation for NAP implementation

The phases of an M&E process are: **(a) design**, **(b) planning for M&E and implementation**, **(c) monitoring**, and **(d) managing and using evaluation**. The phases should build upon each other, repeating as necessary, reinforcing successful implementation. Each phase of the cycle should be planned through broad consultation with partners and beneficiaries to ensure that monitoring the NAP results in the collection of meaningful and relevant information. Inclusive planning for M&E results in a stronger system and increases the transparency of the process.

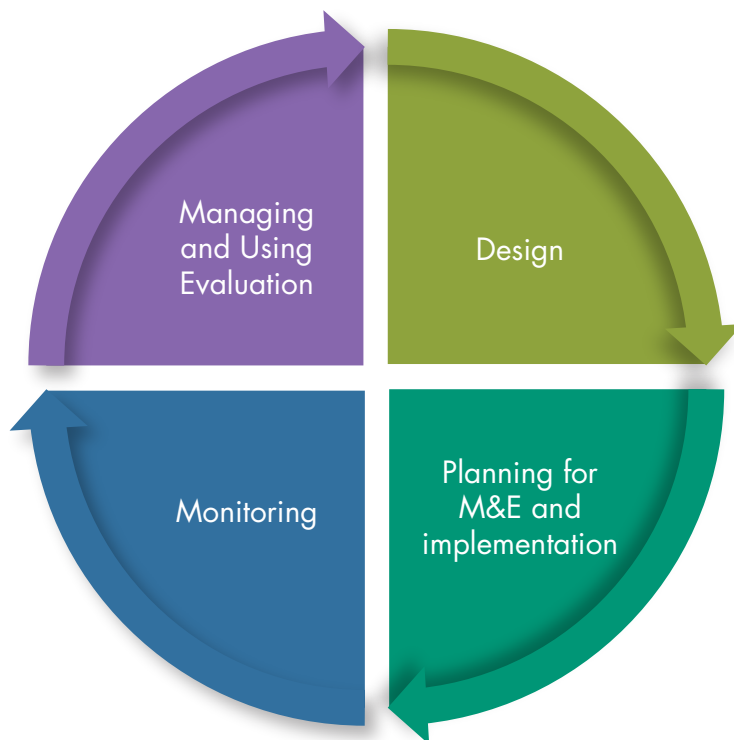


FIGURE 7: Stages of results-based M&E for NAP implementation

During the **design** stage, implementers should define the vision or the overarching goal of the NAP, conduct a problem analysis or needs assessment (to help identify root causes and prioritize issues for the NAP), and create a NAP framework that identifies the intended results and activities needed to reach the results of the NAP (addressed in more detail in Part II, Sections 1-4).

When **planning for M&E and implementation**, identify individuals (with appropriate technical capacity) as responsible for monitoring NAP implementation, ensure there are sufficient resources to finance M&E of the NAP, and create the documents and processes necessary (such as an M&E plan, which is discussed in Part II, Section 5 of this guide) to help monitor progress.

During the **monitoring** stage, it's important to not only collect and analyze data on NAP implementation progress, but also report on progress to both internal and external actors (for a more detailed discussion on the importance of sharing M&E data, see Section 7).

In the **managing and using evaluation** stage, consider using independent (internal or external) evaluators to conduct a mid-term or final review of NAP implementation. Results of the evaluation can be communicated and integrated into planning and design for the next stage of the NAP. For example, the data can inform NAP revision, creation of a new NAP, or creation of a NAP localization, bridging, or other relevant strategy (for more information about the variety of models for NAPs and similar policies, see Part II, Section 1, Figure 1; for a more detailed discussion of evaluation, see Part II, Section 6).

APPENDIX B: Relevant international conventions and guiding frameworks

In addition to **UNSCRs 1325** and **2122**, there are several international conventions and guiding frameworks that call for strategies to address gender dynamics in armed conflict, as well as other relevant M&E frameworks. The UN Security Council has continued to emphasize the specific needs of women, men, girls, and boys through a series of resolutions. The resolutions together reinforce international recognition of the need to take action and to implement monitoring and evaluation techniques that track international progress.

UNSCR 1820 (2008): “Demands cessation of sexual violence against civilians in armed conflict.”

UNSCR 1882 (2009): Requires that parties inflicting sexual violence on children in armed conflict be reported to the UN Secretary-General.

UNSCR 1888 (2009): Asks for state-level annual reports to provide details on the perpetrators of any sexual violence. In addition, it requires that the UN Secretary-General take action to effectively monitor and track international efforts to end sexual violence against women and children in conflict.

UNSCR 1889 (2009): “Urges Member States to ‘ensure gender mainstreaming in all post-conflict peacebuilding and recovery processes and sectors.’ To operationalize this goal, the resolution encourages UN peacekeeping forces to mobilize resources to advance gender equality and women’s empowerment. It requires a transparent allocation process for these funds and careful tracking of their application. Finally, it calls on the Secretary-General to develop a set of indicators to track international progress to advance UNSCR 1325.

UNSCR 2106 (2013): Recognizes the need for more data collection and evidence of impact to further gender equality and women’s empowerment in peace efforts and conflict resolution. It calls for more systematic monitoring, analysis, and reporting on actions to end sexual violence.

Furthermore, there are international guidelines to advance gender equality and women’s empowerment that are not specific to conflict-affected regions.

Convention to End All Forms of Discrimination Against Women (CEDAW): Adopted by the UN General Assembly in 1979, CEDAW requires that ratifying countries end all discrimination against women. To date, 187 countries have ratified the convention and are bound to its tenets. Countries are required to submit a status report to the UN Secretary-General every four years to track implementation efforts. According to the PeaceWomen Programme, many of CEDAW’s requirements align with the women, peace, and security agenda, such as:³⁷

- The demand for women’s participation in decision making at all levels.
- The rejection of violence against women.
- The equality of women and men through the rule of law.
- The protection of women and girls through the rule of law.
- The demand on security forces and systems to protect women and girls from gender-based violence.
- The recognition of the distinctive burden of systematic discrimination.
- The assurance that women’s experiences, needs, and perspectives are incorporated into the political, legal, and social decisions that determine the achievement of just and lasting peace.

³⁷ “About CEDAW.” PeaceWomen. Accessed October 22, 2014.

UN Millennium Development Goals: In 2000 the UN adopted its Millennium Declaration to reduce extreme poverty around the globe by 2015.³⁸ A set of eight goals emerged from this declaration, each of which is accompanied by specific indicators to collect data on progress. Of these goals, three call for action toward gender equality and women’s empowerment:³⁹

- **Goal 2:** Ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling.
- **Goal 3:** Overarching gender equality goal, which encompasses parity in education, political participation, and economic empowerment. Its target is to eliminate gender disparity in primary and secondary education, preferably by 2005, and in all levels of education no later than 2015.
- **Goal 5:** (sub-component) Achieve universal access to reproductive health. Inadequate funding for family planning is a major failure in fulfilling commitments to improving women’s reproductive health.
- **Relevant Indicators:**
 - 3.1 Ratios of girls to boys in primary, secondary, and tertiary education
 - 3.2 Share of women in wage employment in the non-agricultural sector
 - 3.3 Proportion of seats held by women in national parliament

Paris Declaration on Aid Effectiveness: At a high-level forum in March 2005, ministers of developed and developing countries responsible for promoting development and heads of multilateral and bilateral development institutions released this declaration to improve aid effectiveness. The document outlines a strategy for increased efficiency and transparency of aid. It identifies five core elements in this effort:⁴⁰

1. **Ownership:** Partner countries exercise effective leadership over their development policies and strategies and coordinate development actions.
2. **Alignment:** Donors base their overall support on partner countries’ national development strategies, institutions, and procedures.
3. **Harmonization:** Donors’ actions are more harmonized, transparent, and collectively effective.
4. **Managing for Results:** Managing resources and improving decision making for results.
5. **Mutual accountability:** Donors and partners are accountable for development results.

The Declaration includes a monitoring system to track aid effectiveness and ensure that each of these five elements is prioritized in development policies and programs.

Accra Agenda for Action: In 2008, the Accra Agenda for Action was developed to advance progress toward the goals set by the Paris Declaration on Aid Effectiveness three years prior. The AAA recognizes that, while progress is underway, there is room to accelerate impact. It identified three target challenges to overcome:⁴¹

1. Improved country ownership of development policies and programs;
2. Building more effective and inclusive partnerships;
3. Achieving development results and using consistent monitoring techniques to track progress.

The AAA outlines specific steps that should be taken to further each of these three challenges. The document calls for strong and consistent monitoring that will result in data collection and inform continued efforts.

38 “United Nations Millennium Development Goals.” UN News Center. Accessed October 22, 2014.

39 “The Gender Dimension of the Millennium Development Goals Report 2013.” UN Women. Accessed October 22, 2014.

40 *Paris Declaration on Aid Effectiveness*. Paris: OECD, 2005.

41 *Accra Agenda for Action*. Accra, Ghana: September 2008.

In addition to these international frameworks, several regional organizations have also adopted strategies or action plans to advance UNSCR 1325 (and other relevant frameworks). This is not an exhaustive list, but includes a few key examples:

- **Organization for Security and Cooperation in Europe Action Plan for the Promotion of Gender Equality (2004):** following the launch of the Action Plan, OSCE's Office for Democratic Institutions and Human Rights developed an implementation strategy (2006) outlining actions to promote implementation of the Action Plan. The strategy focuses on developing women's leadership, building coalitions to promote equal opportunities for women in political and public life, promoting cooperation between and among civil society and government, preventing domestic violence, and developing national gender expertise.
- **African Union Gender Policy (2009):** provides a mandate for and is accompanied by a comprehensive Action Plan, the purpose of which is to establish a clear vision and make commitments to guide the process of gender mainstreaming and women's empowerment to influence policies, procedures, and practices which will further accelerate achievement of gender equality, gender justice, non-discrimination and fundamental human rights in Africa.
- **North Atlantic Treaty Organization (2014):** Action Plan for the implementation of NATO and Euro-Atlantic Partnership Council Policy on Women, Peace, and Security. Key areas include the integration of a gender perspective in the areas of arms control, building integrity, children in armed conflict, counter-terrorism and human trafficking. The Action Plan covers a period of two years ending in June 2016.

APPENDIX C: Model indicators

On the following pages are model indicators that you can use or adapt to support development of your own M&E plan.

Entity

Notes

Owner Name

Entity Type

Group	#	Metrics	Type	Definition	Disaggregation	Entity Recommended to be in Charge of Data Collection	Baseline		Target	
							Value	Date	Value	Date
IMPACT: Peace and Security are Realized										
Overarching	1	Legatum Prosperity Index score	Quantitative	The Legatum Prosperity Index is an annual ranking, developed by the Legatum Institute, of 142 countries. The ranking is based on a variety of factors including wealth, economic growth, health, security, and education. The indicator tracks the change in the country's score on an annual basis.	By indicator category					
	2	Global Peace Index ranking	Quantitative	The GPI measures the state of peace (defined as the absence of physical violence) in 162 countries. The index uses qualitative and quantitative data to gauge internal and external levels of peace.	By indicator					
OUTCOME 1: Women Meaningfully Participate in Peace and Security Processes										
Overarching	1.1	# different groups representing all segments of the communities are represented during the formal or informal peace negotiations*	Quantitative	The indicator measures the number of individuals present during formal or informal (including track 2) peace negotiations who represent the diverse interests of communities (women, minorities, disabled, etc.).	By sector and type of peace process					
	1.2	Level of gender equity in peace agreements/constitution/law of the land	Qualitative	The indicator tracks the extent to which the text of the peace agreement or the law of the land (constitution or other) includes a set of actions, attitudes, and assumptions that provide opportunities and create expectations about men and women.	TBD					

1.3	Quality of NAP or other gender-responsive number of laws and policies	Qualitative	The indicator tracks through a scoring matrix or other, qualitative analysis the quality of legislation related to women, peace, and security. Criteria can include mechanisms for implementation, budget, process of creation of the legislation, etc.	TBD (depending on framework for analysis)																
1.4	# laws, policies or regulatory frameworks proposed by women policy makers that are adopted	Quantitative	The indicator tracks to what extent women participated actively as a result of their inclusion.	By type of legislation and by theme of the legislation																
MID-TERM OUTCOME 1.1: Legislation and Policies that Allow for More Participation in Governance/Security Sector/Peace Processes/Relief & Recovery																				
Overarching	1.1.1	Existence of a Gender Law or other legislation that addresses the participation of women in peace and security processes	Qualitative	The indicator measures whether or not there is a gender law or other legislation in place regulating women's participation in governance, security sector, peace processes, and relief and recovery.	N/A															
	1.1.2	# laws harmonized with the Gender Law/ Gender Equality Law/ NAP	Quantitative	The indicator measures to what extent other legislation have been harmonized with Gender Law to ensure its implementation.	Proposed vs adopted															
	1.1.3	# quota law or other legislation addressing women's participation in peace and security processes	Quantitative	The indicator tracks the number of laws or legislation that implement affirmative action in order to increase the number of women in governance, security sector, peace process, and relief and recovery.	By sector															
	1.1.4	# strategic-level national security policy directives that address the participation of women in decision making	Quantitative	The indicator tracks the number of policies or other strategic documents that provide guidance on actions to increase the number of women.	By department															
	1.1.5	Extent to which truth and reconciliation or local peace councils include provisions to address the participation of women and girls	Qualitative	The indicator measures if truth and reconciliation commissions or local peace councils in conflict-affected states produce formal, binding decisions on the participation of women in the country's governance, security sector, relief and recovery, or peace processes.	TBD															
Additional for Conflict Related																				

Group	#	Metrics	Type	Definition	Disaggregation	Entity Recommended to be in Charge of Data Collection	Baseline		Target	
							Value	Date	Value	Date
MID-TERM OUTCOME 1.1: Legislation and Policies that Allow for More Participation in Governance/Security Sector/Peace Processes/Relief & Recovery										
Additional for Conflict Related	1.1.6	% particular provisions on women's participation in peace agreement*	Quantitative	The indicator tracks the proportion of paragraphs or sections in the text of the peace agreement that specifically regulate women's role in the country's governance, security sector, relief and recovery, and peace processes.	Topic/theme of the provision					
	1.1.7	# NAPs or other national policies that the country engages on in partner countries to implement the UNSCRs on WPS	Quantitative	The indicator measures how many NAPs (or equivalent legislation or strategy) the country is supporting in other countries as part of their foreign policy strategy.	By geographic location					
	1.1.8	Existence and type of established legal mechanism to support greater participation of women in peace and humanitarian missions (quota or other)	Qualitative	The indicator tracks whether or not there are policy documents that prescribe affirmative action to increase the number of women in peace and humanitarian missions.	Type of document					
MID-TERM OUTCOME 1.2: Women have Capacity to Participate in Governance/Security Sector/Peace Processes/Relief & Recovery										
Additional for Foreign Assistance Related	1.2.1	# initiatives or policies drafted by women in decision-making positions	Quantitative	The indicator tracks the number of initiatives or policies that women in executive or legislative positions have created, independently from whether or not it was passed or implemented.	By sector and topic of the initiative					
	1.2.2	# women who demonstrate increased skills in conflict management, mediation, and peace negotiation techniques as a result of training provided by the government or civil society	Quantitative	The indicator tracks the number of women who show higher scores/knowledge after participating in trainings or other workshops on conflict management, mediation, or peace negotiation techniques provided by either civil society organizations or the government.	By age group, type of training					

Overarching	1.2.3	# women who engage their representatives to advocate for increasing women's representation and gender parity in decision-making at all levels of government	Quantitative	The indicator measures the number of women who addressed their local or national representative to promote or call for increasing the number of women in decision-making.	By level of decisionmaker, outcome of the meeting				
	1.2.4	# women who engage their representatives to advocate for human security issues	Quantitative	The indicator measures the number of women who addressed their local or national representative to promote or call for improving the well-being of women.	By level of decisionmaker, outcome of the meeting				
	1.2.5	% women who took some form of political action in the past year	Quantitative	The indicator tracks the proportion of women (out of total female population) who took some form of political action (as defined by World Value Survey) in the past 12 months.	Location, age group, level of education				
Additional for Foreign Assistance Related	1.2.6	Proportion of staff trained specifically in UNSCR 1325 among national diplomatic staff, civilian and military staff, and military and police staff participating in UN peacekeeping operations and regional security missions	Quantitative	The indicator tracks the proportion of employees in the given sectors of the government who receive specific training on women, peace, and security.	Sector, gender, age group, rank				
	1.2.7	# and type issues presented by female members/participants of peace negotiations	Quantitative/ Qualitative	The indicator measures the number and type of issues that women representatives raise and advocate for during a formal or informal peace process.	TBD				
Additional for Conflict-Related	1.2.8	# women advocating for inclusivity of the peace process	Quantitative	The indicator measures the number of women who advocate for including representatives from groups speaking on behalf of the various groups of their community in a formal or informal peace process.	TBD				

Group	#	Metrics	Type	Definition	Disaggregation	Entity Recommended to be in Charge of Data Collection	Baseline		Target	
							Value	Date	Value	Date
MID-TERM OUTCOME 2.1: Society's Perception Toward Women Improves										
Overarching	2.1.1	% population who think that women should have equal legal rights as men	Quantitative	The indicator tracks the proportion of population (representative sample of the population as survey respondents) who strongly agree or agree that women should have equal rights in the country.	By age group and location					
	2.1.2	% population who think that violence by intimate partner is justified for certain reasons	Quantitative	The indicator tracks the proportion of population who strongly agree or agree that exercising physical violence toward their spouse can be justified under certain circumstances.	By age group and location					
	2.1.3	% population who agree that men have more right to a job than women	Quantitative	The indicator measures what percentage of the population strongly agrees or agrees that men have more right to a job than women.	By age group and location					
	2.1.4	% population who think that women in the country are treated with respect and dignity	Quantitative	The indicator tracks what percentage of the population strongly agrees or agrees that women should be treated with respect and dignity.	By age group and location					
	2.1.5	% population who think men make better political leaders than women	Quantitative	The indicator tracks the proportion of the population who strongly agree or agree that men make better political leaders than women.	By age group and location					
	2.1.6	% population who think women should be able to hold leadership positions	Quantitative	The indicator establishes the measure of the population who strongly agree or agree that women should be able to hold leadership positions.	By age group and location					
	2.1.7	% population who think university education is more important for a boy than for a girl	Quantitative	The indicator establishes the measure of the population who strongly agree or agree that university education is more important for a boy than it is for a girl.	By age group and location					
	2.1.8	% women first in union by age 15 and 18 by age group	Quantitative	The indicator tracks the proportion of women who got married or were in a union by the ages of 15 and 18.	By age group, location, and level of education					
	2.1.9	% women aged 15-49 subjected to physical or sexual violence in the last 12 months by intimate partner or other	Quantitative	The indicator measures the proportion of women (out of total surveyed) who experienced physical or sexual violence in the past year by either their partner or another individual.	By age group and location					

MID-TERM OUTCOME 2.2: Key Influencers/Leaders Demonstrate Commitment to Advancing Women's Inclusion

2.2.1	Existence of national- or ministry-level statistical system that collects gender-disaggregated data	Qualitative	The indicator tracks whether or not ministries or other national institutions collect gender-disaggregated data.	N/A					
2.2.2	Extent to which gender-responsiveness targets included in senior managers' performance targets	Qualitative	The indicator tracks to what level job descriptions and performance review documents contain requirements related to/elements of gender responsiveness for senior managers or equivalent positions.	N/A					
2.2.3	\$ and % allocated annual funding to CSOs marked for women, peace, and security	Quantitative	The indicator measures the amount of funding allocated by the government to civil society actors working on women, peace, and security.	TBD					
2.2.4	% allocated annual budget for NAP implementation	Quantitative	The indicator tracks what proportion of the national budget has been allocated for the implementation of the NAP on women, peace, and security.	N/A					
2.2.5	% allocated annual budget for programs or initiatives on women, peace, and security (UNSCR 1325) (other than NAP)	Quantitative	The indicator measures the proportion of the annual budget that has been allocated by the government for programs, policies, and strategies on women, peace, and security.	N/A					
2.2.6	# and % of military manuals, national security policy frameworks, codes of conduct and operating procedures that include measures to protect women's and girls' human rights*	Quantitative	The indicator measures how many major and fundamental departmental documents provide specific guidance and action on the protection of women's and girls' rights.	By sector and type of document					
2.2.7	Extent to which police and military strategic documents or policy guidance for deployed police and military address in a meaningful way the importance of protecting women's and girls' human rights in conflict on international operational deployments	Qualitative	The indicator tracks the quality of major and fundamental departmental documents that provide specific guidance and action on the protection of women's and girls' rights.	By sector and type of document					
2.2.8	Extent to which gender and peace education are integrated in the curriculum of formal education	Qualitative	The indicator tracks to what level the concepts related to women, peace, and security feature in the national curriculum of primary, secondary, and higher education institutions in the country.	By level of education and type of topic					
Overarching									

Group	#	Metrics	Type	Definition	Disaggregation	Entity Recommended to be in Charge of Data Collection	Baseline		Target	
							Value	Date	Value	Date
MID-TERM OUTCOME 2.2: Key Influencers/Leaders Demonstrate Commitment to Advancing Women's Inclusion (continued)										
Additional for Conflict-Related	2.2.9	% women and girls receiving benefits through reparation programs, out of total recipients*	Quantitative	The indicator tracks the proportion of women and girls who get financial or material assets as part of a reparation program.	By type of benefit and age of recipient					
	2.2.10	% women and girls receiving benefits through DDR programs, out of total recipients*	Quantitative	The indicator tracks the proportion of women and girls who get financial or material assets as part of a disarmament, demobilization, and re-integration program.	By type of benefit and age of recipient					
	2.2.11	% international missions and operations with gender advisors or gender focal points*	Quantitative	The indicator tracks the proportion of international diplomatic and peace support missions (out of total) implemented by the country that have a person specifically designated to work on gender-related issues (women's participation, protection of women's rights, etc.).	By type of mission and geographic location (continent)					
Additional for Foreign-Assistance Related	2.2.12	# and % funding allocated for programs in or for peace operations, fragile states, and conflict-affected countries that include at least one component on women, peace, and security	Quantitative	The indicator measures how many programs that take place in fragile states and countries with ongoing conflict have a component focusing on the elements of UNSCR 1325, and the proportion of funding allocated to such programs.	By main theme of the program, geographic location, and implementing agency or organization					
	2.2.13	# countries where projects or programs implemented in fragile, conflict or post-conflict countries that focus on specific sectors – notably SSR, DDR, human rights, civil society, humanitarian aid, and development cooperation – that contribute to realizing UNSCR 1325	Quantitative	The indicator measures the overall number of countries where the implementer country has projects and programs that work toward supporting the implementation of UNSCR 1325.	By geographic location					
OUTCOME 3: Women's Human Security is Achieved										

3.1.13		Proportion (number and percentage) and country of origin of asylum seekers who have obtained the status of refugee, or benefit from subsidiary protection	Quantitative	The indicator tracks female and male asylum seeker individuals who are granted refugee status or subsidiary protection in the country.	By gender and location
MID-TERM OUTCOME 3.2: Women Exercise Their Rights					
Overarching Economic	3.2.1	Distribution of female/male employment across sectors	Quantitative	The indicator measures how the number and percentage of female and male employees is distributed across the agricultural, services, industry, and other sectors in the country.	By sector and age
	3.2.2	% women who participate in household decisions	Quantitative	The indicator documents the percentage of women and men who say that the women play a role in making household decisions such as raising children, spending money, big purchases, etc.	By location and level of education
	3.2.3	% formal small or medium enterprises with 1+ woman owners	Quantitative	The indicator tracks the proportion of small or medium sized companies that have at least one female owner.	By sector, size, and location
	3.2.4	% women with access to a bank or savings account	Quantitative	The indicator measures the proportion of women (out of total female population) who own a checking or a savings account at a local or national financial institution.	By age, location, and level of education
	3.2.5	% top management positions held by women in trade unions, NGOs, community-based associations, and professional syndicates	Quantitative	The indicator tracks the proportion of women (out of total women employed) who occupy senior management positions (manager, senior manager and up, or equivalent) in trade unions, civil society, and community-based associations and professional syndicates.	By sector, age, and level of education
	3.2.6	% women who dispose of their own revenue independently	Quantitative	The indicator measures the proportion of women in the country who say that they make decisions on their own about what they will spend their own income on.	By age, location, and level of education
	3.2.7	% entrepreneurs who are women	Quantitative	The indicator establishes the proportion of the country's individuals who own a small or medium business in the formal sector who are women.	By type of company, age, and location
	3.2.8	% women who own property (land or other)	Quantitative	The indicator measures the proportion of women who own, on their own name, land, real estate, livestock, business, financial assets, or other property.	By type of property, age, and location

Group	#	Metrics	Type	Definition	Disaggregation	Entity Recommended to be in Charge of Data Collection	Baseline		Target	
							Value	Date	Value	Date
MID-TERM OUTCOME 3.2: Women Exercise Their Rights (continued)										
Overarching Social	3.2.9	% women reporting improvement in their psychosocial wellbeing	Quantitative	The indicator tracks the number of women who strongly agree or agree that their psychosocial wellbeing has improved compared to a year/2 years before.	By location, age, and education/profession					
	3.2.10	Self-reported utilization rate and quality of health care services	Quantitative/ Qualitative	The indicator tracks the proportion of women who say they used health care services and their rating of the service they used.	By type of service, location, and age					
	3.2.11	% women and girls victims of SGBV receiving medical services and counseling	Quantitative	The indicator establishes a measure of the proportion of women and girl victims of sexual- and gender-based violence who receive a variety of medical services (including examination, in-patient, and out-patient treatment) and counseling (psychological, legal, economic, etc.).	By type of service, location, and age					
	3.2.12	% female primary school completion	Quantitative	The indicator measures the proportion of women who completed primary school.	By advancement of secondary education or not					
	3.2.13	% SGBV cases investigated, referred, prosecuted, and penalized (out of total reported)	Quantitative	The indicator tracks the proportion of abuse and sexual exploitation cases committed by individuals that were reported and acted upon by the authorities.	By investigation, prosecution, penalization, location, and age					
	3.2.14	# reported cases of sexual exploitation or abuse in peace operations in fragile states and conflict-affected countries allegedly perpetrated by the country's military personnel, police, or civilian government officials, and % referred to the country's authorities and prosecuted	Quantitative	The indicator tracks the number of abuse and sexual exploitation cases committed by security sector employees and government officials, and the proportion of these cases that reached the authorities and have been acted upon.	By sector, location, and age of the victim					
3.2.15	# complaints about gender discrimination that are made by women employed in the security system, disaggregated by sector and outcome of the complaint	Quantitative/ Qualitative	The indicator measures how many formal complaints are made by women in the army, military, and peace support operations (both uniformed and civilian) about negative action due to their gender, and what the resolution of the complaint was.	By sector and location						



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