



**Women's Peace &
Humanitarian Fund** 

A United Nations & Civil Society Partnership

Women's Peace and Humanitarian Fund TERMS OF REFERENCE



Bangui National Forum, Central African Republic. UN Photo/Catianne Tijerina

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OVERVIEW OF THE MAIN PURPOSE AND ADDED VALUE OF THE WOMEN'S PEACE AND HUMANITARIAN FUND (WPHF)

The Women's Peace and Humanitarian Fund (WPHF) is a pooled financing mechanism that brings three unique benefits to enhance women's engagement in peace, security and humanitarian action. The WPHF:

- Breaks silos between humanitarian, peace, security and development finance by investing in enhancing women's engagement, leadership and empowerment across all phases of the crisis, peace, security, and development contiguum.
- Addresses structural funding gaps for women's participation in key phases of the crisis, peace and security, and development contiguum by improving the timeliness, predictability and flexibility of international assistance.
- Improves policy coherence and coordination by complementing existing financing instruments and promoting synergies across all actors: multi-lateral and bilateral entities, national governments' women's machineries; and local civil society organizations

The establishment of the WPHF is recommended by the Global Study on the Implementation of Security Council Resolution 1325 (2000) and welcomed by the UN Secretary-General in his 2015 Report to the Security Council on Women and Peace and Security. The WPHF is also recognized in UN Security Council Resolution 2242 (2015) as one avenue to attract resources, coordinate responses and accelerate implementation, in addition to existing complementary mechanisms.

I) Introduction: Background, Challenges and Opportunities

Since 2000 and the adoption of Security Council resolution 1325, remarkable normative progress has been made at the global, regional and national levels to further advance and operationalize the women, peace and security (WPS) agenda.¹ There is also increasing recognition that placing women's agency at the center of the transition from crisis to sustainable development offers enormous potential for leveraging transformative change.² The Secretary-General's 2015 Report to the Security Council on Women and Peace and Security confirms that the capacity of countries to prevent violence, negotiate peace, boost economic recovery and protect populations hinges on women's participation. Women's meaningful participation in peace and security increases by 50 per cent the likelihood that peace will be sustained.³ Women can play a critical role in conflict prevention by creating early warning networks (including for violent extremism and radicalization) and bridging divides across communities. Research shows that women can greatly facilitate mediation efforts and peace negotiations by opening new avenues for dialogue between different factions. Furthermore, women's active participation in economic re-vitalization makes peacebuilding and recovery efforts more sustainable, as women are more likely to invest their income in family and community welfare.⁴ Similarly, recent evaluations and mounting good practices demonstrate that security and justice sector reforms are more likely to respond to the diverse needs of

¹ See: S/RES/1325 (2000), S/RES/1820 (2008), S/RES/1888 (2009), S/RES/1889 (2009), S/RES/1960 (2010), S/RES/2106 (2013), and S/RES/2122 (2013).

² UN Women, *In Pursuit of Justice: Progress of the World's Women* (2011-2012)

³ Advisory Group of Experts on UN Peacebuilding Architecture Review (2015).

⁴ Justino, Patricia. "Women Working for Recovery: The Impact of Female Employment on Family and Community Welfare after Conflict." *UN Women Sourcebook on Women, Peace and Security*. New York. October 2012.

a post-conflict society and address effectively grievances if security and justice institutions are representative of the societies that they serve.⁵

Yet, despite the benefits that investing in women can bring, the contribution of women to prevention, humanitarian response and peace consolidation continues to be undervalued, under-utilized and under-resourced. Security Council resolutions 2122 (2013) and 2242 (2015) recognize the significant deficits that exist in implementation of the women, peace and security agenda, including in protection from human rights abuses and violations; opportunities for women to exercise leadership; the capacities and commitment of all actors involved in the implementation of resolution 1325 (2000) and subsequent resolutions; and resources allocated to WPS priorities. A growing body of research has demonstrated the striking gap between policy commitments for gender equality and the empowerment of women, and financial resources allocated to achieve them. It has also illustrated the need to directly align commitments on women, peace and security with planning, budgeting, monitoring and evaluation systems. In his 2014 Report to the Security Council on women and peace and security, the Secretary-General noted that financing for WPS remains inadequate. The Secretary-General called on Member States to ensure that national and regional action plans in this area are well financed and that dedicated budget lines are included in all peace, security and peacebuilding initiatives.⁶ Operational paragraph 7(b) of Security Council resolution 2122 (2013) also called on Member States to develop dedicated financing mechanisms to support the agenda.⁷ This was echoed again in the Secretary-General's 2021 Report, where he again reiterated need to increase the share of bilateral aid in support of gender equality and the implementation of the women and peace and security agenda, as well as highlighting the importance of need for donors to set a minimum target of funding towards gender equality.⁸ However, data from the Development Assistance Committee of the Organization for Economic Cooperation and Development (OECD-DAC) continues to confirm that financial resources fall far short of political commitments. While aid to gender equality in fragile states and economies is on an upward trajectory, the amounts remain insufficient to implement the commitments that governments have made, and only a small proportion of aid to fragile states and economies addresses women's specific needs. The percentage of bilateral aid dedicated to gender equality as a principal objective of that aid rose to 5.6 per cent (\$2.7 billion) in 2019, showing little change over time. Despite new funding commitments, the share of bilateral aid supporting feminist, women-led and women's rights organizations and movements in fragile or conflict-affected countries remains strikingly low: only 0.4 per cent (\$179 million). Only \$18 million was received by local women's rights organizations based in fragile or conflict-affected countries, and groups working to reduce intersecting forms of marginalization receive even lower funding. Furthermore, national machineries for gender equality also remain strikingly underfunded.⁹

Similarly, humanitarian finance is coming under increasing pressure. The UN OCHA Global Humanitarian Overview published in December 2021 estimated a total of 274 million people will require humanitarian assistance and protection across 63 countries in 2022, rising 39 million compared with the previous year.¹⁰ An increase in the number of armed conflicts, coupled alongside growing food insecurity and the global climate crisis are, among the factors contributing to this figure becoming the highest in decades. Furthermore, in protracted crisis, COVID-19 has acted as an additional burden, deepening and expanding vulnerability and compounding pre-existing needs amongst communities experiencing humanitarian crisis. Women have yet again been excluded from COVID-19 responses and decision-making processes, despite their essential contributions on the frontlines, with funding for their organizations being further de-prioritized. Indeed, evidence suggests that less than 0.1% of COVID-19 funding

⁵ UN Integrated Technical Guidance Note on Gender-Responsive SSR. November 2012

⁶ Report of the Secretary-General on women and peace and security, S/2014/693, para 78

⁷ S/RES/2122 (2012)

⁸ Report of the Secretary-General on women and peace and security, S/2021/827, In para 92

⁹ Report of the Secretary-General on women and peace and security, S/2021/827, In para 91

¹⁰ Global Humanitarian Overview 2022: <https://gho.unocha.org/>

tracked is being channeled to local civil society, far below the global commitment by Grand Bargain signatories to ensure that at least 25 percent of humanitarian funding reaches national and local actors as directly as possible.¹¹ The life-saving nature of humanitarian assistance and the increasing urgency of the response means that insufficient time and emphasis is placed on conducting gender assessments and analyses. Where gender assessments do take place, there is a lack of engagement of women's groups due to capacity, cultural, security and/or political barriers. However, gender blind delivery of assistance is seldom gender neutral, and the specific structural barriers faced by women result in gender discrimination. Consultations in the margins of the World Humanitarian Summit have confirmed that local women's organizations are rarely leveraged or financially supported by national and international humanitarian actors in service delivery or camp management. Most funding for humanitarian response is channeled through UN agencies or large international NGOs with a track record of operating in humanitarian crisis. Even where financing instruments have been designed to fund national and local NGOs, the short time frame for delivery of humanitarian action makes it impossible for grassroots women's organizations to develop the capacity required to be considered as plausible implementing partners.

Finally, humanitarian, peace and security and development assistance continue to operate in silos. They each have different aims, follow different principles, operate over different spatial and temporal scales and are aligned with different budget lines and rules managed by different actors.¹² However, as the risks associated with violence and conflict become increasingly more complex, interconnected and co-variant, working in silos no longer makes sense.¹³

To address the financing gaps and create greater synergies between different sources of finance to meet the needs of women across the humanitarian-development divide, a Women, Peace and Security Financing Discussion Group (FDG)¹⁴ was established in June 2014. Composed of representatives from donors, conflict-affected Member States, United Nations entities and civil society, the FDG provided a unique multi-stakeholder space for elaborating strategies for dedicated and scaled-up financing in support of the women, peace and security agenda.

Recognizing the urgent need to prioritize action, the FDG proposed the Women's Peace and Humanitarian Fund (WPHF)¹⁵ - a pooled funding mechanism which aims to re-energize action and stimulate a significant shift in the financing of the women's participation, leadership and empowerment in humanitarian response, and peace and security settings.¹⁶ The Global Study recommends support to a dedicated funding mechanisms to further women's participation and support women's organizations in crisis contexts, including in particular the new WPHF. This

¹¹ OCHA Financial Tracking System - <https://reliefweb.int/report/world/charter-change-statement-revised-un-global-humanitarian-response-plan-covid19>

¹² Visioning the Future: Reporting the findings of the Future of Humanitarian Financing initiative and dialogue processes (2015).

¹³ OECD (2013) Risk and Resilience: From good ideas to good practice.

¹⁴ The inaugural meeting of the WPS Financing Discussion Group took place on 20 June 2014 in New York. Current members: Minister of Social Welfare, Gender and Children's Affairs and Director for Gender, Sierra Leone, Minister of Gender and General Director of Women's Promotion and Gender Equality, Burundi, MFA Finland, Permanent Missions to UN: Netherlands, Norway, Switzerland, United Kingdom, Canada, Germany, Japan, Australia, Cordaid, Global Network of Women Peacebuilders, Resolution to Act - Inclusive Security, Woman Kind Worldwide, Gender Action for Peace and Security (GAPS UK), Saathi, WE Act 1325, Fontain Isoko, PeaceWomen, Afghan Women's Network, Kvinna till Kvinna, Cadre Permanent de Concertation de la Femme Congolaise (CAFCO) Corporación de Investigación y Acción Social y Económica (CIASE), Women, Peace and Security Network – Canada, Japanese civil society coordinating group on the NAP, PBSO, UNDP, and UN Women.

¹⁵ At the time the Global Acceleration Instrument for Women, Peace and Security and Humanitarian Action

¹⁶ Cordaid and the Global Network of Women Peacebuilders have conducted research and advocated for dedicated funding for the implementation of UNSCR 1325 and the supporting resolutions on WPS since 2010. Together, they have worked with UN Women on the establishment of the WPS Financing Discussion Group and the GAI – now the WPHF. Please see also the 2014 Report of the UN Secretary-General on women and peace and security (S/2014/693).

recommendation is recognized in the Secretary-General's 2015 Report as well as reports thereafter, in addition to Security Council resolution 2242 (2015).¹⁷

The co-chairs summary of the World Humanitarian Summit global consultation that took place in Geneva in October 2015 also refers to "Making humanitarian action work for women and girls" by emphasizing: "Concerted action is necessary to close the gender gap and generate concrete steps that trigger accountability for the inclusion and leadership of women and girls in humanitarian action. Donors are urged to pledge increased funds to women's groups and end funding of programs that cannot demonstrate meeting the needs of women and girls".

The WPHF is a flexible and rapid financing mechanism that supports quality interventions to enhance the capacity to prevent conflict, respond to crises and emergencies, seize key peacebuilding opportunities, and encourage the sustainability and national ownership of investments. The totality of WPHF programmable funds is expected to be allocated to or in support of civil society organizations.

II) Purpose and Function of the WPHF

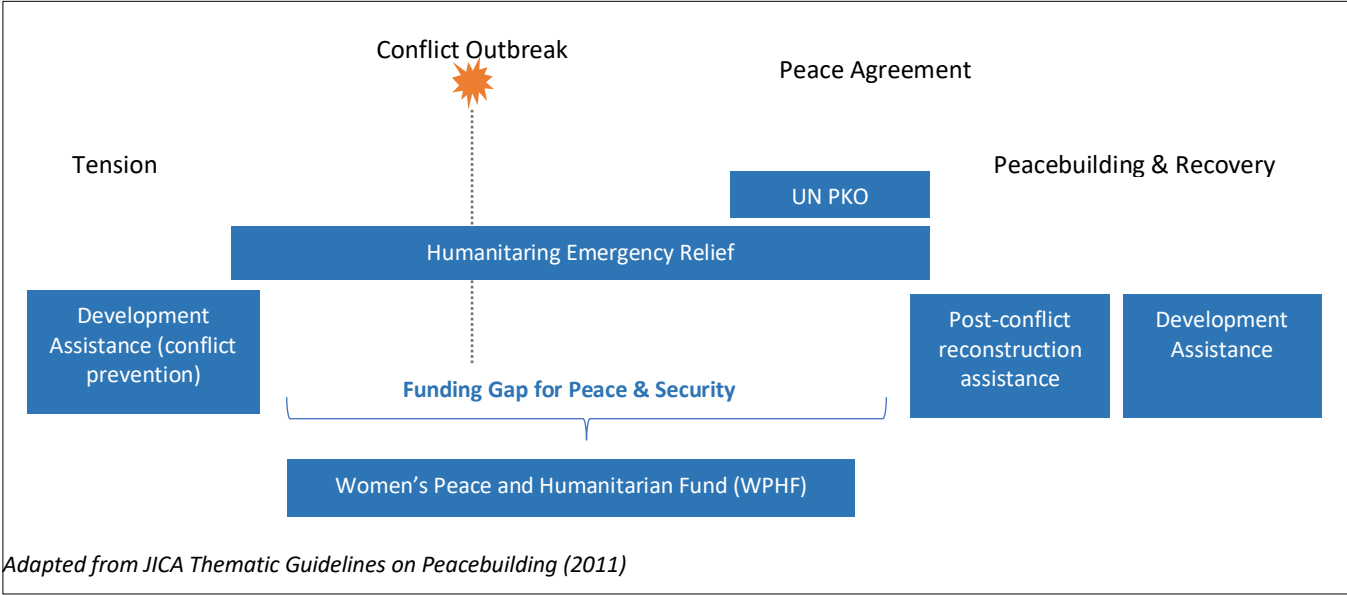
The WPHF has three main functions. First, it breaks silos between humanitarian, peace, security and development finance by investing in enhancing women's engagement, leadership and empowerment across all phases of the crisis, peace and security, and development contiguum.

Second, it addresses structural funding gaps for women's participation in key phases of the crisis, peace and security, and development contiguum by improving the timeliness, predictability and flexibility of international assistance. Notably, it will ensure a timely investment in prevention upon receipt of early warning signals from women associations and accelerate the release of development assistance after successful peace negotiations. WPHF is currently structured around the following funding windows - the Regular Funding Cycle and the Rapid Response Window on women's participation in peace processes and the implementation of peace agreements. In 2021, an additional funding window was designed to contribute to the protection and participation of Women Human Rights Defenders (WHRDs) from crisis and conflict settings, which will be launched in 2022. Through each of the forementioned funding windows mechanisms, WPHF aims to respond to the varying needs and priorities of women's rights organizations as well as WHRDs with flexible and quality funding. In addition to providing vital programmatic funding, WPHF provides core institutional funding aimed at ensuring the sustainability of women's rights organizations through conflict and crisis settings. In 2022, the WPHF Funding Board made the decision close the COVID-19 Emergency Response Window, with COVID-19 Response to be mainstreamed across WPHF Regular Funding Cycle Projects.

The figure below illustrates the critical role that the WPHF will play by supporting women's engagement in prevention, crisis response, and peacebuilding and recovery.

¹⁷ Paragraph 137.

Figure 1: Role that the WPHF will play in investing in women’s engagement across all phases of the contiguum from crisis to peacebuilding and recovery

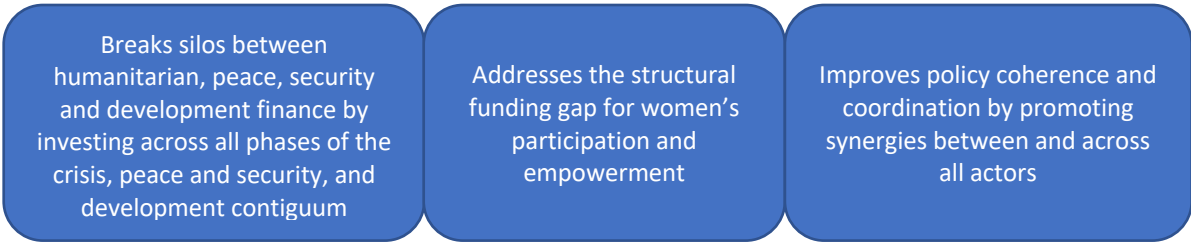


Third, recognizing that peace cannot be created nor sustained without investment in both the government and civil society organizations, the WPHF will improve coordination and policy coherence of the WPS agenda by creating synergies between all actors across the contiguum. It will invest in strengthening the national gender machineries and local organizations, particularly in grassroots women’s organizations, with the required financial and technical support.

It will complement and could co-finance strategic interventions with other financing instruments, such as supporting the implementation of National Action Plans on women, peace and security in coordination with the Peacebuilding Fund (PBF). In order to ensure complementarity, WPHF coordinates with the PBF at both the global and country level, utilizing where possible existing PBF joint steering committee for the selection of WPHF funded projects. This coordination will be facilitated by the representation of the Peacebuilding Support Office (PBSO) on the Funding Board of the WPHF (see Governance Arrangements below).

In humanitarian settings, the WPHF will complement existing humanitarian financing instruments by investing in local women’s organizations to ensure that women’s needs are incorporated into the humanitarian response. The Humanitarian Coordinator and the Humanitarian Country Team will ensure that there is no duplication with country driven initiatives.

Figure 2: Added value of the WPHF



III) WPHF's Programmatic Scope and Theory of Change

The WPHF is anchored in the shared theory of change articulated in *Tracking Implementation of Security Council Resolution 1325 (2000)*.¹⁸ The overall goal is to contribute to **peaceful and gender equal societies**. Achievement of this goal will require that women are empowered to participate in, contribute to, and benefit from conflict prevention, crisis response, peacebuilding, and recovery. Results in these areas constitute the outcomes of the theory of change (see below). The detailed theory of change underlying the Fund can be found in Figure 3.

- **Enabling environment for the implementation of WPS commitments:** This will require evidenced-based advocacy and technical support to ensure the adoption of quality, locally relevant accountability frameworks that meet emerging threats and challenges (including violent extremism), and that address attitudinal and cultural biases. Accountability frameworks, including National Action Plans on resolution 1325 must be financed and monitored to ensure implementation. This will require the empowerment of national gender machineries, civil society, and the UN system. This also includes institutional funding for women's rights and led organizations working on WPS-HA to sustain themselves through crisis and strengthen their organizational capacity to contribute to peace and gender equality.
- **Conflict prevention:** Women's meaningful participation in conflict prevention can only materialize if three conditions are in place. First, favourable attitudes of parties to the conflict and communities towards women's participation in conflict prevention must be promoted. Second, local women's organizations must have the capacity to identify and respond to threats by establishing networks, early-warning systems and mechanisms that offer opportunities for dialogue and peacefully engagement. Finally, women's conflict prevention mechanisms must be connected to national and international reporting and response systems.
- **Humanitarian and Crisis response:** Ensuring that the humanitarian/crisis response planning, frameworks and programming are informed by gender analysis and needs assessments, requires both the technical tools as well as direct support to local women's organizations to engage effectively in humanitarian planning and programming. It will also require that women's organizations are given a more meaningful role in service delivery, and actively participate and exercise leadership in camp coordination and management.
- **Conflict resolution:** Addressing attitudinal and cultural barriers to women's representation and participation in formal and informal peace negotiations is critical to increasing their role in these processes. Increasing the availability of gender expertise and capacity of mediators in the negotiations are also crucial. Finally, women's organizations will require support to strengthen their leadership capacity, negotiation skills, technical knowledge and abilities to influence and build consensus.
- **Protection of Women and Girls:** Ensuring that women and girls' safety, physical and mental health and security are assured and their human rights respected, requires measures that prevent acts of violence, facilitate access to services for survivors of violence, and strengthen accountability mechanisms. Prevention includes putting in place operational mechanisms and structures that strengthen the physical security and safety for women and girls. This covers both peacekeepers and national security forces. It also includes strengthening the capacity of the gender machineries and women's organizations to identify and report on sexual and gender-based violence, including in relation to violent extremism. Access to services includes access to comprehensive redress, including justice, appropriate health & psycho-social support services. Protection of women and girls will also require that international, national and non-state

¹⁸ UN Women (2012).

actors are responsive and held to account for any violations of the rights of women and girls in line with international standards.

- **Peacebuilding and recovery:** In order to ensure that women's and girls' specific needs are met in conflict and post-conflict situations, women must have the capacity and opportunity to meaningfully participate in recovery planning. They must also benefit from peacebuilding and recovery investments. Women's economic empowerment in both agricultural activities and entrepreneurship is particularly relevant in this regard. Finally, sustained peace will require post-conflict institutions and processes that are gender-responsive.

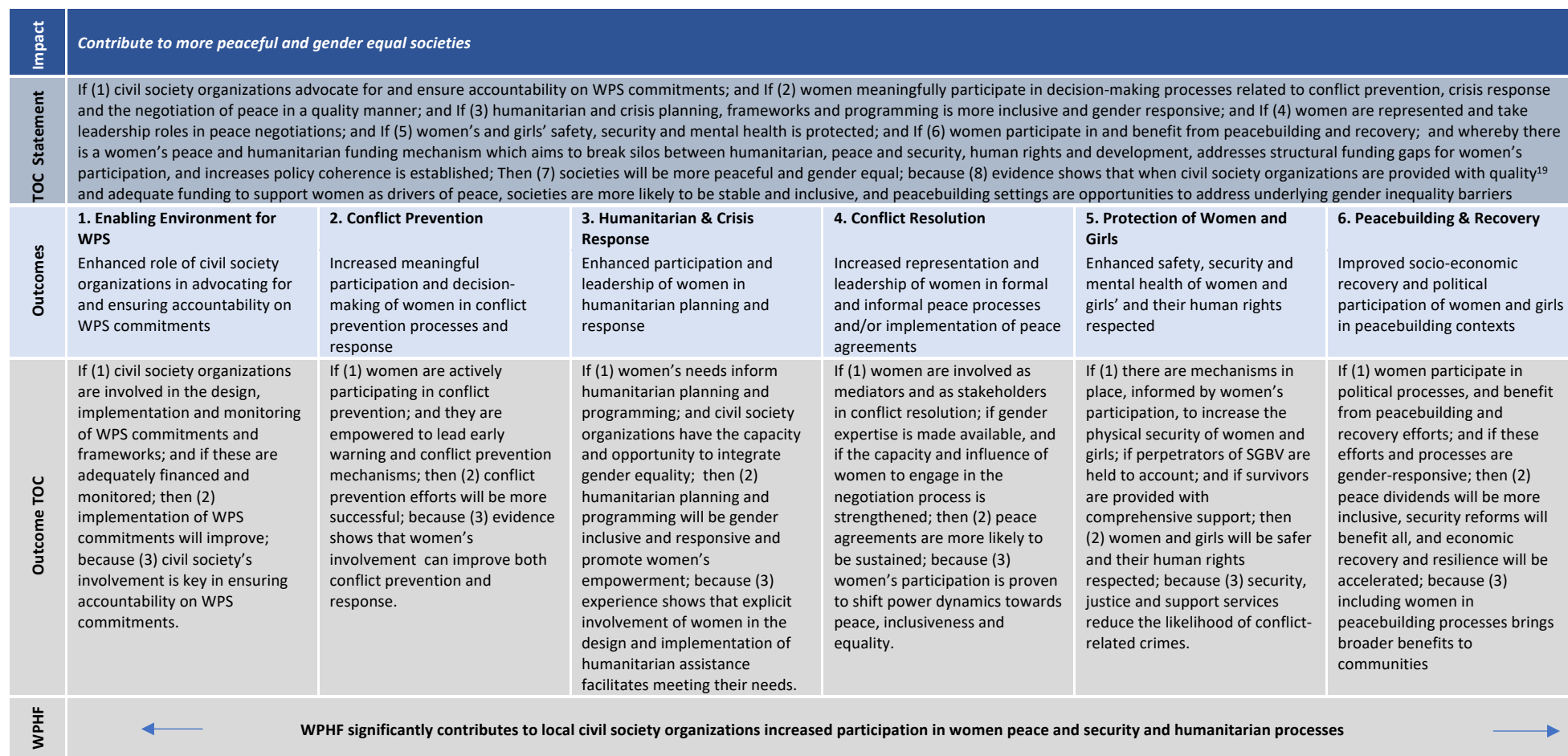
Based on this theory of change, and Funding Board decisions, the WPHF will develop a results frameworks, setting out its allocation priorities, including eligible countries for the year. Countries are expected to deliver on outcomes that are most relevant to their context. Priority countries will be defined yearly by the Funding Board depending on situations brought to the attention of the Security Council; priorities of Board members and; value added of the Fund. A mechanism will be in place to ensure that the WPHF can make allocations to emergencies and unforeseen needs (see Project Allocation).

Strategies

As key strategies of the WPHF, both knowledge management and capacity building will be prioritized across all areas of WPHF implementation. Country level capacity building proposals will be evaluated in terms of their knowledge management aspects and capacity building components. In addition, specific projects related to global knowledge management and capacity building will be sought to enhance the learning and capacity strengthening aspects.

- Capacity development is a crosscutting strategy that will be applied through all outcomes, outputs and activities that are supported by the WPHF. Capacity development will be targeted at both rights holders (women's groups and civil society organizations), and duty bearers (international and national policy-makers) to integrate women, peace and security commitments into all peace making and peacebuilding efforts. A key focus will be to increase the capacities of women's organizations for project development and management, which will help increase their absorption ability and capacity to monitor and report.
- Knowledge capture, sharing and learning will be utilized to replicate best practices across countries and regions. Recent evaluations have stressed that despite emerging good practice, insufficient knowledge capture and sharing has hindered progress on the agenda.

Figure 3: Theory of Change underlying the WPHF



¹⁹ Quality refers to flexible, rapid and inclusion of both institutional and programmatic funding for civil society organizations working in WPS.

IV) Governance

As the WPHF is a partnership between Member States, United Nations and civil society, representatives of all stakeholders will be included in its governance architecture. Mobilization of resources will also be a shared responsibility, as well as the accountability for results.

The management of the WPHF is carried out at three levels: (i) partnership coordination and Fund operations (Funding Board, Regional/National Steering Committees and Secretariat), (ii) Fund design and administration (MPTF Office), and the (iii) Fund implementation (Participating Organizations). In order to ensure flexibility and country ownership, the governance arrangements combine a global oversight mechanism with regional or country specific steering committees. A Secretariat ensures operational support for the WPHF at the global level. The WPHF is administered by the MPTF Office. Fund implementers are Participating UN Organizations (PUNOs) and Non-UN Organizations (NUNOs) who can also act as Management Entities for Civil Society Organizations.

A summary of the governance arrangements is shown in the figures below:

Figure 4.1 WPHF Regular Funding Cycle

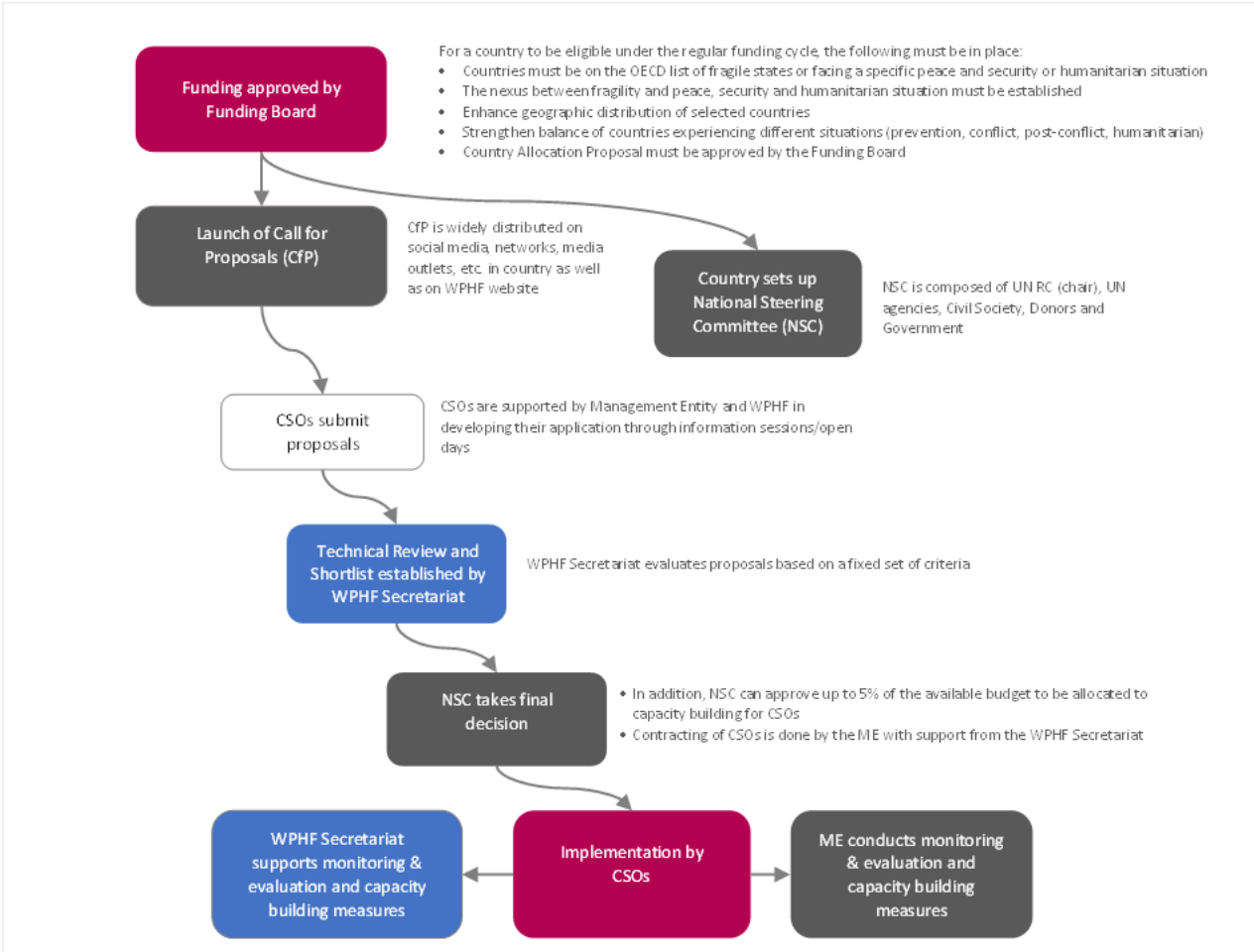


Figure 4.2 Rapid Response Window

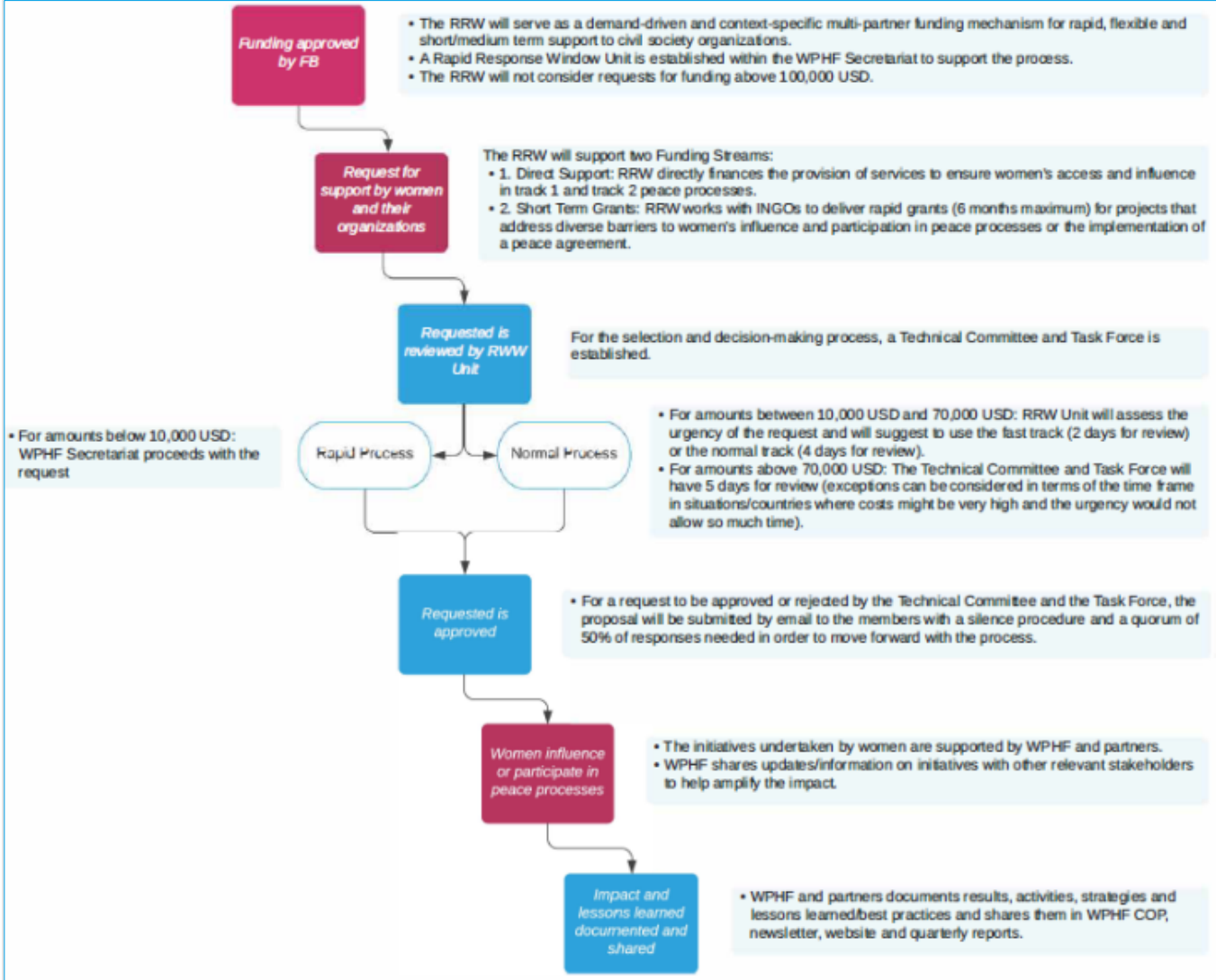
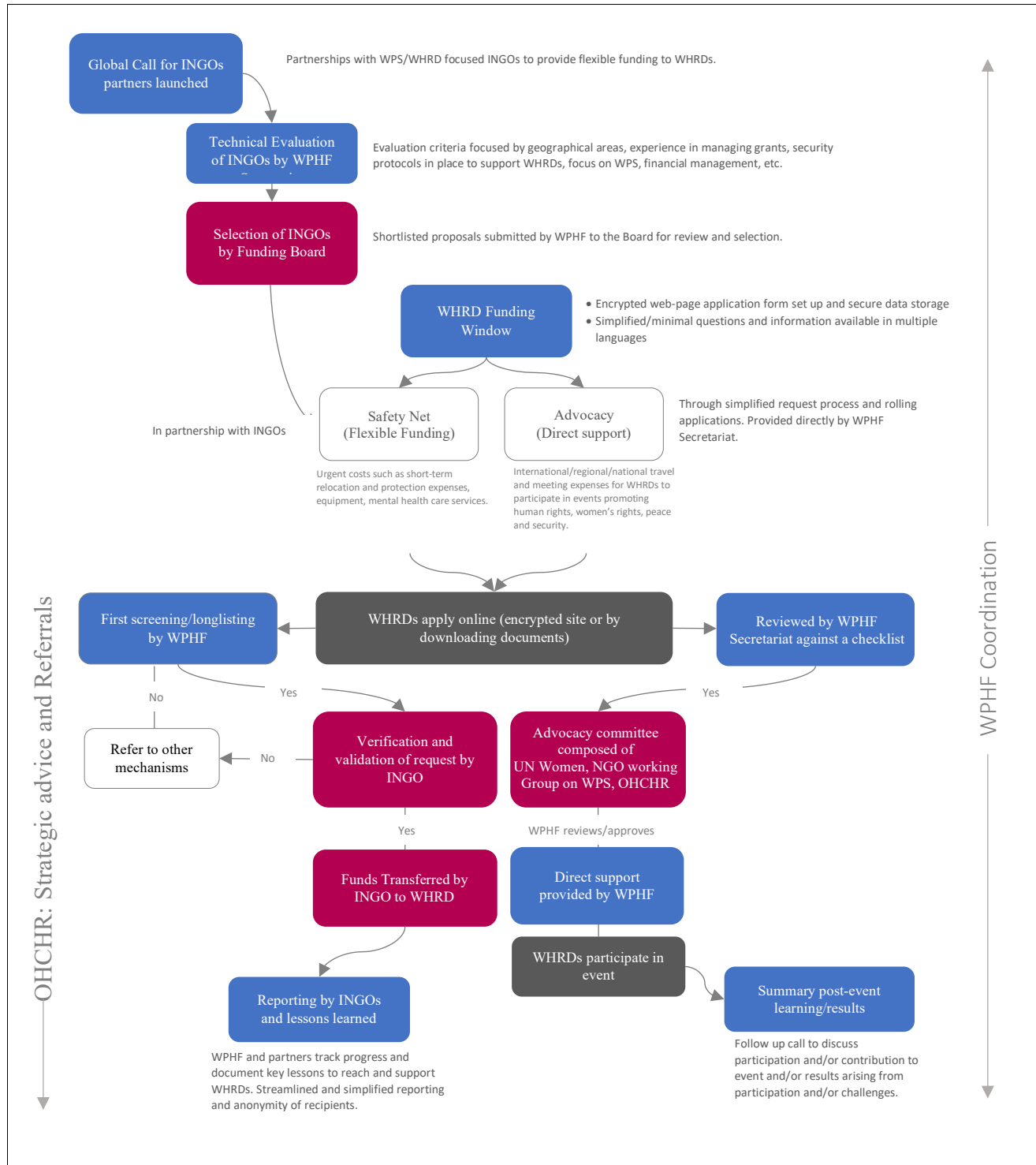


Figure 4.3 Funding Window on Women Human Rights Defenders (WHRDs)



Partnership Coordination and Fund Operations

WPHF Funding Board²⁰

The Funding Board serves as a guiding and supervisory body for the Fund. The composition of the Funding Board consists of representatives from the UN family, Member States, and civil society. Composition of the Funding Board is broken-down in the following; the four largest donors to the WPHF are invited to participate in the Funding Board on an annual rotational basis, in addition to UN Women, two UN participating organizations (on a biennial rotational basis), and the Peacebuilding Support Office (PBSO) will form part of the Funding Board. Finally, four representatives from civil society organizations focused on prevention, response and peacebuilding will be invited as members of the Funding Board on a biennial rotational basis. The MPTF Office will participate as ex-officio member as needed.

The main role of the WPHF Funding Board is to provide a partnership platform, set its strategic direction, make resource allocation decisions, and monitor progress towards achieving its results. Decisions will be made on a consensual basis.

Global level projects are submitted to and approved by the Funding Board. The role of the Funding Board will also include *inter alia*:

- i. Provide a platform for partnership, coordination and advocacy.
- ii. Approve investment frameworks, including list of eligible countries and overall results framework as well as country allocation criteria.
- iii. Provide general oversight and exercise overall accountability of the WPHF.
- iv. Approve Fund risk management strategy and review risk monitoring regularly.
- v. Approve allocation to countries based on the WPHF's investment framework, expected results and allocation criteria.
- vi. Approve global projects.
- vii. Review Fund status and oversee the overall progress against the overall results framework.
- viii. Review and approve the periodic progress reports consolidated by the Administrative Agent and the Secretariat based on the progress reports submitted by the Implementing Entities.
- ix. Commission mid-term and final independent evaluations on the overall performance of the Fund.
- x. Approve direct costs related to Fund operations support by the Technical Secretariat .
- xi. Approve Fund extensions and updates to the Fund TOR, as required.
- xii. Mobilize resources.
- xiii. Commission lessons learned or development of knowledge products and request the MPTF Office to make fund transfers to implementing entities accordingly.
- xiv. Provide quality assurance of knowledge products.

The Funding Board also approves the Fund Operations Manual, prepared by the Secretariat with the support from the Administrative Agent.

The Funding Board meets regularly and makes funding decisions by consensus. Members of the Funding Board will step out for funding decisions related to their proposal submissions to avoid any conflict of interest. Civil society membership will be determined through a self-nomination process and the funding board will be chaired by a UN entity on a rotational basis. The Funding Board developed an investment plan based on the WPHF's theory

²⁰ In the Fund legal instruments (MOU and SAA), the decision bodies (Funding Board and Regional/National level Steering Committees) are referred to as "Steering Committee" in order to use standard language.

of change, which details its priorities, expected results and financial needs. This process ensures that the Funding Board manages the WPHF in a dynamic manner, builds synergies with other funds and joint programmes, and reviews its underlying theory of change and expected results based on experience, lessons learned and changing contexts. The Funding Board takes into consideration information from the WPHF's results-based management system into its allocation decisions.

Regional²¹ or National Steering Committee

Under the Regular Funding Cycle, the Regional or National Steering Committee is the body in charge of the strategic guidance and general supervision at country level. Regional/National level steering committees will follow the same principle of equal partnership as the WPHF Funding Board. They will be comprised of representatives from the UN family, Member States, and civil society and the WPHF donor community. The design and working methods of country level steering committees will be guided by principles of inclusion, transparency and accountability, with clear criteria for leadership and projects that promote the purpose of the WPHF. To the extent possible, existing structures²² will be used rather than establishing new ones and connections and synergies will be found with other funds or joint programmes operating at country level. The Regional/National Steering Committee will be supported by the UN Country Office acting as the Management Entity (UN Women or another UN agency where UN Women does not have a full country presence).

Under the Regular Funding Cycle, the Regional/National Steering Committee will be in charge of providing strategic direction, oversight and coordination of implementation of their portfolio. It will assume the following responsibilities:

- i. Circulate the shortlisted projects documents and evaluations with all members ahead of the meeting
- ii. Review and select projects from the shortlisted list of projects
- iii. Approve project documents based on allocation by the WPHF Funding Board has been made to the country.
- iv. Request the Administrative Agent to transfer funding to implementing organizations based on approved project documents and available cash balance in the country fund account.
- v. Approve programmatic or budget revisions as appropriate. Review consolidated annual progress reports.
- vi. Mobilize resources for the WPHF and manage partner relationships at country level.
- vii. Coordinate broad regional/national and local consultations ahead of a civil society self-selection process to ensure diverse representation

Under the Regular Funding Cycle, regional/national mechanisms will approve project proposals within the regional/country allocation approved by the Funding Board. Project approvals for humanitarian allocations will be made by the Humanitarian Coordinator in consultation with the humanitarian country team. Similarly, in order to enable the WPHF to intervene in emergencies and/or when the country is governed by *de facto* authorities that are not recognized by the UN and/or when the government presence might constitute a threat for partners there may be cases where project approvals are made by the UN Resident Coordinator.

WPHF Technical Secretariat

The WPHF Technical Secretariat is the entity responsible for the operational functioning of the Fund at the global level. Using its expertise and capacity, UN Women will act as the WPHF Technical Secretariat, thus ensuring that

²¹ In the case of a WPHF regional response (multi-country), a Regional Steering committee will be established.

²² For example, where possible, it is envisaged that the Joint Steering Committees of the Peacebuilding Fund will be used.

dedicated funding is accompanied by technical expertise, political support, and the appropriate partnerships. UN Women will coordinate with the rest of the UN system through the UN Inter-Agency Standing Committee on WPS.

UN Women is uniquely situated to drive a global effort to accelerate implementation of the women, peace and security agenda. In terms of sources of support from the UN system, a civil society survey conducted for the Global Study on Security Council resolution 1325 revealed that almost two thirds (63 per cent) of civil society organizations receive their support from UN Women for their work on women, peace and security. UN Women is also recognized within and outside the UN system as leading global efforts to address the gendered aspects of conflict prevention, post-conflict participation, protection and early recovery, through strategies including knowledge generation, partnerships with key stakeholders, global programming and evidence-based advocacy. UN Women is entrusted the coordination and convening role in the area of gender equality and promoting women's rights, including women, peace and security, by the UN General Assembly (UN GA) in its founding resolution A/RES/64/289²³ UN GA resolution A/RES/63/311 on system-wide coherence²⁴, and work under the guidance of its Executive Board. In the area of women, peace and security, UN Women's coordination and accountability role is recognized specifically in Security Council resolution 2242 (2015).

The Technical Secretariat functions of the WPHF Funding Board, include but not limited to convening meetings, drafting agendas and minutes, organizing project reviews, communicating decisions made, and consolidating annual narrative reports.

The WPHF Technical Secretariat:

- i. Elaborates the Fund Operations Manual;
- ii. Provides strategic, logistical and operational support to the Funding Board;
- iii. Mobilizes resources for the Fund;
- iv. Reviews proposals submitted for funding, ensuring their conformity with the requirements of the Terms of Reference (TOR) and annual results framework;
- v. Manages the Rapid Response Window unit and the funding window for Women Human Rights Defenders unit, oversees applications, provides direct logistical support to partners, manages grants with INGOs implementing partners (NUNOs), provides monitoring and evaluation reporting for both windows.
- vi. Ensures the monitoring of the operational risks and Fund performance;
- vii. Consolidates annual and final narrative reports provided by the Participating Organizations and shares with the Funding Board for review as well as with Administrative Agent for preparation of consolidated narrative and financial reports;
- viii. Facilitates collaboration and communication between the Funding Board, country level steering mechanisms, and implementing entities to ensure programmes are implemented effectively;
- ix. Communicates on WPHF's results and mandate;
- x. Ensures knowledge management and partnerships
- xi. Liaises with the Administrative Agent on Fund administration issues, including issues related to project/ Fund extensions and project/Fund closure.

In addition to the general management support costs, the ME will utilize no more than seven per cent of the overall budget to cover direct costs related to the secretariat functions, technical assistance, quality assurance, reporting, knowledge management and communication.

²³ http://www.un.org/ga/search/view_doc.asp?symbol=A/RES/64/289&Lang=E

²⁴ http://www.un.org/ga/search/view_doc.asp?symbol=A/RES/63/311&Lang=E

Fund Design and Administration

Administrative Agent

The WPHF uses the pass-through funding modality and is administered by the UNDP MPTF Office, acting as the Administrative Agent (AA). The UNDP Multi-Partner Trust Fund Office the UN center of expertise in UN pooled funding and administers over 100 UN common funding instruments (<http://mptf.undp.org>). The AA will be entitled to allocate an administrative fee of one percent (1%) of the amount contributed by each donor, to meet the costs of performing the AA's standard functions as described in the MOU and SAA.

The standard functions include:

- i. *Fund design*: Support for developing the Fund concept note, TOR and the Operational Manual. This includes notably support for the design of the fund architecture (i.e., governance arrangements), the establishment of legal instruments, and the development of a logical framework based on the theory of change
- ii. *Fund administration*: The Administrative Agent concludes a Memorandum of Understanding (MOU) with the Participating UN Organizations, relevant legal agreements with Non-UN Organizations, and Standard Administrative Arrangements (SAAs) with contributing partners. The AA receives, administers, and disburses funds to the Participating Organizations according to the instructions of the Funding Board and Steering Committee; ensures consolidation of statements and reports, based on submissions provided by each Participating Organization, and ensures annual and final financial reporting to contributing partners and the Funding Board. The Administrative Agent will also disburse funds to the Secretariat for direct costs based on the decisions of the Funding Board.

In addition, the MPTF Office through its GATEWAY (<http://mptf.undp.org/>) offers a web-based service portal, which provides real-time, transparent, financial information to the public and a Fund management tool.

Fund Implementation

The WPHF will, transfer resources directly to various Participating Organizations - Participating UN Organizations (PUNOs) and Non-UN Entities (NUNOs) and thereby avoiding any duplication of operating procedures, and minimizing transaction costs. A minimum threshold of 100 000 USD per individual transfer to a Participating Organization is strongly recommended.

The Participating UN Organizations will be able to receive funding by signing the Fund MOU.

The NUNOs that are assessed as being low risk following a Harmonized Approach to Cash Transfers (HACT) assessment, will be eligible to access and receive financing directly from the Fund after being cleared and approved by the Fund Board, following the NUNOs' approval procedures, by signing the relevant legal documents with the Administrative Agent. The NUNO's will carry out programmatic activities and assume responsibilities identical to those of the Participating UN Organizations, as well as any additional obligations imposed by the Fund's Funding Board in its approval of a Non UN Organizations (NUNO) project proposal.

The Fund will be mainly implemented by CSOs, that will receive funding either through a Management Entity (ME) or directly from the Fund.

The Management Entity (ME)

The Management Entity, a Participating Organization performing an additional oversight function, will assume programmatic and financial accountability for funds received from the Administrative Agent and ensure timely disbursements of funds to CSO partners. The management entity will also ensure grantees' projects monitoring, evaluation and audits and manage the reporting system of grantees' projects in line with its rules and regulations.

At the global level, the WPHF WHRDs and RRW windows Units, hosted by the WPHF Secretariat, manage, coordinate and monitor the windows design and implementation of direct support to civil society organizations and individual women human rights defenders. The Units evaluate applications, share information with relevant stakeholders for due diligence and amplify impact, monitor the overall implementation of the windows and report against the WPHF windows project documents. The window units work closely with WPHF Communications to disseminate information and raise awareness, as well as amplify women's voices from the country to the global level to influence policy and increase funding for women peacebuilders, human rights defenders and civil society organizations.

At the global level, the Funding Board may approve funding allocations to Non Governmental Organizations and International Organizations as Management Entity. The NUNOs contracted under the global windows serve as Management Entities (ME) for small grants to civil society organizations and individual women human rights defenders. NUNOs are selected by the WPHF Funding Board following a competitive process, a technical evaluation undertaken by the WPHF and a HACT assessment. The WPHF global window units manage and coordinate the NUNOs to ensure coordination, no duplication and timely delivery.

At country level, UN Women acts as the UN Management Entity for CSOs where it has a field presence. In countries where UN Women does not have a country office, another PUNO will act as a Management Entity for civil society after consultation with the Resident Coordinator/ Humanitarian Coordinator. In line with current UNDG guidelines, Participating UN Organizations for the ME function, may charge up to 7% to cover their indirect costs. An additional 3% may be requested by the Participating UN Organization to cover M&E costs and approved by the Secretariat.

At the country level, the Management Entity will support CSOs in designing and developing project proposals for submission to the WPHF and strengthen their capacity in implementation of the women's peace and security agenda. Specific efforts will be made to identify, work with, and mentor a range of local CSOs at the country level. The selected CSOs will receive funds for approved projects through the Management Entity. The Management Entity will link the critical work of CSOs on the ground, with the broader political and peacebuilding processes. The Management Entity will also fully leverage and develop the absorptive capacity of CSOs in this field and ensure knowledge management and learning between CSO partners at the country level. Participating Organizations and CSO partners will be responsible for management of the project cycle.

V) Contributions

Rather than consolidating all the current resources dedicated to women, peace and security, the WPHF seeks to both increase the pool of resources and improve the timing of investments through contributions from traditional donors, emerging partners, and the private sector. A resource mobilization strategy was developed in early 2016 which is monitored and updated on a yearly basis.

Contributors are the financial partners which allocate resources to the Fund. They may be governments (i.e. development partners), or institutions, either public or private, including multilateral, intergovernmental, and non-governmental organizations and individuals. The four largest contributors in a given year are represented on the Funding Board in the following year, and participate in creating strategic guidelines for the Fund, promoting partnerships and monitoring the Fund's overall portfolio. Contributors wishing to contribute to the Fund must sign a Standard Administrative Agreement with the Administrative Agent (SAA). Contributors shall be able to direct their contributions into the Fund account.

While unearmarked contributions are preferred, contributors may earmark their contributions to the WPHF in line with UNDG guidance. Contributors may earmark their contributions at the outcome level, at the country level, or by funding window, as long as the earmarked country is among the eligible countries approved by the WPHF Funding Board. Funding Contributions may be accepted in fully convertible currency or in any other currency that can be readily utilized. Such contributions will be deposited into the bank account designated by UNDP MPTF Office. The value of a contribution payment, if made in other than US dollars, will be determined by applying the United Nations operational rate of exchange in effect on the date of payment. Gains or losses on currency exchanges will be recorded in the UN MPTF account established by the Administrative Agent.

VI) Project Approval Cycle

Project approval will be based on the WPHF's investment plan and specific country allocation by the Funding Board, which sets out its country and thematic allocation priorities and expected outcome results. The WPHF will aim to invest a minimum of \$2 million per eligible country or global window to ensure a meaningful impact. Initial investments of \$1 million will be accepted but the Board will work towards matching the contribution to reach the \$2 million target. The project approval cycle is outlined in full in Section IV Governance Structure.

In the case of an emergency or unforeseen needs, the Funding Board will convene within 48 hours to revise its allocation framework.

The Funding Board will define evaluation criteria for project approvals be made by steering committee, and to ensure that the WPHF fulfils its functions. Streamlined project submission templates will also be developed in the WPHF's operational manual.

VII) Risk Management

As a pooled Fund, the WPHF is a risk sharing mechanism among all stakeholders. It assists in establishing a common understanding of risks and provides more efficient and strategic risk mitigation and adaptation measures. Risk sharing is a key element of the due diligence and operationalization of the WPHF, and it is understood that the residual risk is shared among all stakeholders.

Three types of risks – contextual, programmatic, and institutional – are considered and provisions for the identification, monitoring, tolerances, and risk responses are elaborated on as part of the WPHF's risk management strategy. A risk ranking matrix captures the hierarchy of risk at different levels, allowing an assessment of the most appropriate responses to the identified risks, particularly to those risks most likely to impede success (very high and high).

Figure 10: Example risk ranking matrix

		Consequences				
		Insignificant (1)	Minor (2)	Moderate (3)	Major (4)	Extreme (5)
Likelihood	Very Likely (5)	Medium (5)	High (10)	High (15)	Very High (20)	Very High (25)
	Likely (4)	Medium (4)	Medium (8)	High (12)	High (16)	Very High (20)
	Possible (3)	Low (3)	Medium (6)	High (9)	High (12)	High (15)
	Unlikely (2)	Low (2)	Low (4)	Medium (6)	Medium (8)	High (10)
	Rare (1)	Low (1)	Low (2)	Medium (3)	Medium (4)	High (5)

A risk management strategy for the Fund has been developed and it is included in the Fund Operational Manual. Risk and mitigation strategies are identified at all levels and by all stakeholders: the Fund, the Management Entity (PUNO and NUNOs), the CSOs partners. Risks and mitigation measures are also identified and monitored by the Fund for the WPHF Rapid Response Window on women's participation in peace processes (RRW) and the WPHF Funding Window for WHRDs.

All projects submitted for funding will need to comply with the Fund's risk policy, tolerance, and other requirements (e.g. do no harm analysis, etc.). Compliance with the Fund's risk policy and tolerance will be one of the selection criteria in the project appraisal process.

Accountability

The provisions are specified in the legal instruments governing the Fund (MOU, MOA and SAA), and ensure a clear understanding with regards to programmatic and financial accountability of all stakeholders in the course of implementation. In addition to specifying the applicable rules and procedures this section can provide for any special arrangements in case the fund includes windows for non-UN stakeholders.

VIII) Monitoring, Evaluation and Reporting

Monitoring and Evaluation

Description of the monitoring and evaluation arrangements of the WPHF are in line with standard UNDG MOU/SAA. The WPHF will use a results framework and performance of outcome indicators will be reviewed every year by the Funding Board, as indicators might be adjusted, or data collection systems improved. In order to allow the consolidation each approved project will be expected to select and report on at least one outcome indicator directly linked to the transformative change generated by the project interventions.

Based on its strategy and theory of change, the WPHF Technical Secretariat will recommend a set of indicators at different results levels to the Funding Board for approval in order to monitor and report on performance. The

targets which are the results the WPHF plans to achieve, will then depends on the investment decision and level of capitalization.

Monitoring and evaluation at the country and global levels will ensure delivery of intended results. In addition, the Funding Board will also commission independent reviews/evaluations on the overall performance of the Fund. These evaluations will take place at a minimum of twice within the Fund cycle, with additional evaluations taking place if extensions of the Fund occur. The aim of these evaluations will be further detailed in the TORs for the evaluations, and will assess the performance of the Fund, and to test the theory of change described in the Results Matrix.²⁵

Output indicators would be specific to each project and reflect changes in skills or abilities, or the availability of new products and services that have been achieved with the resources provided by the WPHF Fund. The evaluation of the performance of each output indicator will take external factors into account as well as the pre-identified assumptions and risks. The Participating Organization are responsible for the achievement of this first level of results and responsible for collecting and reporting data.

The outcome indicators will be agreed upon in the WPHF Results Framework. They will monitor implementation of WPS and Humanitarian Action policies at the national/country level. Every project funded by the WPHF will be required to collect data associated to indicators of the outcome they are intended to contribute to, which will be tracked through the MPTF Office results management system. Reports will be used by the Steering Committee and/or the Funding Board to review the overall progress against expected results and assess the achievement of performance target.

Reporting

All reporting and monitoring will be undertaken in accordance with the standard Memorandum of Understanding (MOU) and Standard Administrative Agreements (SAA). In addition Participating Organizations will be required to submit annual progress reports.

For each project approved for funding, each Participating Organization will provide the Secretariat and the Administrative Agent with annual narrative and financial reports prepared in accordance with their accounting and reporting procedures, as agreed upon in the legal agreements signed with the Administrative Agent.

Narrative reports

The Participating Organizations will present the following reports to the Secretariat for consolidation and further transmission the Administrative Agent:

- (a) Annual narrative reports to be provided no more than three months (March 31st) after the end of the calendar year;
- (b) Final narrative reports after the end of activities contained in the program-related approved document, including the final year of such activities, to be submitted no more than four months (April 30th) in the following year after the operational closure of the project.

Financial Reports

²⁵ The mid-term evaluation will consist of specific recommendations to the Steering Committee for the review of the Fund Results Matrix and its underlying theories of the change if necessary.

The Participating Organizations will present the following financial statements and reports to the Administrative Agent for consolidation:

- (a) Annual financial statements and reports to December 31st, regarding released resources by the Fund to them; these shall be provided no more than four months (April 30th) after the ending of the calendar year;
- (b) Final certified financial statements and financial reports after the completion of activities contained in the program-related approved document, including the final year of such activities, to be submitted no more than five months (May 31st) in the following year after the financial closure of the project.

Their annual and final reports will be results-oriented, and evidence based. The reports will give a summary of results and achievements compared to the expected result in the project document. Both programmatic and financial performance indicators will be monitored at the outcome and output levels.

Based on these reports, the Administrative Agent will ensure the consolidation of the narrative and financial reports which will submit to each of the Fund's Contributors and to the Funding Board ~~Steering Committee~~ as per the schedule established in the Standard Administrative Agreement.

IX) Audit

In line with the audit provisions in the standard MOU and SAA, as well as 2014 Framework for Joint Internal Audit of UN Joint Activities, the Administrative Agent, Participating Organizations (PUNOs and NUNOs) will be audited according to their own rules and financial regulations and in line with this framework for joint audit. In addition, CSOs partners shall be audited in accordance with the Audit Policies and Procedures of the UN Entity acting as the ME for CSOs. Audit costs are covered by the ME.

X) Public Disclosure

The Technical Secretariat and the Administrative Agent ensure that the WPHF's operations are disseminated, Information posted on the website shall include: contributions received, Steering Committee Decisions, funds transferred, annual certified expenditures, summaries of proposed and approved programmes, the work plan and Fund progress reports on subjects such as fundraising and external assessment reports, including relevant information on Fund operations.

All stakeholders should take appropriate measures to promote the WPHF. Information shared with the press regarding fund beneficiaries, official notices, reports and publications shall acknowledge the WPHF's role. More specifically, the Administrative Agent shall ensure that the role of the contributors and relevant stakeholders is fully acknowledged in all external communications related to the WPHF.

XI) Duration

The WPHF was established with an initial end date of December 2020. The Funding Board extended the end date to December 2030. It may be extended based on approval by the Funding Board.