



Global Network of
Women Peacebuilders



No Money, No NAP

Manual for Costing and Budgeting
National Action Plans on UNSCR 1325



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CRSV	Conflict-Related Sexual Violence
GNWP	Global Network of Women Peacebuilders
GRB	Gender-Responsive Budgeting
JONAP	Jordanian National Action Plan for the implementation of UNSCR 1325 and supporting resolutions
JNCW	Jordanian National Commission for Women
MoE	Ministry of Education
MoFALD	Ministry of Federal Affairs and Local Development
MoH	Ministry of Health
MoHA	Ministry of Home Affairs
MoLIPAS	Ministry of Law, Justice and Parliamentary Affairs
OPMCM	Office of the Prime Minister and Council of Ministers
MoPR	Ministry of Peace and Reconstruction
NAP	National Action Plan for the implementation of UNSCR 1325 and supporting resolutions
ODA	Overseas Development Assistance
SMART	Specific, Measurable, Actionable, Realistic and Time Bound
UN	United Nations
UNSCR	United Nations Security Council Resolution
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
WPS	Women, Peace and Security

The United Nations Security Council resolution (UNSCR) 1325 was adopted in the year 2000, thanks to sustained women's rights and peace activism from around the world. At its core lies women's meaningful participation in peace negotiations, post-conflict peacebuilding, conflict-prevention, peacekeeping operations and humanitarian planning.

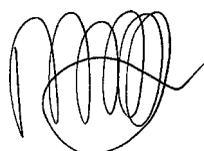
We know that women's contributions to effective implementation of resolution 1325 and its supporting resolutions - UNSCR 1820 (2008), 1888 (2009), 1889 (2009), 1960 (2010), 2106 (2103), and 2242 (2015) - are essential for a more peaceful and equal world and the achievement of all of the Sustainable Development Goals. These collective ambitions are more important than ever, as we mark the 17th anniversary of resolution 1325 amidst continuing conflict and insecurity in many countries around the world.

Yet, translating these resolutions into practical action on the ground remains challenging, with a persistent gap between commitments and actual political and financial support. Sixty-eight countries have so far adopted National Action Plans (NAPs) to implement UNSCR 1325 and supporting resolutions, but only 16 out of 68 NAPs have a dedicated budget. NAP implementation will only be possible when the funding is provided. Political will must be supported by targeted financial and other resources.

The 2015 Global Study on the implementation of resolution 1325 recommends that NAPs be properly costed and financed, beginning at the planning stage. This allows governments, local authorities and their civil society partners to identify priorities, existing resources, and resource gaps so that they can strategize accordingly. It also provides potential donors with a clear picture of what resources are needed, how they would be spent, and what results achieved. Costing and budgeting NAPs helps all stakeholders: it makes it easier for governments to allocate funding for NAP implementation in their national budgets, and to be held accountable for it; for civil society to advocate for increased and predictable funding; and for donors to commit funds to NAP implementation.

I welcome the publication of the *No Money, No NAP: Manual for Costing and Budgeting National Action Plans on UNSCR 1325*. In producing this resource, the Global Network of Women Peacebuilders (GNWP) advances the implementation of the Global Study recommendations. The production of this manual was supported by the global programme stream of the Women's Peace and Humanitarian Fund's knowledge management component, which highlights the coherence in our efforts to mobilize resources for the implementation of the Women, Peace and Security agenda.

This resource brings us one step closer to having well-costed and reliably budgeted NAPs, and therefore to a more consistent and sustainable implementation of UNSCR 1325, where our words result in actions for substantive equality.



Phumzile Mlambo-Ngcuka

*United Nations Under-Secretary-General and
Executive Director of UN Women*

Introduction

From 2010 to 2014, the Global Network of Women Peacebuilders (GNWP) coordinated *Women Count*, a civil society monitoring project focused on the implementation of United Nations Security Council Resolution (UNSCR) 1325 and the supporting Women and Peace and Security (WPS) resolutions, which was carried out in 24 countries.¹ The lack of dedicated funding for implementing National Action Plans (NAPs) on WPS was a constant gap identified in *Women Count*. As a concrete response, GNWP and Cordaid conducted research to examine the resources that are needed to implement the WPS resolutions at the national level and analyzed the gaps on financing the WPS agenda overall. The results validated the findings in *Women Count* that the lack of dedicated funding and strong, transparent and predictable financing are key obstacles to effective implementation. This finding was also highlighted by the reports of the UN Secretary-General to the UN Security Council and the 2015 Global Study on UNSCR 1325.

The sustained research and advocacy done by Cordaid and GNWP bore fruit in the establishment of the Women's Peace and Humanitarian Fund (WPHF), formerly known as the Global Acceleration Instrument (GAI) on Women, Peace, Security and Humanitarian Action. The WPHF is a flexible rapid-financing mechanism that supports quality interventions to enhance national and local capacities to prevent conflict, respond to crises and emergencies and seize key peacebuilding opportunities. Half of the WPHF money is allocated to civil society groups who work in conflict-affected communities.

When national governments allocate funding to NAP implementation, they demonstrate their political commitment and ownership, and ensure greater sustainability.

In advocating for more dedicated financing for the implementation of the WPS resolutions, GNWP is knocking on two doors: that of donors to increase the funding and make it predictable and accessible to civil society; and those of national governments to allocate funding from their budgets.

The predictability of WPS funding is crucial, as it allows for long-term planning and development as well as continuity of activities. When there is continuity, there is a greater chance of ownership among ministries, organizations and local communities

¹ Women Count was carried out in Afghanistan, Armenia, Azerbaijan, Burundi, Canada, Colombia, the Democratic Republic of Congo (DRC), Fiji, India, Iraq, Kenya, Liberia, Libya, Nepal, the Netherlands, the Philippines, Rwanda, Serbia, Sierra Leone, South Sudan, Spain Sri Lanka, Sweden and Uganda.

to get involved in implementation. Furthermore, when national governments allocate more funding to NAP implementation from their budgets, they achieve two important objectives: first, they demonstrate their political commitment; second, they ensure greater sustainability.

Often, when policy development and implementation is carried out with outside funding, the discontinuation of such flows becomes a convenient excuse to stop implementation. Worse, there is often outside, or foreign, funding for policy development, but when the policies are adopted, the funding stops. Indeed, integrating funding to implement NAPs in national budgets is easier said than done. While many governments agree that integrating funding for NAP implementation in national budgets is necessary, they do not always know how to do it.

“A plan with no budget is like a car without fuel!”

Mr. Gajendra Kumar Thakur
Secretary, Nepal Ministry of Peace and Reconstruction

No Money, No NAP: Manual for Costing and Budgeting National Action Plans on UNSCR 1325 provides answers to the crucial question of how to integrate funding for implementation of NAPs in national budgets. To complement the manual, GNWP has also developed a training video. The content of the manual and the video are derived from the training modules that GNWP developed for the NAP Costing and Budgeting Workshops we facilitated in Georgia, Jordan and Nepal from 2015 to 2017.² UN Women funded the 2015 workshops in Georgia, and the global stream of the WPHF's knowledge-management component supported the workshops in Jordan and Nepal in 2016 and 2017.

GNWP's experiences in Georgia, Jordan and Nepal demonstrated that the NAP Costing and Budgeting Workshop and the Costing and Budgeting template are critical instruments that enable NAP actors to track whether their NAPs are SMART (Specific, Measurable, Attainable, Realistic and Time Bound) and to generate and reinforce engagement of various local stakeholders in the NAP drafting process.

Additionally and just as important, as a result of the workshop, the Nepali government expressed a commitment to allocate funds for NAP implementation in its national budget; and certain government agencies in Georgia and Jordan committed to earmark funds for the implementation of NAP in their agencies. The Secretary of Nepal's Ministry of Peace and Reconstruction (MoPR), Mr. Gajendra Kumar Thakur, made a compelling remark during the NAP Costing and Budgeting Workshop in Kathmandu in June 2017, saying, “A plan with no budget is like a car without fuel!”

² GNWP co-facilitated the 2015 NAP Costing and Budgeting workshop in Georgia and developed the first training module in partnership with Cordaid.

Costing and budgeting of NAPs allows the money to be moved on two levels – nationally and internationally.

This manual provides government authorities and civil society actors around the world a guide to effectively cost and budget for their NAPs. We sincerely hope that governments and civil society organizations who are developing, revising or reviewing their NAPs, as well as the UN entities and donors who provide support to this process, will find the manual useful and transformative.

Recognizing that -- as the 2015 Global Study on UNSCR 1325 found -- the failure to allocate sufficient resources and funds has been one of the most serious and unrelenting obstacles to implementation of Women and Peace and Security commitments. GNWP therefore remains fully committed to working with all NAP actors to guarantee dedicated funding for NAP implementation. To paraphrase Secretary Gajendra K. Thakur, all countries need to put the "fuel" in their NAP implementation. This manual is a major step toward reaching this goal.

 
Mavic Cabrera-Balleza and Agnieszka Fal Dutra Santos

Who wrote the manual?

The manual was developed by the Global Network of Women Peacebuilders, a coalition of women's groups and other civil society organizations from conflict-affected countries in Africa, Asia and the Pacific, Latin America, Eastern and Western Europe and West Asia. GNWP aims to bridge the gap between global policies and practical and necessary actions on the ground on Women and Peace and Security. GNWP is actively involved in advocacy and action for the full and effective implementation of UNSCR 1325, 1820 and the supporting resolutions on Women and Peace and Security. Our work on financing the WPS agenda, including the manual on Costing and Budgeting of National Action Plans on UNSCR 1325 and supporting resolutions will contribute to more effective implementation of the WPS resolutions.

Who is this manual for?

GNWP developed this manual for government officials and representatives of women's groups, youth organizations, community-based groups and other civil society organizations and local authorities involved in the development, implementation and monitoring of NAPs. It is also intended for UN agencies and entities, donors and international and regional organizations that support NAP processes.

What is this manual for?

The goal of the manual is to promote predictable and adequate funding for implementing NAPs.

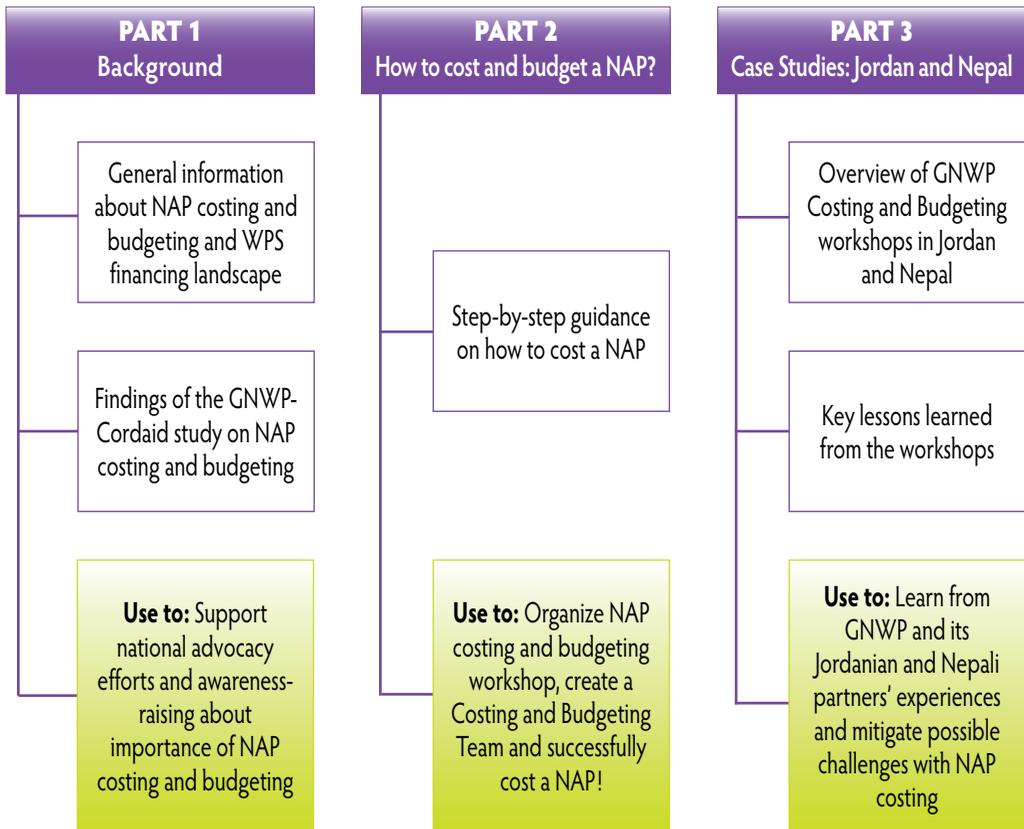
It's specific objectives are:

- ▶ To raise awareness about the importance of costing and budgeting NAPs on UNSCR 1325 in ensuring effective implementation at the national and local levels;
- ▶ Introduce the concept of gender-responsive budgeting and its importance to NAP costing and budgeting;³
- ▶ To provide guidance on costing and budgeting NAPs on UNSCR 1325 that can be tailored to specific national contexts; and,
- ▶ To share lessons learned from GNWP's NAP costing and budgeting experiences.

The manual is divided into three parts, each of which can be contextualized and used to fulfill the above objectives as illustrated in Figure 1.

³ The "Background" section of the manual includes a detailed overview of the concept of gender-responsive budgeting (GRB), its importance and the key steps needed to ensure a budget is gender-responsive. Gender-responsiveness is a key principle that should be incorporated in all budgets to ensure they contribute to gender equality.

Figure 1. How to use this Manual?



Costing a NAP in a nutshell

What is a National Action Plan (NAP)?

A National Action Plan, or NAP, is an official document that a government adopts to fulfill its obligations under UNSCR 1325 and supporting resolutions on WPS. The NAP outlines the activities that the government will carry out to meet the objectives of the resolutions. NAPs should be developed by a wide coalition of government ministries, women's groups and other civil society actors, local authorities and community leaders. The government ministries that have the mandate on peace and security should lead the NAP development process. A broad cross-sectoral approach is crucial to ensuring political buy-in, strong ownership and effective implementation.

A well-designed NAP is an invaluable tool to raise awareness, coordinate, foster ownership, promote accountability and monitor and evaluate actions on WPS in the country.

What is NAP "costing?"

NAP "costing" refers to the process of assigning cost to each activity in the plan. Costing is the first step toward developing a NAP budget and should be accompanied by identifying the relevant sources of funding for each activity.

Why is NAP costing important?

NAP costing is an essential step in preparing a comprehensive and realistic NAP budget. Without identifying the cost and dedicating the resources needed, activities in the NAP will not be implemented, and the NAP will remain just a plan.

NAP costing increases the chances of achieving the objectives of the NAP and the WPS resolutions, by:

- 1. Ensuring dedicated resources for NAP implementation:** The NAP costing process provides an opportunity for government officials, civil society, local authorities and community leaders, UN entities, donors and other NAP stakeholders to work together to examine the resources that are available, including what their respective organizations and institutions can contribute. Thus, it is also an exercise in generating financial commitments nationally.
- 2. Prioritizing certain NAP activities:** Collectively, NAP stakeholders can discuss the types of activities that should be prioritized, expanded or scaled down. Civil society, in particular national and local women's organizations who represent women and girls across the country, play a critical role in highlighting the urgent needs of women in local communities. They offer invaluable expertise and insight into women's participation in political processes, conflict prevention and peacebuilding as well as in designing programs that prevent sexual and gender-based violence.

- 3. Identifying gaps:** Costing the NAP will enable stakeholders to pinpoint resource gaps as well as existing or potential bottlenecks. Government officials, including decision-makers, can then make important decisions on where the bulk of the financial resources for NAP implementation will originate. This will also ensure the alignment of the NAP with other policy processes and priorities.
- 4. Development of fund-raising strategies:** With donors, UN entities, civil society and other partners at the table, NAP costing enable a careful design of fund-raising strategies. It also provides potential donors with a clear picture of the resources that are needed to achieve the specific outcomes they want to support.
- 5. Defining the scope of the NAP:** Many NAPs tend to be too comprehensive and ambitious, even though resources are lacking and the implementation architecture is weak. The Costing and Budgeting Workshop is an important reality check exercise. If certain activities require resources that cannot be generated within a reasonable time frame, NAP stakeholders can decide to scale down the scope of the NAP. That allows them to focus on the most important activities to be achieved within the NAP implementation period.
- 6. Promoting ownership and accountability among all stakeholders:** When costing the NAP, all stakeholders will not only need to identify where the money will come from, but also who will be accountable for implementing each activity.
- 7. Ensuring monitoring and evaluation of NAP implementation:** The costing process allows NAP stakeholders to integrate and allocate funding for monitoring and evaluation.

When to cost a NAP?

Ideally, NAP costing happens as part of the NAP development process. However, it is never too late to “cost” activities in a NAP that has already been adopted. Costing enables the NAP coordinating agency and all key stakeholders to revisit available resources, identify funding gaps, adjust the priorities and scope of the NAP and revitalize implementation efforts.

What to keep in mind when preparing to cost a NAP

This manual provides step-by-step guidance on how to organize a Costing and Budgeting Workshop and cost a NAP. It reflects the key lessons learned and best practices drawn from the experiences of GNWP and its partners. They can be summarized as follows:

- 1. The workshop module must be adapted to local realities.** WPS priorities and needs, available resources and national budgeting processes differ from country to country, and these differences should be considered.
- 2. NAP objectives/outcomes and activities must be finalized before the costing.** They should be as focused and specific as possible before they are costed.
- 3. A costing and budgeting team must be created.** The team will be responsible for all follow-up activities after the NAP Costing and Budgeting Workshop. Members of the team must be pre-selected so that they can take on certain responsibilities during the workshop, such as facilitating sessions or leading discussions. Being actively involved in the workshop will allow the Costing and Budgeting Team to take on and follow up on tasks, especially the completion of and advocacy for the approval of the NAP budget.
- 4. Costing requires decision-making.** It is important to invite participants who have decision-making roles in their organizations or institutions, such as directors in government ministries or program directors in civil society organizations. Their participation is key, as they may be able to make budgetary commitments or, at the very least, lobby their respective institutions and organizations to commit resources for the NAP implementation.
- 5. Costing requires significant financial expertise.** This includes a deep understanding of the principles of gender-responsive budgeting, national budgeting cycles and financial processes. Experts can often be found within the country, such as in the Ministry of Finance and Ministry of Budget, or among regional organizations and UN entities, such as UN Women. GNWP also remains available to support civil society, governments and NAP stakeholders in different countries with its NAP costing expertise. It is important to ensure that experts with relevant knowledge are consulted and available as resource persons during the Costing and Budgeting Workshop.

PART 1. Background

Financing the Women, Peace and Security Agenda – the International Context

In 2000, the UN Security Council passed Resolution (UNSCR) 1325 on Women and Peace and Security. The adoption of UNSCR 1325 was a result of sustained advocacy by female peace activists and civil society actors from across the world. The resolution was a historical achievement because for the first time the Security Council recognized that women and men are affected by war differently; and that women play an important role in conflict resolution, peacebuilding and decision-making. The resolution calls on Member States to undertake specific actions, such as ensuring women's participation in decision-making at all levels; protecting women and girls' rights, especially in conflict-affected contexts; recognizing and addressing the needs of female and male security personnel and ex-combatants; and training military and civilian police personnel in peacekeeping operations.

Since the adoption of UNSCR 1325, seven supporting resolutions were passed: UNSCR 1820 (2008); UNSCR 1888 (2009); UNSCR 1889 (2009); UNSCR 1960 (2010); UNSCR 2106 (2013); UNSCR 2122 (2013); and UNSCR 2242 (2015). All of these reinforced the recognition of women as agents of peace and the normative standards for the protection of women and girls' rights; the prevention of sexual violence in conflict; and addressing women and girls' specific needs during conflict and post-conflict.

Despite the comprehensive scope of these resolutions, much remains to be done in implementing the WPS agenda on the ground. Sexual violence is still rampant in most conflict-affected areas. Perpetrator accountability and access to justice for survivors remain extremely limited. Women continue to be underrepresented in decision-making positions, security and peacekeeping forces and political and peace processes overall.

National Action Plans (NAPs) on UNSCR 1325 and the supporting resolutions are a key implementation tool for the WPS agenda. They translate the normative standards on WPS into executable, measurable and accountable actions to be carried out on the ground. They also enable national stakeholders, including government and civil society, to collectively identify priorities most relevant to the local WPS reality; to generate resources; and to coordinate the implementation of UNSCR 1325. However, to be effective implementation tools, NAPs need to be adequately funded.

In 2010, during the 10th anniversary of the Resolution 1325, the UN Secretary-General's report to the Security Council on WPS emphasized that “[t]he ultimate success of NAPs depends on their funding and the commitment to ensure their full implementation”⁴

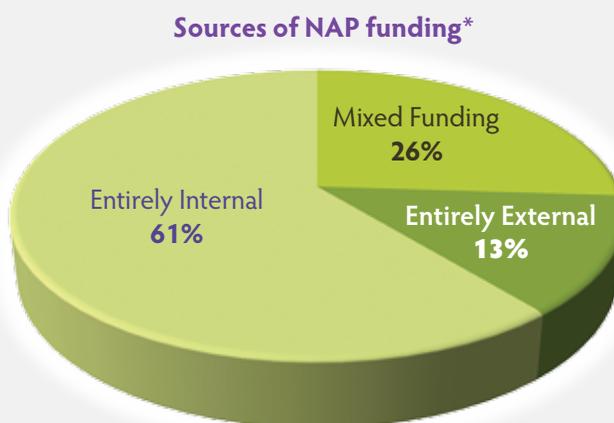
⁴ GNWP and Cordaid. (2014). “Financing for the implementation of National Action Plans on UN Security Council Resolution 1325: Critical for advancing women’s human rights, peace and security”.

and stressed that the availability of adequate resources remains a great challenge. The Secretary-General's 2011 and 2014 reports also called on member states to develop and implement NAPs and ensure that they include aligned or dedicated budgets and spending plans.⁵

Furthermore, CEDAW's General Recommendation No. 30 on Women in conflict-prevention, conflict and post-conflict situations adopted in 2013 also recommends that states parties allocate adequate budgets to implement NAPs⁶ The Global Study on UNSCR 1325 recommends that dedicated budgets be attached to national implementation frameworks such as NAPs.

Sources of NAP funding

Globally, NAPs on UNSCR 1325 and supporting resolutions are financed both **internally** – that is, from the state budget; and **externally** – that is, through grants or official development assistance. The latter applies primarily to developing countries.



External funding may be necessary to complement limited national resources, especially in developing countries. Nonetheless, budgetary commitment from the national government is crucial, as it reflects a commitment to NAP implementation and increases ownership of the plan. In most cases, internal funding comes from the budget of the lead agency responsible for coordinating the NAP implementation. However, if the agency's resources are insufficient, money for NAP implementation can be "pooled" from several agencies, as was done in **Chile**. There, three coordinating agencies – the Ministry of Defense, the Ministry of Foreign Affairs and the National Women's Machinery – jointly contributed funds toward NAP implementation.

*Based on data from 23 member states that responded to the GNWP-Cordaid survey.

https://www.cordaid.org/media/medialibrary/2014/10/FinancingUNSCR1325_2014_27oct.pdf

5 S/2010/498. "Women and peace and security: Report of the Secretary-General" 28 September 2010. Para 14. pp 4. http://www.un.org/ga/search/view_doc.asp?symbol=S/2010/498

6 CEDAW/C/CG/30. "Convention on the Elimination of Discrimination Against Women: General recommendation No. 30 on women in conflict prevention, conflict and post-conflict situations." 18 October 2013. Para 28 (a) pp 7. <http://www.ohchr.org/Documents/HRBodies/CEDAW/GComments/CEDAW.C.CG.30.pdf>

Yet despite these calls, as of 2016, only 16 of 67 NAPs adopted by UN member states have dedicated budgets. Furthermore, research conducted by GNWP and Cordaid showed that many governments finance the implementation of their NAPs based on shifting national priorities and do not fund all pillars equally or adequately. Thus, “even those governments with earmarked NAP funding can find themselves struggling [since] the earmarked amount [is] not always sufficient for the intended purpose.”⁷

Costing and budgeting of NAPs allows to “move” the money at two levels – nationally and internationally

This is a clear funding gap in civil society's work implementing the WPS resolutions, particularly in conflict-affected communities. Although rhetorically recognized and supported, civil society's contributions to NAP development and implementation is often underfunded. This lack remains a key obstacle to effective implementation of NAPs. The complexity of the issues, which require significant resources to be

effectively addressed, the broad range of actors and the competing national and global priorities make it all the more challenging. Thus, it is crucial to approach the financing of UNSCR 1325 implementation systematically by identifying priorities, analyzing the scope of implementation, reviewing how much is needed, what funds are available, what the spending trends are and how and to whom the funds are allocated.

Costing and budgeting NAPs are necessary steps that facilitate the efficient mobilization and allocation of financial resources. It allows government implementers and their civil society partners to identify priorities, existing resources and resource gaps, and build their fund-raising strategies accordingly. It also provides potential donors with a clear picture of what resources are needed, how they will be spent and the results. Therefore, costing and budgeting of NAPs allows the money to be moved on two levels: nationally, by eliciting more concrete budgetary commitments from the governments and improving accountability; and internationally, by making it easier for governments and civil society to apply and advocate for more funding and for donors to commit funds.

National Government Budgeting and Financing Process

Understanding national government financing processes and budget cycles is crucial to successful costing and budgeting of NAPs. It is important to embed NAP budgeting requirements within the entire cycle of public budget processes. In most countries and in line with good practice, the public budget goes through a cycle of four major stages. It begins with the preparation stage, followed by the adoption or approval stage, the implementation stage and, finally, the performance monitoring stage. These stages are characterized by continuity and overlap; and the implemented measures and actions within each stage vary from country to country.

⁷ GNWP and Cordaid. (2014). “Financing for the implementation of National Action Plans on UN Security Council Resolution 1325: Critical for advancing women’s human rights, peace and security.” 23 member states responded to the survey conducted under this study.

In most countries, the **key stakeholders** involved in budget preparation and approval are:

- 1. The ministry responsible for finance.** This entity is responsible for preparing the budget draft. In some countries, the Public Budget Department is a separate entity, while in others it is a part of the Ministry of Finance.
- 2. The legislative body.** The Congress or Parliament is responsible for approving the budget. Once approved by the Parliament, the budget becomes a law and therefore binding.
- 3. The head of state.** Depending on the country's political system, the head of state (this can be a a President, Prime Minister, Queen or a King, or another ruler) may have to sign the budget before it can be implemented.

While there might be differences depending on a country's political system and administrative procedures, most budgeting processes and cycles follow these standard steps during the preparation and approval stages:

1. Line ministries or departments prepare their budgets and **submit budget requests** to the Ministry of Finance or Public Budget Department.

 *Advocacy advice: It is important to begin advocacy for the inclusion of NAP implementation in the budgets of the relevant ministry or department at this stage. This can be achieved by ensuring that the ministry or department's representative to the NAP Steering Committee is involved in their ministry or department's internal budgeting process. The representative will present the NAP activities that are the ministry or department's contribution to the NAP implementation. The cost of implementing those activities will then be reflected in the ministry or department budget.*

2. The Ministry of Finance or Public Budget Department or Division reviews the budget requests, analyzes the country's financial situation and - in discussion and coordination with other departments - prepares a **draft national budget**.

 *Advocacy advice: It is important that a representative from the Ministry of Finance or Public Budget Department or both are part of the Costing and Budgeting Team, which will ensure a follow-up role after the Costing and Budgeting Workshop. This way, they will be able to advise and support the NAP Steering Committee on the best ways to ensure allocation of the NAP implementation in the country's national budget.*

3. Submit the draft of the national budget **to the legislative body** (Congress or Parliament), for debate and to be voted on. If there is no consensus, the budget may be returned to the Ministry of Finance or Public Budget Department for amendments.

 *Advocacy advice: Line ministries or departments may be asked to present their respective budgets or respond to questions raised by legislators. Advocacy with the legislative body can also be used to ensure NAP implementation is included in the final budget.*

Once the public budget is approved by the **legislative body** (Congress or Parliament), it should be **signed by the head of state**. This is followed by the implementation stage and performance monitoring, which should be used to inform the planning and preparation of budget in the next cycle.

Gender-Responsive Budgeting⁸

To ensure effective implementation of the WPS agenda and other gender-equality goals, national budgets need to be gender-responsive. Therefore, before embarking on NAP costing and budgeting, it is crucial for all stakeholders involved to understand how to develop budgets that distribute and allocate resources to contribute to gender equality. Making sure that budgets contribute to—and promote—gender equality is often called “gender-responsive budgeting,” or GRB. GRB is not a parallel exercise to NAP costing and budgeting. Rather, it is a principle that should guide the NAP costing process to make sure that corresponding financial resources are allocated to specific needs and roles of women and men in the area of peace and security.

What is gender-responsive budgeting?

UN Women defines GRB as:

*Government planning, programming and **budgeting that contributes to the advancement of gender equality and the fulfilment of women’s rights**. It entails identifying and reflecting needed interventions to address gender gaps in sector and local government policies, plans and budgets [and] aims to analyze the gender-differentiated impact of revenue-raising policies and the allocation of domestic resources and Official Development Assistance.⁹*

GRB is intended to enable governments, in collaboration with policymakers, civil society groups, donors and other development agencies, to **integrate a gender analysis into fiscal policies and budgets and make governments accountable for their gender commitments**, including those stemming from relevant international instruments and policies, such as UNSCR 1325 and the supporting WPS resolutions.

What this means in practice is that GRB is **not** about having a separate budget for women or women’s empowerment. **Nor** is it about dedicating 50 percent of a budget to female beneficiaries or activities benefiting women. Rather, gender-responsive budgeting is about developing a strategy that:

- ▶ Brings **gender awareness and sensitivity** into policies and budgets;
- ▶ **Promotes and achieves gender equity** through responsible and equitable budgets and policies;
- ▶ Disaggregates data according to how budget is spent, to understand the extent to which the expenditure **benefits and impacts women, men, girls and boys differently**;

⁸ All material and information in this section come from GRB presentations during GNWP and Cordaid Costing and Budgeting Workshops in Georgia and Jordan. Special thanks go to Ms. Inez Hackenberg Inez and Ms. Arwa Al-Najdawi for their inputs.

⁹ Source: <http://www.fsg.org/projects/evaluation-offers-un-women-insights-promote-gender-responsive-budgeting>

- ▶ Recognizes how **women contribute to the economy with unpaid labor** of bearing, rearing and caring for other members of the society;
- ▶ Recognizes how the most marginalized women, men, girls and boys are confronted not only by poverty but also by lack of access to education, services and nonmonetary resources and **seeks to address the marginalization of target groups by increasing incomes and improving access to resources and services;** and,
- ▶ Ensures effectiveness, efficiency and equity of public finances.

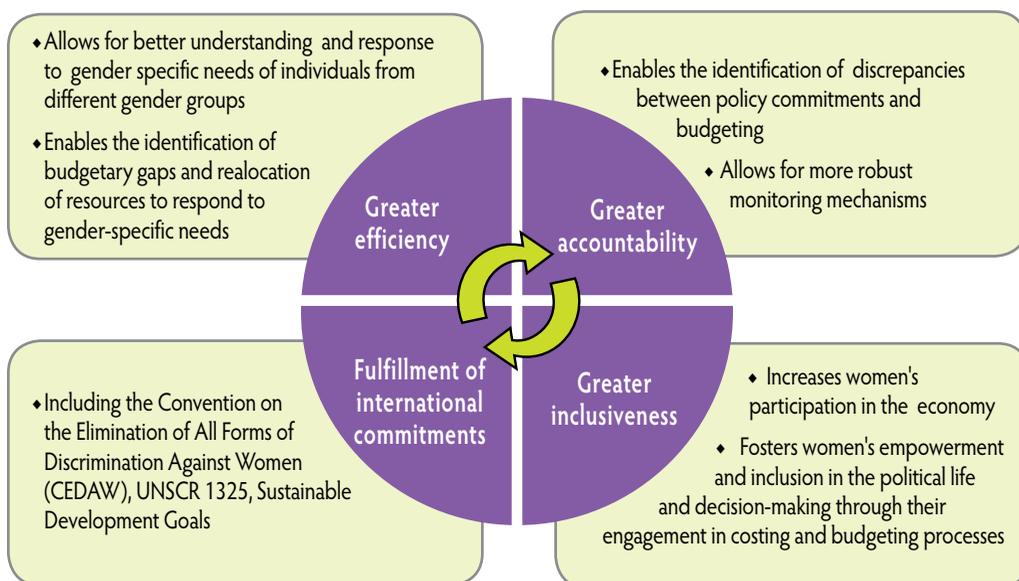
Why is GRB important?

GRB is important because it is a “powerful social and political instrument that can and should be used to achieve social change and gender equity.”

Arwa Al-Najdawi

GRB expert, NAP Costing and Budgeting Workshop in Jordan

Figure 2: Benefits of Gender-Responsive Budgeting



GRB has a number of important benefits, including:

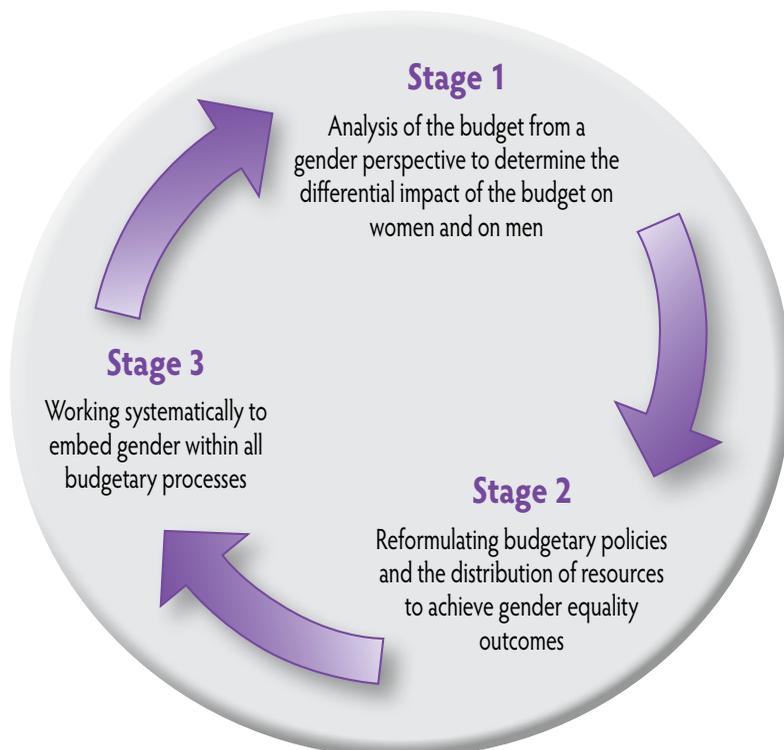
- ▶ Improving the efficiency of budgets in addressing gender inequality;
- ▶ Allowing for greater accountability for policy commitments to gender equality;
- ▶ Ensuring that budgeting processes are inclusive and increase women’s participation in the economy and decision-making; and,
- ▶ Supporting the fulfillment of international commitments related to gender equality.

What are the main stages of GRB?

Gender-responsive budgeting is not a one-off exercise. It requires an ongoing commitment to understanding gender, including through analysis and consultation and ongoing budget readjustments to consider the changing needs of women, men, boys and girls.

GRB can be broken down into three main stages.

Figure 3: "Stages" of gender-responsive budgeting



Stage 1: Analysis of the budget from a gender perspective to determine the differential impact of the budget on women and on men.

The gender analysis of budgets is the necessary first step. It serves to understand and demonstrate how women and men are differently impacted by budgets. While economists and finance officials deal in monetized variables and financial aggregates, the end products of budgets are services, materials and supplies, fund transfers and salaries targeted to people. Therefore, the gender analysis of any budget should look at:

- ▶ The extent to which women, men, girls and boys benefited from the services, materials and supplies, fund transfers and salaries provided through the budget;
- ▶ The degree to which the budget has satisfied the gender-specific needs of the recipients;
- ▶ The gender-specific challenges and barriers faced by those who have not accessed the services, fund transfers or salaries provided by the budget;

- ▶ The degree to which the budget has reduced, exacerbated or left unchanged gender inequality; and,
- ▶ The relationship (and, more often than not, the disconnect) between stated policies – particularly gender equality policies – and budgetary decisions.

For such analysis, having access to gender-disaggregated data is crucial to demonstrating why the budget needs to take into account the different requirements and roles of women and men, including, for example, the disproportionate participation of women in the care economy and unpaid labor.

The gender analysis of NAP budgets should specifically:

- ▶ Revisit the analysis of the differential impacts of conflict and post-conflict violence on women, men, girls and boys as well as different subgroups that was completed during the NAP development process;
- ▶ Take into account how much the NAP addresses gender issues and gaps, including the gaps between written legislation and policies and their implementation;
- ▶ Assess the adequacy of NAP budget allocations to implement the gender sensitive policies and programs; and,
- ▶ Review whether the funds for the previous NAP were spent as planned (if there was a NAP with funding) and examine how much it promoted gender equality as intended, as well as who delivered services and to whom. This involves looking at sex-disaggregated data on financial, physical and technical deliverables.

Stage 2: Reformulating budgetary policies and the distribution of resources to achieve gender equality outcomes

Based on the analysis of the impacts of the NAP budget on women, men, girls and boys, stakeholders must revise the budget to make it fully gender-responsive. For example, where analysis reveals that budget resources have not been distributed equitably, or that the resource distribution did not match the government’s gender-equality policies, a budgetary and/or policy response is required to redress the inequity. This may mean introducing affirmative action measures, or adding a temporary spending line targeted at a specific problem. However, temporary or one-off solutions do not address the fact that budgets are not gender neutral. Therefore, it is crucial to accept that gender equity often requires changing mainstream funding lines, in order to permanently correct inequity and more effectively address the need for which the spending line was designed.

Stage 3: Working systematically to embed gender in all budgetary processes

To consolidate the gains made through restructuring the budget, it is important to embed gender sensitivity into budget-making processes to ensure the impact of GRB is sustainable and long-term. This means adopting a policy that required the application of GRB principles across all budgetary processes. It also includes changing how

budget decisions are made and what should be included in budgets. **This is crucial to ensuring that gender inequality is not promoted, intentionally or unintentionally.** It requires recognizing that **no budget line is gender neutral.** A system that purports to be gender neutral, but is in fact gender blind can easily fall into bias. Thus, it must be transformed to become gender sensitive and gender responsive.

How is a gender-responsive budget different from a neutral one?

Table 1: Comparison between a gender neutral and gender-responsive budget

Gender-Neutral Budget	Gender-Responsive Budget
Budget for health services for refugees	Budget includes specific health care for women, including maternity health, childbirth services and medications for pregnant women. Budgets should include provisions for gender-sensitive response to victims of sexual violence and for engagement of sufficient number of female and male staff to ensure same gender staff is available to attend to survivors. Budgets should also include the construction of lactation rooms or safe nursing spaces in refugee camps.
Budget for the reintegration of ex-combatants into society	Budget includes a specific line for skills training that women prefer. The budget should not only be allocated for traditionally male skills because not all combatants are men. Women should not be limited to stereotyped female skills. Instead, they should have a choice, such as if they want to take up automotive or dressmaking training; electronic or cooking classes.

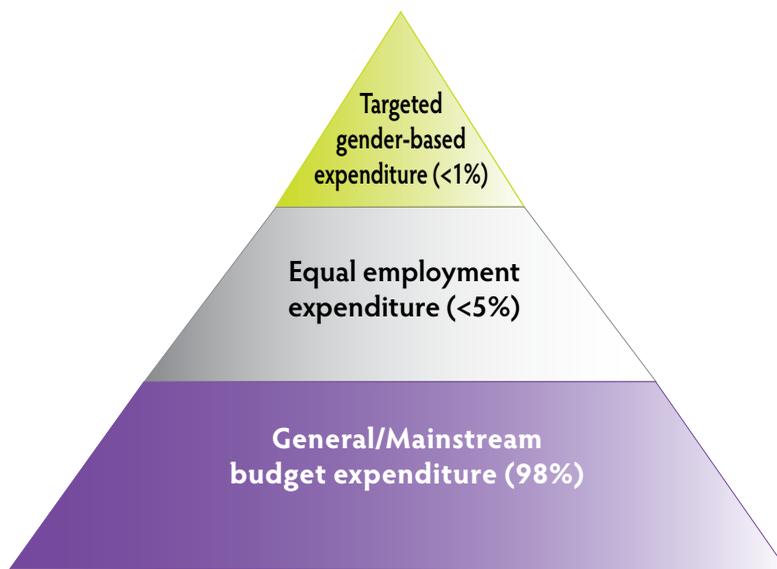
Which budgets should GRB be applied to?

GRB should be applied to **all budgets**, not only those explicitly addressing the issue of gender equality or women’s empowerment. This is well explained by a model developed by the Australian economist Rhonda Sharp, distinguishing three layers of a gendered budget:

- 1) **Targeted gender-based expenditure** - an example is expenditure for women’s empowerment, women’s health programs, special education initiatives for girls, etc. Typically, it constitutes **less than 1 percent** of the budget.
- 2) **Equal employment opportunity expenditure** provides incentives and promotes equal employment opportunity principles (e.g. professional training for women, provision of crèche facilities, parental leave provision). Typically, it constitutes **less than 5 percent** of the budget.
- 3) **General or mainstream budget expenditure** represents the budget dedicated to activities or programs that benefit the population as a whole. In most countries

it constitutes some **98 percent of government expenditure**. It should be assessed from the perspective of gender impact. For example, does the education budget, apart from the above two considerations, reflect gender-equity objectives? Are boys and girls equally represented in all categories of education? Who needs adult education and how much is spent on it? Who are the users of clinic services?

Figure 4: "Layers" of a gender-sensitive budget



Since **no budget line is neutral**, it is important to focus on all three layers in GRB analysis and implementation by, for example, **obtaining gender disaggregated data** to understand how different budget lines address gender disparities as given sectors.

GRB and UNSCR 1325

It is important to integrate GRB principles in costing and budgeting NAPs. The following examples are GRB measures at the global, national and local levels that may support funding for NAP implementation:

1. The UN Secretary-General's call for at least 15 percent of UN-managed funds in support of peacebuilding to be dedicated to projects whose principal objective is gender equality or women's empowerment is in line with the principles of GRB;
2. In the Philippines, the gender and development budget requires all government departments and agencies at national, provincial, municipal and local levels to allocate 5 percent of their total budget to programs on gender equality;
3. The Ministry of Finance and Economic Planning in Rwanda, in partnership with the Ministry of Gender and Family Promotion and UN Women, has adopted a national program for gender-responsive budgeting. A central strategy entails capacity development for people inside and

outside the Government who have roles at various stages of the budget cycle. The program has provided in-depth trainings, hands-on workshops and mentoring to a core technical team, while civil society groups and parliamentarians have attended sessions on holding the Government accountable for budgetary commitments;

4. In Mozambique, Rwanda, Senegal, Sierra Leone and Tanzania, local authorities are learning to formulate gender-sensitive plans and budgets, while local communities can better articulate their needs through participation in local planning. Assisted by UN Women and the UN Capital Development Fund, local districts tap into special funds allocated for gender equality. Spending is directed by capital investment plans based on priorities identified by local women's groups;¹⁰
5. In South Africa, the women's budget initiative's annual publication analyzed and provided policy prescriptions on issues of importance to women to inform budgetary discussions in the country.¹¹ Such a publication can also be used to inform advocacy for a NAP on UNSCR 1325 in South Africa; and,
6. In Nepal, the Ministry of Finance has adopted a GRB approach and a monitoring system, whereby national budgets are scored, based on five indicators of gender-responsiveness: the level of participation of women in planning and implementation; the extent to which the budget supports building women's capacity; the extent to which benefits are shared equitably; the extent to which the budget generates income and employment for women; and the extent to which the budget contributes to reduce the time spent by women on unpaid labor as caretakers.

National Budgeting Processes and GRB – Key Takeaways

National budgeting processes may vary from country to country, but generally follow these four stages: (1) preparation, (2) approval, (3) implementation, and (4) monitoring;

1. Advocacy and efforts to ensure NAP funding and gender responsiveness of budgets more broadly can and should be at all stages of planning, implementation and monitoring;
2. GRB is a crucial tool that promotes equality and promotes women's rights;
3. Effective GRB entails gender analysis of existing budgets, the reformulation of budgetary policies and mainstreaming gender in all budgetary processes; and,
4. GRB should be applied to all budgets.

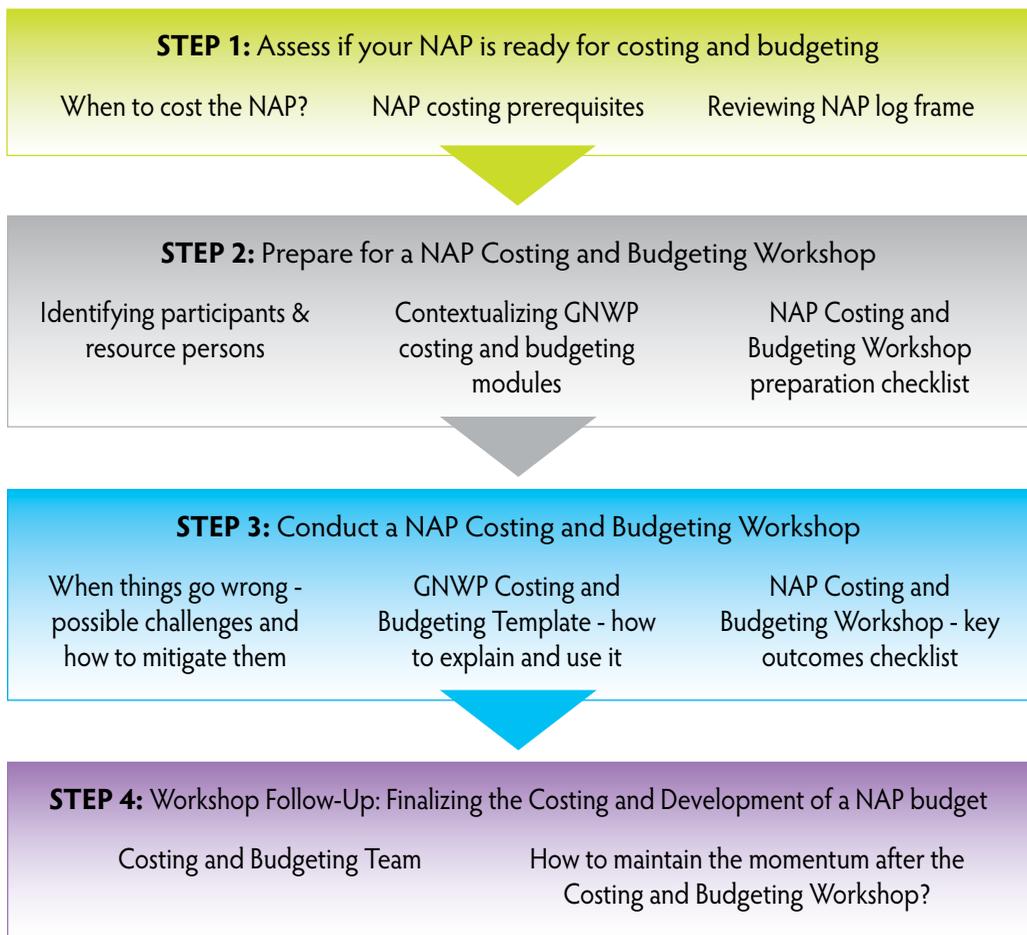
¹⁰ Source: <http://www.unwomen.org/en/what-we-do/governance-and-national-planning/engaging-in-public-sector-reform>

¹¹ Stotsky, M. J. G., Kolovich, M. L., & Kebhaj, S. (2016). "Sub-Saharan Africa: A Survey of gender budgeting efforts." International Monetary Fund.

PART 2. How to Cost and Budget a NAP

The NAP Costing and Budgeting Workshop convenes representatives of government, civil society organizations, UN entities, donors, foreign embassies and other stakeholders involved in NAP development, implementation and monitoring. Together they review the fully drafted NAP, examine all activities, assign costs to each activity and identify where the resources will come from as well as the gaps. Below is a step-by-step guide to organizing a NAP Costing and Budgeting workshop.

Figure 5: NAP Costing and Budgeting Workshop steps



STEP 1 - Is Your NAP Ready to Be Costed?

Costing and budgeting are a critical part of the NAP development process, so they must be included from the very beginning and be reflected in the NAP timeline and budget.

NAP costing and budgeting can take place only after the NAP log frame, which contains SMART objectives, outputs, outcomes and activities, has been finalized. If the activities are not specific or focused, it will not be possible to cost them. In such a case, a big part of the Costing and Budgeting Workshop will be spent discussing the scope, venue, target audience and other details of the activities.

Another good practice is to ensure that a Monitoring and Evaluation Plan with SMART objectives and activities is also developed before the Costing and Budgeting Workshop. This guarantees that sufficient financial resources are allocated to monitoring and evaluation.

What are "SMART" activities?

SMART stands for: **S**pecific; **M**easurable, **A**ctionable, **R**ealistic and **T**ime Bound.

A SMART activity fulfills all those criteria. A SMART activity is formulated to allow it to be easily broken down into specific costs and implementation steps, and therefore, makes it easy to cost and implement. Some activities may *seem* SMART and yet not be so. Before embarking on the Costing and Budgeting Workshop, it is key to ensure that all activities in the NAP log frame are SMART and can be easily broken down into specific costs.

For example, the activity:

"Organize training on gender sensitivity for police officers in country X," is not a SMART activity. It lacks key information, such as how many training will take place; who exactly among the police officers will attend (top or middle level officials?); where will the training take place (only in the capital or in other regions as well?); how long will the training be; how many participants will attend; etc.

A SMART activity would state:

"Organize three one-day training sessions on gender sensitivity for 100 senior police officers (colonel and above) in regions A, B and C of Country X." This SMART formulation provides more specific information and makes it possible to estimate the cost of travel, accommodation and other resources needed to organize the training. It also provides more specific information about the number of participants and who they are, which makes costing, implementation and monitoring of the activity more efficient.

STEP 2 - Preparing a NAP Costing and Budgeting Workshop

When preparing a NAP Costing and Budgeting Workshop, there are some important points to remember.

Identify workshop participants. Unlike the drafting, consultations on the draft and validation of the NAP draft, which can involve between 200 to 2,000 participants or more, the Costing and Budgeting Workshop requires a much **smaller number of participants**. The ideal number in a NAP Costing and Budgeting Workshop is 15 to 20. That number allows participants to focus on very detailed work of assigning and computing the cost of every single activity outlined in the NAP.

Checklist 1: NAP Costing and Budgeting prerequisites

- ✓ Commitment from key stakeholders (including budget holders)
- ✓ NAP log frame with SMART outcomes and activities
- ✓ M&E Plan with SMART activities and outcomes

However, it is important that participants represent **all key actors**, such as:

- ▶ **Government representatives:** These should include representatives from the NAP coordinating agency, the Ministry of Finance and Ministry of Budget (if these are separate ministries), National Planning Commission (if applicable), as well as sectoral ministries (key stakeholders such as health, home affairs, social welfare, education, local development). It is important to have a **representative of the Ministry of Finance and Ministry of Budget**, as they have technical expertise on the government budgeting and financing cycle and procedures. This will help ensure their commitment to the NAP; and they can provide advice on how the budget should be developed and presented to increase its chance of approval. It would also be helpful that other participants are responsible for making budgetary decisions in their respective organizations and institutions. Ideally, they should at least be at the **director level in their organizations and institutions**.
- ▶ **Local authorities:** Local authorities include chiefs, mayors, governors, traditional leaders and religious leaders, applicable to the specific context. At least two to three local authorities, such as governors, mayors and district development chairpersons, must participate in the entire NAP development process to ensure that local realities are reflected and that a localization strategy in the NAP implementation is adopted.¹²

¹² Localization is a strategy that takes a bottom-up approach to ensure effective implementation of UNSCR 1325 and its supporting resolutions. It convenes local authorities, including governors, mayors, councillors, community leaders, paramount chiefs, Indigenous leaders, religious leaders, local police and military officers to discuss the application of the WPS resolutions to their everyday realities. These local leaders join forces with the national government to align local, national, regional and international policies and community-driven strategies and to integrate women, peace and security commitments into local development plans and budgets.

- ▶ **Civil society:** It is crucial for civil society, in particular national and local women’s organizations, to participate to represent the voices of women and girls across the country.
- ▶ **UN entities:** It is important for UN entities to participate if they have a strong presence in the country.
- ▶ **Donors:** The workshop can be an opportunity for donors to gain a better understanding of the finance gaps and the areas they will be interested in funding.
- ▶ **External development partners:** These include foreign embassies and regional intergovernmental organizations.

It must also be noted that at least the majority, and ideally all NAP Costing and Budgeting Workshop participants, should have participated in the NAP drafting process so they are familiar with the context and nuances behind the draft.

The Difference Between Costing and Budgeting

When preparing for the Costing and Budgeting Workshop, it is crucial to make sure that the difference between these two – equally important – processes is clearly understood by all participants.

What is costing?

Costing is the process of assigning a cost to each activity in the plan. Costing is the first step toward developing a NAP budget and should be accompanied by identifying the relevant sources of funding for each activity.

Costing involves estimating the cost of carrying out an activity to deliver a specific, desired output. Costing requires the use of historical information—for example, knowledge of how much a focus group discussion would cost, how much the printing of a publication would cost, etc. Such information is used to predict the future costs of the activities outlined in the NAP. For example, if a training on UNSCR 1325 for local authorities is one of the NAP activities, costing will include estimating the cost of the training venue, meals and coffee break, notebooks, pens, and other supplies, travel of the resource person(s) to the district, video and photo documentation, preparation of the report and other items needed to conduct the training and achieve the desired output.

What is budgeting?

Budgeting involves planning around the costs to be incurred for each activity, to ensure that there are specific funds allocated to each activity in the NAP. Budgeting allows the NAP Steering Committee (the group of high-level stakeholders responsible for NAP implementation in the country) and particularly the lead implementing agency to keep its costs efficiently to the planned levels and minimize or prevent overspending. Budgeting also helps the NAP Steering Committee to

ensure that funds are not wasted on activities that cannot be implemented or will likely not deliver the desired outputs and outcomes. It also enables the allocation of funds to activities with higher result potential. Therefore, it is important to have a budget that incorporates flexibility, and allows for adjustment according to any sudden socio-political developments.

Costing and budgeting must be carried out hand in hand, so that the NAP Steering Committee can estimate its future costs and allocate funds for the right purposes.

Identify resource persons. One key resource person is a **Gender-Responsive Budgeting expert**. This is because GRB is a key principle that should guide the costing and budgeting of the NAP (*Please see section on GRB on page 15 for more details*). The GRB expert can be a national or a regional consultant. However, the expert should work closely with the participants from the Ministry of Finance and Ministry of Budget to ensure that the application of GRB principles is in line with the country's public finance policy, budget cycle and procedures.

Checklist 2: NAP Costing and Budgeting Workshop preparation

- ✓ Identify the participants
- ✓ Identify and discuss with resource persons
- ✓ Modify and contextualize the Costing and Budgeting Workshop module

Another resource person should be an **expert in Public Finance, Budget Cycle and Process**. In particular, this person will provide information and insights into the budgeting timeline, procedures, decision-making and other aspects that may be relevant to costing and budgeting the NAP. Representative/s from the Ministry of Finance and Ministry of Budget can take on this role.

The GRB and public finance and government budgeting experts will deliver presentations on their areas of expertise and application to the NAP. They will also serve as facilitators during group exercises.

It is also important to have **resource persons who are knowledgeable about the trends, achievements, gaps and challenges in financing NAP implementation in different countries**. This will enable the NAP stakeholders to examine other countries' experiences in costing and budgeting, adopt and modify them to their context; or draw lessons from them. In light of their experiences in national action planning processes in different countries and their leadership in the advocacy for NAP costing and budgeting, GNWP staff can best perform this role.

Review the GNWP Costing and Budgeting Workshop module and modify if necessary. GNWP has developed a NAP Costing and Budgeting module that is featured in this manual. This module was tested during the workshop in Georgia that GNWP and Cordaid facilitated in 2015 and has been subsequently used and improved during the workshops in Jordan and Nepal in 2016 and 2017. In each country, the module has been modified to adapt to the context of the NAP process and local budgeting and financing cycles and processes. For this reason, it is important to carefully review the module presented in this manual and modify it accordingly.

Checklist 3: NAP 1325 Costing and Budgeting Workshop – desired outcomes

- ✓ Participants have full understanding of NAP costing and financing and their responsibilities going forward
- ✓ Fully costed NAP
- ✓ “Road map” for the next steps including a plan for presenting the NAP budget and seeking approval. The road map should also include a fundraising strategy if a portion of the budget will be sourced from non-government donors; or foreign governments. .
- ✓ Costing and Budgeting Team selected and validated

When adapting the module to national realities, workshop organizers should bear in mind the desired outcomes of the workshop, reflected in Checklist 3 above. They should examine the specificities of the national context, including:

- ▶ **The nature of the NAP development process:** Who is the lead agency? Is there a body dedicated to developing the NAP, such as a NAP Steering Committee? Who are the representatives on the NAP Steering Committee? Do they have political clout and access to or information about financial resources that can be tapped to fund NAP implementation?
- ▶ **The national peace and security priorities, gender equality and women’s rights policies and initiatives:** Does the country have a previous NAP? How was the previous NAP implemented? Was there dedicated funding for implementation? What were the greatest challenges in the implementation? If this is the first NAP, what are its goals and objectives? What will the NAP accomplish that other policies cannot?
- ▶ **The national financial realities:** Is the country low-, middle-, or high-income? Does it rely heavily on official development assistance (ODA)? What is the institution responsible for the budget planning (is there a department in the Ministry of Finance, or a separate Ministry of Budget)? If the country already has or had a NAP, was it funded internally or externally or a combination of both?

- ▶ **The work culture:** What is the work culture? How long is a typical work or workshop day? What time does it normally start and end? Can the participants take time off from their offices and concentrate on the workshop for two to three days? Should the workshop be held in a venue far away enough to discourage the participants from leaving the workshop early?

Review and practice using the costing template. GNWP developed the costing template presented in this manual. The template is an Excel spreadsheet that allows workshop participants to enter information on the goals, objectives, results, outcomes, outputs, activities and cost of each activity, including unit cost and frequency, sources of funds, lead and support organization or institution for each activity and time frame for each activity. Make sure to carefully review the template and ensure that all the important information on the NAP log frame is reflected on the template. Practice using the template, until you understand how the formulas work and you are comfortable using it.

Planning Costing and Budgeting Workshop – Key Takeaways

When preparing for a NAP Costing and Budgeting Workshop, it is important to remember:

1. To include key stakeholders who hold relevant expertise, particularly from the Ministry of Finance or Budget, NAP coordinating agency, civil society, donors, UN and international organizations supporting the NAP process;
2. To ensure participants have decision-making power or can effectively influence decision-making, especially in terms of budget allocation;
3. To select resource persons who are experts in their field and are able to apply their expertise to the context of the country;
4. To carefully review and modify the workshop module;
5. To review and practice using the costing template; and,
6. To select a venue that allows for plenary sessions as well as small group exercises (2 to 4 persons). Laptops with a spreadsheet and computing software such as Excel should also be made available for each group.

STEP 3 - Conducting a NAP Costing and Budgeting Workshop

The NAP Costing and Budgeting Workshop is usually organized over **two to three days**. It is **co-facilitated** by the WPS or NAP costing expert, GRB expert and national budget expert, and follows the structure below:

Table 2: NAP Costing and Budgeting Workshop sessions

Title of the session	Session objectives	Duration
Welcome and summary of the NAP process	<ul style="list-style-type: none"> - Participants have an overview of the NAP status and latest developments - Participants have discussed and understood the challenges, issues and progress achieved during the NAP drafting process 	1 hour
Overview of NAP Financing (presentation delivered by facilitator or WPS expert ¹³)	<ul style="list-style-type: none"> - Participants gain an overview of NAP financing prospects and challenges in light of current financing landscape nationally, regionally and internationally - Participants develop their own insights on how gaps in funding NAP implementation can be addressed 	1 hour
National public finance and budgeting policies, cycle and process (presentation delivered by budgeting or public finance expert)	<ul style="list-style-type: none"> - Participants gain understanding of the public finance policies, budget cycle and processes in their country, their strengths and weaknesses, and their relevance to the NAP process 	1.5 hours
Gender-Responsive Budgeting (presentation and interactive exercise delivered by GRB expert)	<ul style="list-style-type: none"> - Participants gain general knowledge of GRB and become aware of the main steps required to integrate GRB in costing the NAP 	2-3 hours
Presentation of the Costing Template (presentation, including costing exercises to explain the costing template and give the participants a hands-on experience in using the template)	<ul style="list-style-type: none"> - Participants learn how to use the template to cost the NAP 	1.5-2 hours

¹³ GNWP staff delivered this presentation at the NAP Costing & Budgeting Workshops in Georgia, Jordan and Nepal.

Costing exercise (Assigning and computing the cost of each activity in the NAP. This will be done in small groups - see below)	- Country's NAP is fully costed (each group costs one pillar/outcome/objective)	5-6 hours (with breaks)
Costing exercise debrief (facilitated plenary discussion)	- Costing done in small groups is presented and validated in the plenary - All challenges related to costing are discussed and potential risks and problems are mitigated or resolved	2 hours
Preparing for next steps (facilitated plenary discussion)	- A roadmap for NAP budgeting and financing is developed (including a plan for presenting the NAP budget, seeking approval and a fundraising strategy) - A Costing and Budgeting Team is formed	2-3 hours



The full module matrix that provides details on how each session is conducted and the materials and equipment needed are available in Annex 3.

The presentation on the national budgeting cycle, delivered by an expert, ideally from the Ministry of Finance or Budget, should be one of the first sessions carried out during the Costing and Budgeting Workshop. It should cover the following:

- ▶ The **stages of the national budget cycle** and an explanation of what kind of measures or actions should be taken at each stage;
- ▶ The **timeline** for carrying out the stages of the budget cycle; and,
- ▶ Guidance on **what implications this has for the NAP budgeting**; for example, what kind of interventions the stakeholders should take at each budget stage; when, where and how can each line ministry or department include WPS and the NAP implementation in their budget; how can the NAP steering committee and other NAP stakeholders advocate for the mainstreaming of WPS in the entire processes of the national budget, etc.

The presentation on Gender-Responsive Budgeting, delivered by a national or regional expert, should:

- ▶ Present the **information included in the Background section of this manual** (adjusted to the level of expertise and seniority of the audience). The information may include the concepts, goals and characteristics of GRB, GRB benefits in general and for the NAP specifically;
- ▶ Include an **overview of the legal/policy framework** and institutions involved in GRB in the country;
- ▶ Include a **practical example of what GRB looks like** (it can be done using the costed NAP itself and/or an actual budget example from the country); and,
- ▶ Be **interactive and involve small-group exercises** allowing the participants to test their understanding of GRB during the workshop.

The costing exercise is the key session of the workshop: this is when the actual costing happens. The exercise should be conducted using the NAP costing template developed by GNWP and contextualized based on national realities. The template should be prepared before the workshop and filled with the outcomes/outputs/activities from the NAP log frame, following the steps listed below.

1. Type in the key priority areas of your NAP. Feel free to add rows if needed. Please remember to change the names of the tabs to match your NAP log frame. Different NAPs use different terminologies. Priority Areas may be equivalent to Outputs, Strategic Actions, Specific Actions or Action Points in other NAPs.

National Action Plan Costing Template*			
Country			
Reporting Year		0	
Ministry/Government agency		0	
Project	National Action Plan on Women and Peace and Security	0	
Priority Area	Total Cost	% of Total	Comments and Responses
1 Priority Area 1	0.0	0%	
2 Priority Area 2	0.5	0%	
3 Priority Area 3	#REF!	0%	
4 Priority Area 4	#REF!	0%	
5 Priority Area 5	#REF!	0%	
Grand Total	#REF!	0%	

- Insert the information about your NAP: (1) your priority area; (2) your outcomes/general objectives; (3) your midterm outcomes or supporting/specific objectives, if you have them; and (4) the outputs or specific actions related to each objective into the different sheets. Ideally you should have one sheet per priority area. However, if your priority areas have a lot of outcomes/outputs/activities, you may consider splitting one priority area into several sheets (e.g. one sheet per outcome or objective).

Country			
Reporting Year			
Ministry/Government agency			
Project: National Action Plan on Women and Peace and Security			
Participation 1	2		
Objective/Outcome	E.g. Meaningful participation of women in security forces at all levels is achieved		
Supporting objective/Mid-term outcome	E.g. Policies and laws promoting women's participation in security forces are put in places and revised to ensure meaningful participation		
Outputs/Specific Actions	3 Related Activities	Associated costs	Unit
4			
Research to map existing policies and laws related to women's participation in security force, identify remaining gaps and provide concrete recommendations			

- Once you have updated all the sheets using the guide above, your template is ready to be used. However, to make it more easily understandable to workshop participants, we recommend that workshop organizers pre-fill the (5) Related Activities, (6) Associated Costs and (7) Unit fields for one of the Outputs.

Participation			
Objective/Outcome	E.g. Meaningful participation of women in security forces at all levels is achieved		
Supporting objective/Mid-term outcome	E.g. Policies and laws promoting women's participation in security forces are put in places and revised to ensure meaningful participation		
Outputs/Specific Actions	5 Related Activities	6 Associated costs	7 Unit
Research to map existing policies and laws related to women's participation in security force, identify remaining gaps and provide concrete recommendations	Conduct research/review of policies, including desk research and focus group discussions with key stakeholders	Researcher (Expert) Notetaker for the focus group (Technical Staff) Venue for focus group discussions Domestic travel (if required for the research)	Research day Technical staff working day Day of using venue Car hire day
	Produce a report with concrete recommendations	Layout artist for the report	Consultant day
	Disseminate report to ensure recommendations are adopted	Report printing Launch event - venue cost	Copy Day of using venue

During the costing exercise, the facilitator should divide participants into small groups (two to four people). Each group should be given a laptop with the adapted template loaded into it, and asked to **conduct costing for one of the Priority Areas**.

Making sense of the NAP Costing Template: Terminology

As mentioned earlier, different NAPs use different terminology, so please follow this guide to know which elements of your NAP fit into which cell:

- 1) **Priority Area** is a general area of work – it does not express an objective or goal. For example: "Participation," "Relief and Recovery," etc.
- 2) **General Objective/Goal/Result/Outcome** is the broadest expression of the change you want to achieve in this priority area. There may be more than one general objective/outcome per priority. General Objectives should be SMART, but they usually look at long-term change. For example: "Meaningful participation of women in security forces at all levels is achieved in the next three years."
- 3) **Supporting Objective/Midterm Outcome** is a more specific expression of a shorter-term change that needs to happen to make your general objective/outcome possible. For example: "Policies and laws promoting women's participation in security forces are adopted and implemented within the second year of NAP implementation."
- 4) **Output/Specific Action** can sometimes be used interchangeably. They refer to the change or the action that you have direct control over -- a direct result of your activity. For example: "Research to map policies and laws related to women's participation in security forces is conducted and concrete recommendations provided within the first year of NAP implementation."
- 5) **Related Activities** are the necessary steps to achieve the desired output or complete the specific action. The more detailed or specific the related activities are, the better. For example: Conduct desk review of national gender equality policies; conduct focus group discussions with 60 local authorities and community-based women's groups in District A, B, C; write a report with concrete recommendations based on the desk review and focus group discussions; print 200 copies of the report and disseminate among all local authorities, women's groups and civil society organizations across the country.
- 6) **Associated Costs** are all the elements that will need to be paid to complete each activity. For example: To conduct the desk review and focus group discussions a researcher and technical staff such as note takers and interpreters need to be hired; a venue needs to be reserved; a vehicle needs to be hired or flights need to be reserved; and meals and refreshments need to be served.
- 7) **Units** are how each cost is measured. The unit assigned for researchers and technical staff is usually "consultant's day or work day." For vehicle hires and venues, the unit often used is "days." For printing reports and other documents, the unit is usually "copies."

The participants should consider each Output/Activity in turn, coming up with Related Activities (steps) and Associated Costs. They should then use their knowledge and experience to estimate the **(8) unit cost of each item**. If available, the participants can rely on the standard cost estimates provided by the government financing experts, such as standard daily rates for consultants, training remuneration, staffing costs, etc.

Once the (8) unit cost and desired (9) number of units are inserted, the template will **automatically calculate the (10) total cost in local currency**. To convert the total cost in another currency (for example: USD or Euros for fundraising purposes), you can insert the exchange rate into the template and the template will automatically execute the conversion.

The participants should also identify the (11) key implementing agency and project (12) where the funding for each activity is likely to come from.

It is achieved

It is in places and revised to ensure meaningful participation

Unit	Cost of the unit	Number of units	Total Cost (local currency)	Exchange rate: local currency to US \$	Total cost in \$	% of Total	Implementing agency/ministry/organization	Projected source of funding (e.g. Domestic/international) - please be as specific as possible (e.g. Domestic: MoFA; International: USAID etc.)
Research day	500	10	5000	0,5	2500,0	0%		
Technical staff working day	8	9	10	0,5	0,0	0%	11	12
Day of using venue			0	0,5	0,0	0%		
Car hire day			0	0,5	0,0	0%		
Consultant day			0	0,5	0,0	0%		
Copy			0	0,5	0,0	0%		
Day of using venue			0	0,5	0,0	0%		
			0	0,5	0,0	0%		

Key questions to ask during the costing exercise

- Is this activity in line with the mandate or functions of a specific ministry?
- If yes, can this activity be funded by that particular ministry?
- If the national ministries absolutely cannot pay for this activity, which donor could potentially fund this activity?

Costing and Budgeting Workshop - key challenges and mitigation strategies

Too many participants Conducting the costing workshop with a group of more than 20 people can be a challenge	<ul style="list-style-type: none">▶ When writing the participants list, limit the number of invitees.▶ If impossible, be prepared to divide participants into smaller groups for parts of the workshop, especially the costing exercise.▶ It is useful to identify facilitators or lead discussants - participants with specialist knowledge or experience to lead the smaller groups during the exercise.
Different levels of expertise among participants	<ul style="list-style-type: none">▶ Invite experts - this is a technical workshop that requires specialist knowledge.▶ Make sure you adjust the NAP Costing and Budgeting module to fit the levels of expertise in the group.▶ If needed, divide participants into groups ensuring at least one expert participant is in each group to guide the rest.
Lack of decision-making power in the room	<ul style="list-style-type: none">▶ Ensure the participation of key stakeholders and decision-makers in the workshop - keep them informed and follow up on the commitments they make during the workshop.
NAP Log Frame not "SMART" enough	<ul style="list-style-type: none">▶ Make sure your outcomes and activities are SMART. If needed, invite external experts during the drafting process.▶ Organize a half-day "pre-workshop" to fine tune the activities and make them as SMART as possible prior to the costing exercise.

Overcoming Costing and Budgeting Challenges

Costing and budgeting a NAP can be challenging. It requires buy-in and commitment from all key national stakeholders, as well as a lot of technical expertise. Even after the costing is completed, governments may face hurdles in raising the necessary funds, the initial enthusiasm may wane and implementation may fail despite the resources devoted to it.

Mitigation strategies to avoid such challenges include:

1. Ensure that higher-level **stakeholders i.e., directors in government institutions and program directors in civil society organizations**, including budget experts, are in the room during the Costing and Budgeting Workshop;
2. Integrate **gender-responsive budgeting** and performance-based financing principles when costing and budgeting for the NAP;
3. Ensure the **NAP objectives and activities are SMART and a monitoring and evaluation plan** is put in place so that it can be costed and budgeted as well; and,
4. Ensure **systematic follow-up** after the Costing and Budgeting Workshop to finalize the budget and implement it. The follow-up is the responsibility of the Costing and Budgeting Team.

STEP 4: Workshop Follow-Up

Follow-up is a key element of NAP costing and budgeting to ensure that the costing is completed and the budget is presented and approved. This should be done primarily by the **Costing and Budgeting Team, composed of four to five key senior representatives of the NAP lead agency, civil society, Ministry of Finance or Ministry of Budget, GRB expert and UN Women or other UN entities—if they play an instrumental role in the NAP process.**

The Costing and Budgeting Team must be pre-selected before the workshop and validated or given a vote of thanks during the workshop.

The follow-up should focus on these tasks:

- ▶ Finalizing the costing of all NAP activities—if this was not completed during the workshop;
- ▶ Developing a NAP budget and advocating for its approval;
- ▶ Ensuring implementation of the NAP budget. Depending on the team members' positions, this can be done through advocacy, holding relevant budget holders accountable or including it in the budgeting and planning processes of their respective ministries, institutions and organizations;
- ▶ Holding regular meetings to take stock of the status of NAP budget development and implementation; and,
- ▶ If relevant, holding regular briefings on the status of NAP budget development and implementation to the NAP steering committee.

PART 3. NAP Costing and Budgeting Case Studies

Case Study 1 – Jordan

Women and Peace and Security Background

Jordan began drafting a National Action Plan (NAP) on UNSCR 1325 and its subsequent resolutions in 2010, when the Jordanian National Commission for Women (JNCW), as the lead agency mandated by the Prime Minister to implement the WPS agenda, established the National Coalition for the Implementation of UNSCR 1325 (Coalition). The Coalition is composed of representatives of the security sector, government agencies and civil society. In 2012, the JNCW submitted its first draft of a Jordanian NAP. However, because the draft was developed with limited local engagement, and there were no awareness-raising efforts, it remained under review by the Government of Jordan for three years.

In September 2015, the Government committed to accelerate the adoption of the NAP. Welcoming this action, the JNCW, in collaboration with UN Women, initiated a participatory process to develop and implement a Jordanian National Action Plan (JONAP). Throughout January and February 2016, the JNCW and UN Women held a series of local consultations with civil society, local authorities, religious leaders and security sector representatives across Jordan to identify priorities and recommendations for JONAP. Building on the recommendations raised at the consultations, the Coalition, with technical support from the Institute for Inclusive Security and UN Women, drafted the logical framework, which contained the proposed activities, outputs and outcomes as well as the monitoring and evaluation scheme from April to August 2016.

In this context, UN Women Jordan invited GNWP to provide technical expertise in costing and budgeting the NAP. Aware that the lack of earmarked funding for NAPs is one factor that hinders effective implementation, JNCW and UN Women wanted to ensure that the JONAP is properly costed and budgeted. The Costing and Budgeting Workshop was a critical step toward the completion of the JONAP.

Costing and Budgeting Workshop in Jordan

The workshop participants were the Coalition, consisting of about 30 representatives of the government, civil society and the security sector.

GNWP developed a customized costing and budgeting module for the Jordan NAP. To ensure that all sessions are well adjusted to the Jordanian context, GNWP enlisted the help of two local experts – Dr. Naif Al-Ibrahem, an expert from the General Budget Department, and a GRB expert, Ms. Arwa Al-Najdawi. These experts provided inputs to the module and served as additional resource persons, supporting the facilitation and responding to the participants' questions and comments.

The two-day workshop was part of a four-day event, organized by JNCW and UN Women in August 2016. The event also included sessions on monitoring and evaluation and coordination among actors involved in national action planning for WPS, facilitated by Inclusive Security. Representatives of Serbia's Ministry of Defense and UN Women Serbia also attended the workshop to observe and learn from Jordan's experiences in developing, costing and budgeting NAP.

Day 1 – Understanding NAP Costing and Gender-Responsive Budgeting

The first day focused on developing the participants' technical knowledge and understanding of concepts necessary for successful costing of a NAP. It consisted of presentations on the international financing landscape on WPS and best practices in costing; gender-responsive budgeting; and the national budget cycle in Jordan. It included an **exercise** during which the participants analyzed budgets of various governmental entities, particularly those that have mandates on peace and security. Their analysis included searching for and identifying gender-responsive allocations. The participants were also asked to reflect on what considerations should be made to ensure that Peace and Security budgets in Jordan are gender-responsive. The participants were deeply engaged in the activity, which allowed them to better understand the GRB principles in practice and served as a warm-up before the costing exercise on Day 2.

Before adjourning the first day of the workshop, GNWP distributed homework sheets to the participants. Each participant received a printout of part of the costing template, including one of the outcomes with its outputs and proposed activities. They were asked to consider each activity and think of the costs involved in its implementation. Some participants were requested to think of M&E elements that will need to be budgeted and to cost them. The homework was designed to prepare the participants for the costing exercise on Day 2.

Day 2 – Costing the JONAP

On the second day, the Coalition members put the knowledge acquired during Day 1 into practice, using the **costing template** designed by GNWP to cost the NAP.

All participants were engaged in the exercise and the Coalition costed at least one midterm outcome from each JONAP outcome, laying solid foundations for further costing and budgeting work. The exercise was followed by a debrief, during which the Coalition validated the items costed by each team and shared the concerns and challenges they faced. These included the difficulties in costing some of the activities that were not very specific, as well as the inability of workshop participants to make decisions or commitments about funds allocation because of their limited power.

Before the workshop, GNWP edited the template, populating it with the outcomes, outputs, and activities from the existing draft Jordanian NAP. The GNWP team also included example items and costs for some of the activities. Following the session on NAP monitoring and evaluation (M&E) led by Inclusive Security, GNWP added a sheet for M&E costing to the template.

Costing and Budgeting Team

GNWP discussed the formation of the Costing and Budgeting Team with UN Women Jordan and JNCW before the workshop. It was agreed that GNWP would suggest the composition of the team, based on internationally recognized best practices, and would let the Coalition validate the proposed composition and select the persons to be included in the team themselves. In line with that, GNWP proposed that the Costing and Budgeting Team include: (1) a representative of the JNCW; (2) a representative of the General Budget Department in the Ministry of Finance; (3) a GRB expert; (4) a security sector representative; (5) a civil society representative; and, (6). a UN Women representative. The Coalition approved the composition and selected a representative of the civil society from among them, leaving the appointment of other team members up to JNCW and the steering committee.

Conclusion

The main outputs of the Jordan NAP Costing and Budgeting Workshop were the costing of most sub-outcomes on the Participation and Relief and Recovery pillars; and agreement to form the Costing and Budgeting Team. While important, these outputs were limited. The desired output was a fully costed NAP and a clear roadmap that included budget approval and implementation. This turned out to be impossible, since the development of the activities in the Jordanian NAP was still underway when the NAP Costing and Budgeting Workshop took place. The activities were still in draft form and therefore not SMART enough to be costed. To avoid similar challenges in the future, GNWP recommends that the development of the log frame, including activities, should be completed prior to the Costing and Budgeting Workshop. Further, members of the NAP Costing and Budgeting Team should be pre-selected by the lead implementing agency to facilitate the validation of the team during the workshop.

Case Study 2 – Nepal

Women and Peace and Security Background

Nepal adopted its National Action Plan on UNSCR 1325 and 1820 in February 2011, which became the central instrument through which programming related to women and peace and security is implemented in the country. The operational period of the first phase of the NAP was from February 2011 to February 2016. This phase brought notable achievements, such as an increased number of women in policymaking and government bodies, integration of the WPS resolutions in regular training programs for the security sector as well as in school curricula; adoption of the NAP Localization Guidelines; and, establishment of the Truth and Reconciliation Commission¹⁴.

As the second phase of the NAP is underway, the Nepal Ministry of Peace and Reconstruction has identified this stage to be focused on issues of conflict-related sexual violence (CRSV); and localization of gender equality and women's empowerment and peace and security commitments.

¹⁴ See: <http://nepalitimes.com/article/nation/truth-about-truth-commission,3565>

Costing and Budgeting Workshop in Nepal

Under the leadership of the Nepal Ministry of Peace and Reconstruction, 1325 Action Group, the facilitation and technical support from GNWP and collaboration with UN Women, a three-day workshop was conducted in Lalitpur District, Kathmandu. Similar to the NAP Costing and Budgeting Workshop in Jordan, the workshop in Nepal included sessions on the international landscape on NAP financing, key principles of gender-responsive budgeting; the government's budgeting and financing cycle and procedures; and the NAP costing template.

Day 1 - Understanding NAP Costing and Gender-Responsive Budgeting

The first day started with opening remarks from the Secretary of the Ministry of Peace and Reconstruction and followed by a presentation from the Joint Secretary of the Ministry of Peace and Reconstruction on the implementing mechanisms, key achievements, gaps and challenges of the first NAP. In addition, the Joint Secretary provided updates on the status of the drafting process of the second-phase NAP. One remarkable message from both the Secretary and the Joint Secretary was how integral costing and budgeting is to the success of the NAP implementation. The Joint Secretary stated that one gap of the first NAP was that it was not costed. He highlighted that the Costing and Budgeting Workshop is a definitive measure to address that gap. The Secretary likened a NAP without budget to a vehicle without fuel. He asked: how can we implement the plan if we do not cost it and we do not dedicate a budget for it?

The two MoPR officials also expressed a commitment that there are sufficient funds within the different government ministries and that from those, the Nepali Government will allocate funds for the NAP implementation from its own national budget. They said that while they welcome donor contributions on some gap areas, donors would have to agree with their national priorities and conditions. The Joint Secretary emphasized that NAPs need to be concise and specific to be effective.

On the same day, GNWP's CEO and International Coordinator made a presentation on the international situation on funding for NAP implementation in different countries. The participants appreciated this, as it gave them ideas on how best to address costing and budgeting challenges that they may potentially confront, such as how to identify cases of conflict-related sexual violence in the current period, even though the war concluded more than a decade ago. The Under Secretary at the Ministry of Finance also made a presentation on the national planning and budgeting process and linked it to the process of allocating dedicated funding for the implementation of Nepal's second NAP. The gender-responsive budgeting expert presented GRB indicators and gender-responsive budgeting provisions in the Nepali government policies that could be used to assess how it funds gender-equality policies across different ministries and government agencies.

Day 2 and 3 - Costing the Nepal NAP

During the next two days, the participants were divided into different groups with each costing one pillar of the NAP, namely participation and promotion; protection and prevention; relief and recovery; and resource management, monitoring and evaluation. The groups presented the completed costing template on the third day during a plenary session.

The workshop participants came from various ministries, such as: Ministry of Peace and Reconstruction (MoPR); Ministry of Home Affairs (MoHA); Ministry of Education (MoE); Ministry of Health (MoH); Ministry of Federal Affairs and Local Development (MoFALD); Ministry of Law, Justice and Parliamentary Affairs (MoLIPAS); and Office of the Prime Minister and Council of Ministers (OPMCM).

Conclusion

The draft of the Nepal NAP was farther along in outlining the activities in a SMART manner. However, there was no clarity and consensus within the NAP Technical Working Group -- the group in charge of drafting the NAP -- on some activity details, such as geographical focus of implementation, scope of the activities, participants and beneficiaries. Thus, a considerable time was spent discussing those details, which prevented the completion of the costing process.

The NAP Costing and Budgeting Team members were also not finalized. This put into question how the roadmap toward budget approval and implementation will be realized. To address these gaps, GNWP recommends that the NAP Technical Working Group must fully discuss the activities, arrive at a consensus and fast-track costing the rest of the activities. In addition, the MoPR, in consultation with the 1325 Action Group -- the civil society alliance advocating for the implementation of the WPS resolutions in Nepal -- should appoint the NAP Costing and Budgeting Team members and authorize them to complete the NAP costing and budgeting process. 

Workshop on Costing and Budgeting National Action Plan on UNSCR 1325

Sample module

PART 1 – Laying the groundwork for the NAP costing

This part can usually be completed within one workshop day

Objectives:

- ▶ To discuss (1) the international landscape for NAP financing; (2) the key principles of Gender-Responsive Budgeting and (3) the key principles and tools for NAP costing
- ▶ To understand the national financing and budgeting processes and cycle
- ▶ To identify and discuss best practices and lessons learned related to costing and budgeting policies in the country
- ▶ To familiarize the workshop participants with the NAP costing template

Methodology:

A combination of presentations, group work, and plenary discussions. While this part is heavier on presentations, as a number of concepts need to be introduced to the participants, all sessions should be interactive. This can be achieved through break-out groups, “dyad” discussions (asking participants to turn to their neighbour to discuss a concept introduced by the presenter), as well as interactive presentations, whereby the facilitators or resource persons will ask the participants to share their experiences, knowledge and insights.

Materials needed:

Projector

Presentation on NAP financing landscape; NAP costing principles/tools

Presentation on Gender-Responsive Budgeting

Presentation of the government’s budgeting policies, cycle and process

NAP costing template

Handout: Gender-Responsive Budgeting principles

Handout: Best practices and lessons learned on costing and budgeting other action plans and policies

Pens , Markers, Flipcharts, Laptops

PART 1 – Session breakdown

Session	Methodology	Outputs/Outcomes	Facilitators/ Resource Persons	Materials	Remarks
Opening Remarks			High-level representative of the body/department/ Ministry responsible for the NAP		
Overview of NAP Financing (1 hour)	<p>The presenter will use a presentation divided into three major parts: Financing Landscape for NAPs, Financing: Prospects and Challenges, and Recommendations and Conclusions.</p> <p>After the findings and recommendations of the Cordaid/GNWP study are presented, the participants will be asked to have dyad conversations - speak with the person next to them and have a three-minute exchange of views about NAP Financing.</p> <p>The presentation will be followed by a Question and Answer (Q & A) session, which will provide the participants opportunities to clarify concepts, ideas, data & information regarding the topic.</p> <p>The facilitator will also encourage the participants to share information and their own insights.</p>	<p>Participants have an overview of NAP Financing prospects and challenges in light of the current financing landscape.</p> <p>Participants are familiar with the recommendations and conclusions based on the Cordaid/GNWP research and the Global Study on UNSCR 1325.</p> <p>Participants have the knowledge and understanding necessary to ensure dedicated financing for NAP implementation.</p>	Facilitator (Expert with in-depth knowledge of the global NAP financing landscape as well as an understanding of the local NAP process.)	Presentation, projector, handouts based on the presentation	<p>The presentation should be tailored to the level of knowledge/ information that the participants already possess.</p> <p>A pre-workshop questionnaire can be used to identify the key knowledge gaps and learning objectives/ needs.</p>

Session	Methodology	Outputs/Outcomes	Facilitators/ Resource Persons	Materials	Remarks
National budgeting cycle & process (1.5 hours)	<p>The resource person will introduce the government budgeting cycle, its different steps and stakeholders involved.</p> <p>They will present an example of a policy that has been funded by the government and the costing and budgeting process it entailed.</p> <p>This will be followed by discussions in small (3 to 4 persons) groups, wherein participants will raise questions and give comments on the government's budgeting policies, cycle & process, in particular concerning their gender-responsive nature.</p> <p>During the plenary, the resource person will work with the participants to consolidate the lessons learned and best practices to consider in costing the NAP.</p> <p>The resource person will note the best practices on the flipchart, which will be visible for the participants throughout the rest of the workshops, as a point of reference.</p>	<p>Participants have identified strengths and weaknesses of a former costing and budgeting process and defined key lessons learned.</p> <p>A list of lessons learned or best practices to be used in the costing and budgeting of the NAP is formulated.</p>	National budgeting expert	Presentation, projector, handouts (if needed for group work), flipcharts or papers for group work	<p>The "interactive" presentation means that the facilitator will provide a short introduction, and then open the discussion, and allow participants to share their views in "guided/participatory lecture"</p> <p>Guiding questions for the resource person:</p> <p>How is a specific policy budgeted for?</p> <p>How is the budget prepared?</p> <p>Who prepares the budget?</p> <p>How is the budget approved?</p> <p>Who approves the budget?</p> <p>What is a "good" budget?</p>

Session	Methodology	Outputs/Outcomes	Facilitators/ Resource Persons	Materials	Remarks
Gender-Responsive Budgeting (GRB) presentation (1 hour)	<p>The presentation on GRB should cover:</p> <p>General introduction of GRB and key related concepts</p> <p>International and national GRB instruments</p> <p>GRB tools</p> <p>The presentation should be interactive and participants should be asked to give their inputs/ insights and share their experiences at various stages of the presentation as relevant. This will also help identify participants who have knowledge/ experience of GRB.</p> <p>The presentation should be followed by a Q&A session.</p>	Participants have general knowledge of Gender-Responsive Budgeting and are aware of the main steps to introduce Gender-Responsive Budgeting (GRB) in the costing and budgeting of the NAP.	GRB expert	Presentation, projector, handouts for participants	

Session	Methodology	Outputs/Outcomes	Facilitators/ Resource Persons	Materials	Remarks
GRB exercise (1.5 hours)	<p>Following the GRB presentation, the resource person should split participants into groups of 3 to 4 persons, making sure that each group includes at least one person with knowledge of GRB. The groups should be given a task that will help them test/put to practice the skill gained through the presentation.</p> <p>For example, the resource person can ask the participants to discuss and explain the key concepts and principles of GRB, using some guiding questions. Alternatively, the participants can be asked to analyze budgets of different national departments and determine whether they are gender-responsive and (if not) how could they be made so. Each group should appoint a rapporteur who will present the summary of their group's discussion.</p> <p>Finally, the resource person should bring the participants back to the plenary and discuss the results of their group work.</p>	Participants have consolidated their knowledge of GRB and are more confident implementing it in practice.	GRB expert	List of guiding questions/ instructions and handout for group exercise, flipcharts and markers for group work	<p>Examples of guiding questions to be used for the group exercise:</p> <p>What is GRB?</p> <p>Why is GRB important?</p> <p>What is the difference between GRB and a budget that is not gender-responsive?</p> <p>What difference will it make in implementation if a budget is gender-responsive?</p>

Session	Methodology	Outputs/Outcomes	Facilitators/ Resource Persons	Materials	Remarks
<p>Conclusion and debriefing (30 minutes)</p>	<p>Short intervention to thank the participants and prepare them for the second part of the workshop</p> <p>The facilitator may decide to give the participants "homework" which will better prepare them for the costing exercise.</p> <p>For the "homework", print-outs of the costing template should be distributed and participants should be asked to think about what costs would be needed to implement a specific activity from the NAP template (different activities can be assigned to different participants).</p>		<p>Facilitator (Expert with in-depth knowledge of the global NAP financing landscape as well as an understanding of the local NAP process)</p>	<p>Homework handouts (if needed)</p>	

PART 2 – NAP Costing and Resource Mobilization (Fundraising) Plan

This part can be distributed over two workshop days.

Objectives:

- ▶ To cost all activities in the country's NAP framework
- ▶ To identify the "next steps" in the costing and budgeting for the NAP
- ▶ To validate the NAP Costing and Budgeting Team
- ▶ If time allows: To formulate a resource mobilization (fundraising) plan

Methodology

Following the first part of the workshop, in which main concepts and principles of NAP costing and GRB are discussed, the second part focuses on actual costing of the NAP. Participants will work in small groups to project and calculate the cost of each activity and desired outputs on the NAP log frame using the costing and budgeting template.

Plenary and group discussions will also be held to agree on the "next steps" for NAP costing and budgeting and develop a resource mobilization plan.

Materials:

- ▶ NAP costing template
- ▶ Flipchart (and possibly a slide) with costing best practices, as identified during Part 1
- ▶ Flipcharts for group work
- ▶ Markers
- ▶ Post-its
- ▶ Projector
- ▶ Laptops (at least one per 3 participants)

PART 2 – Sessions breakdown

Session	Methodology	Outputs/Outcomes	Facilitators/ Resource Persons	Materials	Remarks
<p>Recap of the previous day's discussions (30-45 minutes)</p>	<p>Led by pre-assigned rapporteurs or "eyes and ears," the participants will summarize the highlights of the previous day's discussions.</p> <p>The "rapporteurs" may write down the main highlights on a flipchart or a whiteboard that will be visible throughout the second part of the workshop</p> <p>Following the recap, the facilitator should also seek feedback on the homework distributed on the previous day.</p>	<p>The participants are able to recall and reflect on the highlights of the previous day's discussions.</p>	<p>Pre-assigned rapporteurs or "eyes and ears."</p> <p>Facilitator (Expert with in-depth knowledge of the global NAP financing landscape as well as an understanding of the local NAP process)</p>	<p>Whiteboard, projector, laptop, flipcharts, markers</p>	

Session	Methodology	Outputs/Outcomes	Facilitators/ Resource Persons	Materials	Remarks
<p>Introducing the costing exercise (30-45 minutes)</p>	<p>The resource person will present the costing template to the group and explain how to use it.</p> <p>The resource person will introduce the key tasks for the group work, that is:</p> <ol style="list-style-type: none"> 1. To identify or review SMART activities related to each of the NAPs Outcomes/Outputs/ Expected Results; 2. To identify and estimate costs related to these activities. <p>If appropriate, and if the time allows, the resource person may illustrate the exercise by identifying one activity and related cost for one of the Outcomes/ Outcomes/Expected Results together with all participants.</p> <p>The resource person should then divide participants into groups of maximum 3 to 4 persons.</p>	<p>The participants understand the costing exercise and are able to effectively use the costing and budgeting template to complete it.</p> <p>The groups for the costing exercise are formed.</p>	<p>One of the resource persons or a member of the NAP committee</p>	<p>Costing template (to be projected), laptop, projector</p>	<p>Several methods can be used to identify the groups for the costing exercise:</p> <p>Self-selection (allowing the participants to form the groups themselves)</p> <p>Pre-selected groups (groups identified on the previous day, based on the knowledge of different expertise of participants)</p> <p>Random selection (participants can be asked to count to four – going around the table – and to form groups with others who have the same number)</p> <p>Nonetheless, a good level of budgeting expertise should be ensured in each group.</p>

Session	Methodology	Outputs/Outcomes	Facilitators/ Resource Persons	Materials	Remarks
Costing exercise (5-6 hours) Coffee/tea breaks should be integrated into the exercise	Group work: The participants should be divided into a number of groups based on the NAP pillars/priorities. Each group should be given a laptop with the costing and budgeting template pre-loaded. The groups should work using the costing and budgeting templates to break down the Activities identified in the NAP into Specific Actions (Steps) and identify Related Costs.	Country's NAP is fully costed (each group costs one pillar/outcome/objective)	All participants	Laptops with costing and budgeting template pre-loaded	Throughout the exercise, the resource persons and the facilitators will circulate among the groups to support them in this activity, answer questions, and monitor progress. Facilitator will also remind the participants to bear in mind the best practices written down on a flipchart on the previous day.
Debriefing after the costing exercise	Led by rapporteurs selected by each group, who will present the results of the costing exercise.	The participants have a full picture of the actions and costs necessary to implement all the pillars of the NAP. Costing done in small groups is presented and validated. All challenges related to costing are discussed and potential problems resolved.	Rapporteurs selected by each group	Projector	If Part 2 of the workshop is split into 2 days, this can be done at the beginning of Day 2, as a way of introduction
Formation/validation of the NAP Costing and Budgeting Team (30 minutes)	Discussion and vote in the plenary for the Costing and Budgeting Team.	NAP Costing and Budgeting Team formed or a vote of confidence to the pre-selected members of the NAP Costing and Budgeting Team	Facilitator or high-level member of the NAP committee or the Ministry responsible for the NAP		The Costing and Budgeting Team can be preselected to facilitate its validation during the workshop

Session	Methodology	Outputs/Outcomes	Facilitators/ Resource Persons	Materials	Remarks
Developing a road map for NAP costing (1 hour)	A plenary discussion, led by high-level stakeholders responsible for NAP development is held to: Agree on key next steps for NAP implementation; Discuss potential sources of funding for the NAP; Where relevant, define the timeline for applying/ lobbying for funds (e.g. budget cycle with regards to governmental funding).	A road map for NAP budgeting and financing is developed (next steps, funding sources, etc.)	High-level member of the NAP committee or the Ministry/ Department responsible for the NAP OR The NAP Costing and Budgeting Team		This is a key part of the workshop, where budgetary commitments can be made and concrete next steps planned

NAP Costing and Budgeting Workshop Evaluation Form

Workshop objectives:

To enhance the capacities of government ministries, women's groups and civil society organizations, UN entities and other stakeholders in costing and budgeting for the NAP on UNSCR 1325 & 1820;
To ensure dedicated and predictable funding for the implementation of the NAP on UNSCR 1325 & 1820.

Questions:

Were the workshop objectives met? Please explain.

Was the content of the workshop relevant to your ministry or organization's role in the NAP?
Please explain.

What was the most interesting topic for you? Why?

What was the least interesting topic for you? Why?

What is one thing you will do differently after participating in the workshop?

How can we improve future NAP Costing and Budgeting Workshops?

Participant's name and organization/institution:

National Action Plan Costing and Budgeting Pre-Workshop Questionnaire

Name: Email:

Organization/Affiliation Position:

Date:

Do you have experiences in costing and budgeting for specific projects or developments?

Yes No

If yes, is this a: - Government project
- Non-government/private sector project

Please explain the project briefly:

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.....
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.....

Do you have experiences in Gender-Responsive Budgeting?

Yes No

If yes, please explain briefly:

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.....

Have you participated in national action planning on the UN Security Council Resolution 1325 before this workshop?

Yes No

If yes, please explain briefly your participation in the national action planning (list the workshops and meetings you participated in):

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.....

What do you hope to achieve in the NAP Costing and Budgeting Workshop? Please be specific.

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.....

Thank you for your response.

ToR of the Gender-responsive Budgeting (GRB) expert for the NAP 1325 Costing and Budgeting Process

Basic qualifications:

- ▶ Actual experience in Gender-responsive budgeting in government for at least two budget cycles – Two budget cycles is important because government budgeting is carried out at least one year in advance (i.e, the budget for 2015 is deliberated, finalized and approved in 2014. Thus, one needs to be involved for at least two cycles to see how the budget he/she worked on is implemented.)
- ▶ Knowledge of performance - based budgeting (PBB) is a plus. (Note: GRB is a form of PBB or is guided by the principles of PBB. In most cases, a GRB expert is also knowledgeable about PBB.)
- ▶ Above average knowledge of the ins and outs of the government budgeting and financing process.

Administrative location:

- ▶ Ideally, the GRB expert is employed by any of the following ministries: Ministry of Finance, or (affiliated) to Prime Minister's Office. It is important to note that even if the position is housed in and reports to one specific ministry, s/he will coordinate with all of them to ensure that gender-responsive budgeting principles are fully integrated in the NAP. (Note: The GRB expert can also be an independent consultant if there is no one from the government.)
- ▶ The GRB expert is a member of the 'NAP Costing and Budgeting Team' and as such, s/he actively participates in all major meetings, workshops and discussions on the NAP.

Coordination and outreach:

- ▶ If the budget of the NAP consists of contributions from different ministries, the GRB expert should be available to advise all the other ministries or government entities that are making such contributions how they can fully integrate GRB principles.
- ▶ The GRB expert should reach out and coordinate with civil society organizations, particularly women's groups to ensure that the NAP budget fully integrates the contributions of civil society in the implementation of the NAP.

Role during the NAP Costing and Budgeting workshop

- ▶ The GRB expert will serve as one of the resource persons during the NAP Costing and Budgeting workshop. She will be the presenter on the session on GRB but will be available throughout the workshop to respond to questions and provide advice as the participants are doing actual costing and budgeting.

Role after the NAP Costing and Budgeting workshop

- ▶ The GRB expert and the government financing expert will give the final draft of the NAP budget one final review prior to presentation to the approving authorities. This will ensure that GRB principles are fully integrated in all components of the NAP budget; and that the NAP budget meets all government requirements. This will facilitate the approval of the budget.

ToR of the Government Financing expert for the NAP 1325 Costing and Budgeting Process

Basic qualifications:

- ▶ Currently working as a senior manager or director at the Ministry of Finance¹
- ▶ At least 3 consecutive years of working with the Ministry of Finance or in a government ministry where her/his principal responsibility is to oversee the budget preparation
- ▶ Knowledge of gender-responsive budgeting and performance-based budgeting is a plus
- ▶ Very knowledgeable of the ins and outs of the government budgeting and financing process.

Coordination and outreach:

- ▶ If the budget of the NAP consists of contributions from different ministries, the financing expert should be able to advise all the other ministries or government entities that are members of the NAP Implementation Committee on how to make such contributions.
- ▶ The financing expert should coordinate with civil society organizations, particularly women's groups to ensure that the NAP budget fully integrates the contributions of civil society in the implementation of the NAP.

Role during the Costing and Budgeting workshop:

- ▶ The financing expert will serve as one of the resource persons during the costing and budgeting workshop. S/he will be the presenter on the government budgeting and financial systems including the government's budget cycle, financing rules and regulations, and processes. S/he will respond to questions and comments from the participants.
- ▶ S/he will be available throughout the workshop to respond to questions and provide advice as the participants are doing actual costing and budgeting.

Role after the Costing and Budgeting workshop:

- ▶ The financing expert will give the final draft of the NAP budget a final review prior to presentation to the approving authorities. This will ensure that the NAP budget meets all government requirements which will facilitate its approval.

¹ It is recommended that the government financing expert be at least a senior manager or director in order for him to support the advocacy for a dedicated budget for the NAP. The government financing expert will be invited in the costing and budgeting committee for the NAP.

Bibliography

1. *Women Count* was carried out in Afghanistan, Armenia, Azerbaijan, Burundi, Canada, Colombia, the Democratic Republic of Congo (DRC), Fiji, India, Iraq, Kenya, Liberia, Libya, Nepal, the Netherlands, the Philippines, Rwanda, Serbia, Sierra Leone, South Sudan, Spain, Sri Lanka, Sweden and Uganda.
2. GNWP co-facilitated the 2015 NAP Costing and Budgeting workshop in Georgia and developed the first training module in partnership with Cordaid.
3. GNWP and Cordaid. (2014). "Financing for the implementation of National Action Plans on UN Security Council Resolution 1325: Critical for advancing women's human rights, peace and security." https://www.cordaid.org/media/medialibrary/2014/10/FinancingUNSCR1325_2014_27oct.pdf
4. S/2010/498. "Women and Peace and Security: Report of the Secretary-General" 28 September 2010. Para 14. pp 4. http://www.un.org/ga/search/view_doc.asp?symbol=S/2010/498
5. CEDAW/C/CG/30. "Convention on the Elimination of Discrimination Against Women: General recommendation No. 30 on women in conflict prevention, conflict and post-conflict situations." 18 October 2013. Para 28 (a) pp 7. <http://www.ohchr.org/Documents/HRBodies/CEDAW/GComments/CEDAW.C.CG.30.pdf>
6. GNWP and Cordaid. (2014). "Financing for the implementation of National Action Plans on UN Security Council Resolution 1325: Critical for advancing women's human rights, peace and security."
7. Stotsky, M. J. G., Kolovich, M. L., & Kebhaj, S. (2016). "Sub-Saharan Africa: A Survey of gender budgeting efforts." International Monetary Fund.

About the Authors

Mavic Cabrera -Balleza

Ma. Victoria “Mavic” Cabrera-Balleza is the Founder, CEO and International Coordinator of the Global Network of Women Peacebuilders (GNWP). Mavic initiated the Philippine national action planning process on the UN Security Council Resolution (UNSCR) 1325 on Women and Peace and Security (WPS). She also served as international consultant to the first National Action Plan of Nepal.

Mavic has provided technical support in 1325 national action planning in different countries including Guatemala, Japan and South Sudan; and facilitated costing and budgeting workshops of 1325 national action plans in Georgia, Jordan and Nepal. She pioneered the Localization of UNSCR 1325 and 1820 program that is regarded as a best practice example and is now implemented in 15 countries. She has also led workshops on the integration of the WPS resolutions in the training of national police and armed forces to promote gender equality perspectives and respect for international human rights and humanitarian laws in the security sector. Mavic has authored various publications on the implementation of the WPS resolutions.

She leads the civil society advocacy on the use of CEDAW as a complementary accountability mechanism to the WPS resolutions. In 2014, Mavic initiated the establishment of the Girl Ambassadors for Peace, a network of young women and girls in Bangladesh, the Democratic Republic of Congo, Indonesia and South Sudan who are leading peacebuilding efforts in local communities.

Mavic has facilitated workshops and discussions on the WPS resolutions in many countries including Afghanistan, Burundi, Colombia, Democratic Republic of Congo, Guatemala, Japan, Liberia, Nepal, Philippines, Serbia, Sierra Leone, South Sudan and Uganda. Her masteral thesis on communication strategies on UNSCR 1325 was awarded best thesis at the University of the Philippines.

Mavic is a member of the Global Funding Board of the Women’s Peace and Humanitarian Fund, a funding mechanism that supports peacebuilding work of grassroots women’s organizations in different parts of the world.

Agnieszka Fal Dutra Santos

Agnieszka Fal Dutra Santos has collaborated with the GNWP on multiple projects since 2014 and is an ardent believer in GNWP’s mission. She co-edited the 2014 edition of “Women Count: Civil Society Monitoring Report on Security Council Resolution 1325”; co-authored GNWP’s submission to the Global Study on UNSCR 1325; and co-facilitated the costing and budgeting workshop in Jordan.

Agnieszka has worked on issues of WPS and conflict-related sexual violence with a number of organizations, including the International Committee of the *Red Cross* and UN Women, with whom she supported the national consultations and planning on UNSCR 1325 in Jordan. She holds a BA from the University of Oxford and a dual Master’s degree from SciencesPo Paris and the London School of Economics. Having worked in Nigeria and Jordan, as well as New York, Geneva and Brussels, she strives to ensure that global policy developments are firmly rooted in the reality in the field, and drive positive change.

"This indispensable resource that will help secure funding for implementation is easy to use for all governments and civil society groups working on a National Action Plan for UNSCR 1325. Great job, GNWPI!"

Ms. Cora Weiss

One of the drafters of the UNSCR 1325; UN Representative, International Peace Bureau

National Action Plan for UNSCR 1325 is the essential engine that drives a country in its implementation process. Without a NAP, no worthwhile implementation of the wide-ranging UN Charter mandated obligations of this Security Council resolution is possible. However, in order to be implemented effectively, a NAP should have a dedicated budget. This Manual is an outstanding tool that will help governments, civil society and other stakeholders to cost the NAP and identify the resources needed. In turn, this will advance women's equality of participation at all decision-making levels, as envisaged in 1325, in a substantive way.

Ambassador Anwarul K. Chowdhury

*Initiator of the UNSCR 1325 as the President of the Security Council in March 2000;
former UN Under-Secretary-General*

This Manual on Costing and Budgeting National Action Plans on Security Council Resolution 1325 is a critical resource for governments, civil society and other actors involved in developing NAPs. No NAPs should be adopted without undergoing thorough costing and budgeting. For a NAP with no budget is like a car without fuel!

Mr. Gajendra Kumar Thakur

The Secretary of Nepal's Ministry of Peace and Reconstruction



**Global Network of
Women Peacebuilders**

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