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Analysis of Norway's Action Plans on Women, Peace and Security



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Foreword

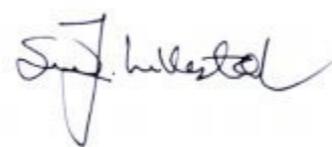
It's been over 21 years since the UN Security Council unanimously adopted Resolution 1325, connecting women's rights with international peace and security. The ground-breaking resolution provided the states, the international community, civil society and other actors with a framework for action on women, peace and security.

Norway was among the first countries to adopt a National Action Plan to operationalise UN Security Council Resolution 1325, and is now implementing its fourth one (2019 – 2022). This study examines how the themes, approaches and format of Norway's four action plans evolved over time.

The study is part of a larger effort by the Department for Evaluation in Norad to evaluate Norwegian efforts supported with development funds to promote the women, peace and security agenda, culminating in an evaluation report available on the Department's website.

The study was carried out by a team from Chr. Michelsen's Institute (CMI).

Oslo, December 2021



Siv J. Lillestøl
Acting Director, Department for Evaluation



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Executive Summary

This report forms part of an evaluation of Norwegian efforts to promote the women, peace and security (WPS) agenda. The main purpose of the overall evaluation is to assess the impact of Norwegian WPS efforts that have been *supported* by development assistance funds, considering whether those efforts have been internally and externally coherent and effective, and how they have evolved over time.

A report containing case studies of the Norwegian contribution and other supplementary analyses [has been produced](#). This report presents the findings of an analysis of Norway's WPS National Action Plans (NAPs) from 2000–2020 (hereafter referred to as the 'NAP analysis'). It provides an in-depth analysis of each of the four Norwegian NAPs and their historical trajectory from 2006 to 2020, and their role in guiding implementation of Norway's WPS efforts.

This report contains eight chapters. Chapter 1, *Introduction*, provides the context to the study and presents its methodology and limitations. It emphasizes

that the study draws upon interviews with a limited sample (20) of a potentially much larger number of informants.

Chapter 2, *Understanding*, contains a thematic analysis of the four Norwegian NAPs (2006, 2011–13, 2015–18 and 2019–2022) and compares them to four current Nordic NAPs. It finds much continuity in the thematic focus of the four Norwegian NAPs but notes an increasing emphasis over time on sexual violence, humanitarian efforts and, in particular, peace processes. Because the 2019 NAP places peacebuilding phases outside its remit, the emphasis on peace processes (including the implementation of peace agreements) as the most central aspect of Norway's WPS work is amplified further in the current NAP.

Chapter 3, *Coherence*, examines the level of coherence between Norway's NAPs and other aspects of its development policy. It finds that the division of labour between frameworks for WPS efforts and broader women's rights work has become clearer in recent

years. It also suggests that the proliferation of Norway's WPS priority countries (which have doubled since 2015) might be at cross-purposes with the concept's original intention – a greater focus on results in conflict-affected countries. Furthermore, better coherence between WPS priority countries and partner countries for development aid could enable better alignment between immediate and long-term support to women's rights and participation in conflict-affected countries, as called for in the 2019 NAP.

Chapter 4, *Relevance*, assesses the relevance of Norway's NAPs for two of its WPS priority countries, Palestine and South Sudan. It shows that whereas the Norwegian NAPs approach political participation more through a focus on peace processes, the two priority countries' own NAPs are more concerned with long-term and broader political participation, which is what the actual Norwegian efforts in these two countries also largely address.



Chapter 5, *Participation*, covers the nature and extent of consultation involved in developing the NAPs. It finds that such consultations have broadened over time, with the drafting process for the 2019 NAP drawing upon extensive consultation.

Chapter 6, *Implementation*, first looks at whether and how the NAPs have guided the implementation of Norway's aid-funded WPS efforts. It finds that commitment to, and knowledge of, the WPS agenda at political and managerial levels – and across the foreign service – have increased since the last evaluation in 2013. The long-serving former WPS Special Envoy significantly contributed to this but, without the support of a team, this role appears overstretched, particularly in light of WPS now being a core priority for Norway's UN Security Council membership. This chapter finds that the reporting format of recent NAPs, largely based on quantitative indicators, makes it difficult to assess what interventions have taken place and complicates assessing the link between interventions and results. The narrative reporting on embassy and Norad-supported initiatives in WPS priority countries goes some way in compensating for this but does not cover all of Norway's aid-funded efforts in these countries.

Chapter 6 also assesses whether the NAPs have led to increased coordination of WPS efforts. It finds that the process of improved internal coordination identified in the 2013 review has continued with the 2015 and 2019 NAPs, which has been facilitated by the coordinator/Special Envoy. It further finds that the annual gatherings for staff based in WPS priority countries are a major mechanism for coordination, information exchange and learning.

Chapter 7, *Evidence and learning*, looks at whether NAPs are built on learning from the implementation of previous NAPs, and whether and how the current NAP results framework is utilized. It finds that many lessons from the 2013 NAP evaluation and a 2016 review on WPS advocacy have been incorporated in subsequent NAPs. The 2019 NAP results framework is clearly utilized across Norway's aid administration and by management and the political leadership. However, this framework is rather abstract, requiring Norad to develop a set of lower-level outputs. In turn, this affects the possibility for assessing and learning from concrete interventions, even if this is to some extent addressed in the narrative reporting against the NAPs.

In line with the scope of the study's terms of reference, this report refrains from presenting a comprehensive list of recommendations. However, Chapter 8, *Conclusion*, pulls together the data findings in chapters 2–7 to present some overall assessments. In general, it finds that the NAPs have become an important framework and reference point for mobilisation around WPS in the Ministry of Foreign Affairs and in implementing Norwegian development policy. Women's inclusion, and the need to apply a gender lens to needs and priorities, have been firmly mainstreamed in Norwegian diplomacy and aid administration covering security and conflict-affected settings. This is particularly the case in Norway's support to peace processes, a field where the 2019 NAP and its results framework are particularly detailed. This topic has also become increasingly prominent in the NAPs' thematic structure, and in the selection of WPS priority countries.

At the same time, the plans themselves have provided limited guidance on *how* Norway can pursue and achieve its goals on the ground and in priority countries with regards to development cooperation. To some extent, such reflections and planning are enabled through WPS workplans and the narrative reporting on priority countries in NAP annual reports. However, more strategic thinking on how development aid can be

mobilized to pursue NAP goals was called for by several informants. Specific measures to achieve this could include closer alignment between WPS priority countries and partner countries for development, and providing more support to Norad to ensure coherence and strategic thinking around the totality of aid to individual conflict-affected countries. These suggestions can be further assessed and potentially developed against the findings of the overall evaluation which this analysis is contributing to.



Introduction

UN Security Council Resolution (UNSCR) 1325 on women, peace and security (WPS), adopted in October 2000, was ground-breaking in bringing to the fore women's roles and perspectives in peace negotiations, operations and missions, protection mechanisms, humanitarian response and post-conflict peacebuilding. Since then, the WPS agenda has become firmly entrenched on the international agenda as a normative issue and part of the formal UN discourse on security.

Norway has been a proponent of the WPS agenda since its inception. Norway was among the first countries to adopt, in 2006, a National Action Plan (NAP) to operationalize UNSCR 1325 and is now implementing its fourth one (2019-2022). This report forms part of an ongoing evaluation of Norwegian efforts supported with development funds to promote the WPS agenda. The main purpose of the overall evaluation is to assess the effects of Norwegian efforts for women, peace and security supported with development assistance funds, considering whether those efforts have been internally

and externally coherent and effective and how they have evolved over time.

A report with case studies of the Norwegian contribution and other supplementary analyses is in progress. This report presents the findings of an analysis of Norway's Action Plans on Women, Peace and Security, 2000-2020 (hereinafter referred to as the 'NAP analysis'). It provides an in-depth analysis of each Norwegian national action plan and their historical trajectory from 2006 to the present. The Terms of Reference (ToR) are attached as Annex 1.

In addition to assessing how consultative the processes to developing the action plans have been, the analysis considers how the Norwegian action plans have

1. reflected different WPS themes and their interrelationships;
2. drawn linkages with other thematic and sector priorities in Norwegian development policy;

3. set out management arrangements, coordination and result reporting mechanisms;
4. evolved over time; and
5. built on evidence and lessons learned.

The report draws upon two methods of data collection: document reviews and interviews. In terms of methodology, in-depth content analysis of the four National Action Plans is at the core of the study. The content analysis has focused on the thematic orientation of each NAP and how they approach gender as well as change, with some comparative analysis with selected other NAPs. The content analysis also examined the NAPs' coherence with other Norwegian policy documents.

Given that the number of NAPs to be analysed was relatively small (four Norwegian NAPs plus three other Nordic NAPs and three priority country NAPs) the team opted for a qualitative approach which enabled a



context-based analysis of the relative emphases and framing of themes. This is in contrast to the quantitative, automated approach in studies of much larger samples of NAPs. Secondary literature was used to locate the thematic orientation and conceptual approaches in the Norwegian NAPs within the bigger landscape of global NAPs.

Another methodology applied was the tracing of processes and practices, through both interviews and document review. The study has used semi-structured interviews as well as some written material to reconstruct some of the considerations and consultation processes that shaped each NAP, and underpinned the changes in the NAPs over time. Interviews have also been central to producing an understanding of whether and how NAPs have shaped practice, and of the mechanisms for mainstreaming the WPS agenda in the foreign service and aid administration more generally. For this purpose, the interviews were combined with the review of reports and plans, primarily the NAP annual reports and some country-specific plans. Note that only one annual report (2006) was produced before 2011. Nor were annual reports published for the years 2013, 2014 or 2015.

A list of interviewees is provided in Annex 4, and interview guides are provided in Annex 6. The team interviewed the five coordinators/Special Envoys for Norway's WPS efforts since 2009, as well as 15 officials, researchers and civil society members in Norway and in South Sudan and Palestine. All interviews were conducted via video link, and most were recorded.

The study covers a substantial period of time, from 2006 until today. Given the scope of the study, the team chose to prioritize officials currently or recently engaged in the implementation of Norway's WPS agenda. Some key officials from earlier periods (2006-2015) were interviewed, but given the time that had passed, less details could be recalled in these interviews. Similarly, less documentation, such as internal planning documents were available from earlier periods. Consequently, the study covers the periods of the current and most recent WPS special envoys (2015-date) in greater detail. At the same time, a review from 2013 covers much of the early period and the present study draws upon this for its analysis. Even with a contemporary focus, the team was only able to interview some of a potentially much larger list of relevant current office holders. For instance, the 1325 coordinators at the embassies were not interviewed for this study. By and large, we prioritized Oslo-based actors since

phase three of the evaluation would include two country case studies and therefore many informants in those two countries. In Oslo we sought to interview actors across relevant sections of the MFA, Norad, civil society and research communities, which meant that we only interviewed one or two informants in each organisation or section.

An important limitation of the study is, therefore, that it cannot make claims about how widespread the views of key actors might be within their respective organisations. The semi-structured nature of the interviews also permitted the interviewees to bring up specific concerns or issues that had not necessarily been covered in other interviews. Consequently, on certain topics, such as the evidence of causal claims, we do not know how prevalent different views are. At the same time, we believe that even if only a few actors spoke about certain questions, these actors were the central ones within their institutions or sections when it comes to the development and implementation of the NAPs. Therefore, their views must be given some weight, even in the absence of data on how widely these views are held.



The report is structured as follows:

Chapter 2 provides the findings in relations to how the NAPs have evolved over time in terms of approach, themes and priorities.

Chapter 3 presents the findings in relation to internal coherence within the NAPs as well as in relation to other Norwegian development objectives and priorities.

Chapter 4 presents findings in relation to the NAPs' relevance for priority countries.

Chapter 5 provides findings related to consultation with priority countries and Norwegian civil society in preparing the NAPs.

Chapter 6 presents findings related to the role of the NAPs in guiding implementation, including coordination of WPS within the administration and support to capacity-building.

The final chapter 7 presents findings related to the monitoring and reporting systems and the extent to which the NAPs are based on lessons learned earlier.

An inception report was approved by Norad's Evaluation Department in late May 2021.



Understanding: Continuity and change in Norway's National Action Plans 2006–2019

This chapter responds to the evaluation questions related to how the NAPs have evolved over time in terms of approach, themes and priorities. This includes identifying instruments to be used, results chains and a comparison with the NAPs of other Nordic countries. We start with a brief introduction of each of the Norwegian NAPs, which provide some background information to the discussions that follow.



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2.1 Themes and approaches

THE NAPS AT A GLANCE

The Norwegian Government's Action Plan for the Implementation of UN Security Resolution 1325 (2000) on Women, Peace and Security (launched 2006, 19 pages). Norway was the second country to produce a national action plan for Women, Peace and Security. Compared to the declaratory words in the world's first plan (Denmark in 2005), Norway's 2006 NAP contained a substantial plan of action. The plan was in large parts written by two researchers at PRIO, at the initiative of officials in the Ministry of Foreign Affairs (MFA). Timed to be launched on the 8th of March, there was limited consultation with civil society and the aid administration, although relevant ministers and leaders were consulted. The plan was short and provided little contextual information, but it was also concise and comprehensive in its efforts to identify measures to be carried out. Much of the plan was focused on achieving a better gender balance in Norway's national armed

forces. The plan had no results framework and did not specify responsibility for the measures it had set out. As far as the team has been able to establish, only one annual report (2006) was produced, and the plan had largely ceased to function as a reference framework for active implementation by the time the preparations for the 2011 plan was initiated.

Women Peace and Security. Norway's Strategic Plan 2011-13 (23 pages).

The 2011 plan was initially thought of as a strategic plan setting out how the commitments in the 2006 plan would be followed up for the years 2011-13 and providing a framework for reporting and accountability, not as a new national action plan.¹ For all practical purposes, however, it became a stand-alone national action plan, replacing the 2006 NAP. As with the 2006 plan before it, there was a conscious decision at the time that the 2011 plan would not be structured around the four pillars of the international WPS agenda (Participation, Protection, Prevention, Relief and Recovery) but rather focus on areas where Norway was believed to have a comparative advantage and could make a difference. This resulted in four thematic chapters (see table 1 below), a format that has been kept since. It was the only time conflict-related sexual violence became a separate thematic chapter. Since then it has been a cross-cutting theme.

The 2011 plan states that Norway's WPS efforts will have a particular focus on certain countries, 'including Afghanistan, Sudan, Nepal, the Philippines, Israel and the Palestinian Territory Haiti, Liberia and Colombia'. In the following plan for 2015-18, the concept of *priority countries* was formally introduced, and a definite and shorter list of countries put forward. The 2011 NAP also included a results framework with goals, activities and indicators.

National Action Plan. Women Peace and Security 2015-18 (44 pages, plus 2016 Guidelines).

The 2015 plan retained the thematic chapter structure of the 2011 plan, although humanitarian efforts replaced conflict-related sexual violence as a separate chapter theme (see table 1 below). The 2015 plan formally introduced the concept of WPS priority countries. This was a concrete follow-up of a review of the 2011 plan, which concluded that the footprint of Norway's WPS efforts in conflict-affected countries should be strengthened. The priority countries were Afghanistan, Colombia, Myanmar, Palestine and South Sudan, with Nigeria added in 2016. The plan contains a results framework with objectives, activities and outcomes. Indicators were developed later. They are presented and reported in the plans' annual reports. The plan also referred to guidelines that were to be

¹ Interview with former 1325 coordinator, June 2021. See also Risa, Vibeke and Jon Rian (2013) 'Norway' in *UNSCR 1325 IN EUROPE 20 case studies of implementation European Peacebuilding Liaison Office*.



drawn up. These were published in late 2016 and suggest concrete measures for each of the three priority areas of relevance to the foreign service: peace processes and peace negotiations, peacebuilding, and humanitarian efforts.

The Norwegian Government's Action Plan. Women, Peace and Security, 2019-2022 (71 pages, plus Guidelines). The 2019 NAP in many ways represents a break with earlier plans. In line with international trends, it covers a broader range of themes and is somewhat inward-looking, referring to themes such as asylum and gender-based violence in Norway, even if these themes are not part of the main text. The plan provides a results framework with baseline, targets and much more comprehensive indicators than in the previous plans. The 2019 NAP refers to other government strategies throughout, notably the Humanitarian Strategy and the Action Plan for Women's Rights and Gender Equality. It also focuses and narrows down the WPS agenda, by addressing the implementation of peace agreements, not peacebuilding, under its main four thematic chapters (see table 1). Consultation for the preparation of the plan was broader than in the past and included efforts to secure inputs from partners in priority countries, and the plan contains extensive references to research. The 2019 NAP comes with a separate document called Guidelines to Foreign Service's Work on Women, Peace and Security, which contains more detailed instructions to MFA officials than the 2016 guidelines and also covers international operations. The 2019 NAP also explicitly formulates an overarching theory of change.

2 See Hamilton, C., N. Naam and L. J. Shepherd (2020). *Twenty Years of Women, Peace and Security National Action Plans: Analysis and Lessons Learned*. LSE/The University of Sydney. The team also consulted the 2019 evaluation of two Danish NAPs, which also contains a thematic analysis. Again, the thematic analysis is less detailed. It applies only four thematic categories: Participation, Protection, Mainstreaming and Gender perspective. MFA of Denmark (2019). *Evaluation of the Danish National Action Plans for the Implementation of UN Security Council Resolution 1325 on Women, Peace and Security*.

3 See Hamilton, Caitlin and Laura J. Shepherd (2020) WPS National Action Plans: Content Analysis and Data Visualisation, v2 Online, at <https://www.wpsnaps.org/>

THEMATIC EVOLVEMENTS

The chapter structure in table 1 only shows some of the themes in each NAP. For instance, while sexual violence appears in all the NAPs, it is a separate chapter only in the 2011 NAP. Likewise, humanitarian efforts also appear in the first two NAPs but not as a separate chapter. At the same time, the NAPs do vary in how much emphasis they give to different themes. In order to support our discussion on whether there is continuity of themes across NAPs, we list all themes in each of them, as well as weigh the emphasis on each theme in each NAP. We have used the following criteria for weighting, based on the extent to which the theme is addressed in the text: 1- Mentioned in passing; 2- Mentioned repeatedly; 3- Dedicated section; 4- Dedicated chapter.

There are several other studies that map NAP thematic profiles. For instance, a report by Hamilton et al. analyzes 81 NAPs and explores which of the three WPS pillars (prevention, participation, or protection) different NAPs emphasize the most.² The report and a related data base³ also contain an analysis of key word mentions. While the team considered applying this framework, we found the categories and the methodology, developed for purpose of analyzing 80+ NAPs, insufficiently fine-tuned for an in-depth analysis

of merely four Norwegian NAPs, or for a comparative analysis of four Nordic NAPs and three priority country NAPs.⁴ For the present study, we have created more fine-grained categories, such as women's participation in peace agreements, women's participation in operations, conflict prevention and sexual violence in order to obtain a greater level of precision in our thematic analysis. We have also created a longer list of key topics/themes than those featuring in the database serving as the basis for the Hamilton et al. report.⁵

It is important to note that since the format and style of the NAPs differ, the comparative weighting exercise can never be 100 percent precise. The degree of elaboration on issues and the level of detail in the NAPs have evolved a lot over time. Whilst the first NAP contained very little background and elaboration, in essence providing a long list of measures organized by national or international levels, the final NAP is extremely complex, with numerous issues explained in various ways and themes elaborated throughout.

Consequently, we have applied some discretion in weighting with a view to reflecting the relative weight of each theme in the NAP they appear, taking into account for instance that three mentions in a 20-page NAP is different from three mentions in a NAP of 70 pages.

4 As the Hamilton *et al.* report states, the three pillars contain several different themes or focus areas. For instance, the participation pillar has been taken to mean both women's participation in peace-keeping missions or facilitating women's meaningful participation in peace negotiations (p. 4). Likewise, *prevention* can relate to prevention of conflict or prevention of conflict-related sexual violence. The Hamilton report's thematic analysis is based on raw counts of the appearance of each of the three words ('participation', 'prevention' and 'protection') in the NAPs and, therefore, do not distinguish between these different meanings. As the report notes, it is unclear, for instance, whether the recorded increase in the mention of the word prevention in recent NAPs mean more focus on *conflict prevention* or more focus on the *prevention of sexual violence*. This quantitative approach based on raw counting is very different from the one applied in the present study, where we have used qualitative and contextual analysis to map each thematic reference in the context that it appears.

5 That list contains 20 key words, but many are cross-cutting terms (e.g., participation, prevention, protection, elderly, men and boys, women and children, civil society) rather than distinct themes or topics.



Table 1. [NAP Thematic Chapters](#)

NAP	Chapter 1	Chapter 2	Chapter 3	Chapter 4	Chapter 5
2006	International efforts and peace operations	Conflict prevention, mediation, peacebuilding	Protection and human rights		
2011	Peace processes and negotiations	International operations	Post-conflict situations and peacebuilding	Sexual Violence in conflict	
2015	Peace processes and peace negotiations	International operations	Peacebuilding	Humanitarian efforts	
2019	Peace and reconciliation processes	Implementation of peace agreements	Operations and missions	Humanitarian efforts	Sustaining Peace*

* This chapter is not included in the focus areas of the plan or in the enumerated outcomes, outputs or indicators of the results framework.



Table 2. Themes in NAPs and their weighting (1 (lowest) – 4 (highest))

Themes	2006	2011	2015	2019
Peace processes- women's participation	2	3	4	3
Peace processes-gender perspective	3	3	3	3
Peace operations/missions- women's participation	2	2	3	2
Gender balance in national armed forces and police	3	1	1	2
Peace operations/missions- gender perspective	3	3	4	3
Conflict-Related Sexual Violence	2	4	3	3
Gender perspective in peacebuilding/peace agreement implementation (general)	2	2		2
Humanitarian/aid efforts- gender perspective	2	2	3	3
Security Sector Reform	1		2	1
Gender-based violence	2		2	3*
Justice/Legal reform/access to justice	2	2	2	1
Transitional justice	1		1	2
Trafficking	3			1
Sexual exploitation and abuse	2			2
Disarmament, weapons control, reintegration processes	2	2	2	1
Political participation	2		3	1
Economic rights/job creation for women	1	2	2	1

Table 2. Themes in NAPs and their weighting (1 (lowest) – 4 (highest))

Themes	2006	2011	2015	2019
Violent extremism				3
Women asylum seekers				2
Sexual and Reproductive Health Rights				1
Women HR defenders				2
Climate change				1
Conflict prevention	2		1	2
Total number of themes	18	11	15	23

* The 2019 plan uses the phrase sexual and gender-based violence throughout. The failure to see conflict-related sexual violence in relation to other forms of gender-based violence has been a longstanding feminist critique of the WPS agenda.

Consistency in core themes. Going through the NAPs systematically by theme, we find that the core themes of the Norwegian NAPs have remained fairly consistent over time, as indicated by table 1 and 2. The main themes – women's participation and the incorporation of a gender perspective in peace processes, women's participation and the incorporation of a gender perspective in operations and missions, conflict-related sexual violence and gender perspectives in humanitarian efforts – are included in all the NAPs and their weighting has also remained quite stable, at the upper end of the scale. There is no doubt, then, that these themes represent the main focus of Norway's WPS work in a longitudinal perspective.

One exception to this continuity is the focus on gender balance in the national armed forces and police. In the first NAP, this is a separate thematic focus, whereas in the 2011 and 2015 NAPs it was discussed only briefly and in the context of women's participation in international missions. In the 2019 NAP, the gender balance of national armed forces again appears as an independent issue, but with less discussion than in the 2006 NAP. Similarly, trafficking is covered in some detail in the first NAP, whereas it is completely absent in the 2011 and 2015 NAPs before appearing again as a minor theme in the 2019 NAP.

A broader, but important change in the 2019 plan, was that it applied a narrower understanding of which phase of peacebuilding that is relevant to the NAP – the implementation of peace agreements. Peacebuilding more broadly is referred to but presented primarily as a concern of the Action Plan for Women's Rights and Gender Equality. The NAP 2019 also introduces 'early dialogue' as a distinct phase of peace processes meriting dedicated focus. Combined, these two changes increased an already existing emphasis on peace processes in the Norwegian WPS efforts. The weighting of sexual violence and humanitarian efforts have also increased somewhat.

More variation in minor themes. Beyond these core themes there is significant variation. Only two more themes, legal reform/access to justice and disarmament/weapons control/reintegration, appear in all the four plans, although with less weighting than the core themes above. In general, the first and the last NAPs were much more comprehensive, with the last NAP particular broad in its thematic approach. However, the long list of new or resurrected themes of the latest NAP cannot, perhaps with the exception of violent extremism, be said to represent an actual expansion of the Norwegian WPS agenda. Reading the 2019 NAP, it is clear that many of the new themes are

not integrated into the results framework or even in the main text. Themes such as women asylum seekers, women human rights defenders and women refugees appear in separate boxes and not in the main text. Other themes, such as sexual and reproductive health rights, conflict prevention and economic/political participation appear in the main text but are mainly or fully placed under the remit of another Action Plan: the Action Plan for Women's Rights and Gender Equality. The latest NAP seeks to narrow down and focus the WPS agenda by locating more long-term processes of change in women's status beyond it. Paradoxically, however, the comparatively dense appearance of the 2019 Plan to some extent conceals this narrowing. The question of whether WPS should take a narrow or broad (or short-term or long-term) approach is debated, to which we return in section 3 on coherence.

CONCEPTUAL APPROACHES: CORE CONCEPTS

The study has examined how the NAPs approach some of most debated concepts in the WPS literature, such as gender and security. It found that the approach to gender have changed significantly. While earlier NAPs tended to equate gender with women (and sometimes girls), the later NAPs pay much more attention to men and boys as gendered beings. The study also finds changes over times in the NAPs' understanding



of security. In the latest NAP, the notion of security is broader than before and includes issues such as migration and climate change. There is also a tendency to instrumentalise women's rights in the service of other security objectives, notably in efforts to combat violent extremism. For a more comprehensive discussion of the NAPs' conceptual approaches, see annex 2.

PRACTICAL APPROACHES: INSTRUMENTS

The study also examines the practical approaches or *instruments* (e.g., financial support, technical assistance, training) that the NAPs have put forward to address various topics. Generally, there is a tendency for later NAPs to be much more specific on this question. The first NAP contained very little specification of instruments to be applied to achieve a certain objective. Often, it simply stated that Norway *will seek to ensure* (e.g., that women are represented in the monitoring mechanisms of peace agreement implementation (p. 13) or that a gender perspective is integrated into all aspects of the UN Peacebuilding Commissions work (p. 13). By contrast, the later NAPs, and particularly the 2019 one specifies and combines instruments to a much larger degree. The instruments listed in relation to two of themes, women's participation in peace processes and conflict-related sexual violence, exemplify this (See table 3)

At the same time, there is a tendency that approaches to issues outside of Norway's direct authority have become more indirect than they once were. For instance, while the first NAP simply stated that *'Norway will put gender issues on the agenda when peace agreements are being drawn up'* (p. 13), the 2019 NAP says that *Norway 'will endeavour to ensure that the gender perspective is included (...) [and] strategically promote the gender perspective with the goal to ensure that more facilitators ... actively support women's rights and integrate the gender perspective in their work'* (p.18).

A significant shift in emphasis was introduced with the 2015 Action Plan – the new attention to priority countries. Prior to this, the NAPs – and even more so their implementation – had a strong focus on Norwegian engagement at the global level and in international operations. This was now expanding to a stronger focus on the ground. The selection of a group of priority countries was intended to be critical to achieve this objective. At the same time, it implied that inherent challenges in relating to long-term development assistance, mainstreaming and targeting of WPS came to the fore. (See also more on the WPS priority countries in Ch. 3).



Table 3. Specified instruments, by theme and NAP (examples)

Themes	NAP 2006	NAP 2011	NAP 2015	NAP 2019
Women's participation in peace processes	More women to be included in Norway's delegations. Efforts to be made to increase proportion of women in delegations where Norway is included in the peace process. Financial aid to support women's participation	More women to be included in Norway's delegations. Urge parties to include women, more engagement with local networks and actors, competence building, support to UN gender mediation strategy, support to parallel processes	More women to be included in Norway's delegations. Urge parties to include more women, foster opportunities for women to put forward their views, promote expertise of women who have participated in peace processes.	Gender balance in Norwegian delegations, Person on mediator team with responsibility to follow up WPS. Urge parties to include women, raise parties' awareness, technical assistance to women's organisations, support to their participation, support to/facilitation of parallel processes
Conflict-related sexual violence (SV)	Training in international law and human rights monitoring including sexual violence for Norwegian mission personnel. Combat impunity, address SV as part of R2P. Support projects in conflict areas designed to protect women and girls against SV-and rehabilitation of victims	Training and guidelines, support research, integrate SV in justice system development, support to victims, address impunity; through support to legislation, dedicated courts and police units, information, advocacy for exclusion of SV from amnesty provision in peace agreements	Address impunity through improved legislation and justice sector capacity. Legal and practical assistance to victims, healthcare, and projects targeting men as perpetrators* Promote incorporation of effort to prevent and combat SV in peace agreements	Raise issue in peace processes, in operations: prevent- combat in situ and prosecution. Norway will give high priority to psycho-social support for survivors. (Indicator: percentage of Norwegian staff employed to missions who have received training on SV, and embassies who report on work on SV.) Support organisations working on SV. Work with legislation and justice sector to oppose impunity. Support awareness raising with boys and men. Collect best practices for humanitarian scenarios and be driving force for UN compliance with guidelines

* Less specific and comprehensive than in previous plan

2.2. Have the NAPS evolved in their understand of change? If so, how?

This section focuses on how different NAPS describe and systematize processes of change. We trace some of the intervention logics specified in the plans. For this purpose, we use a results chain approach to clarify how the plans intend to affect change, as described in the NAPS. A results chain is a simple and useful model that describes the chain of events from interventions to outputs and desired end result. The results chain typically states 1) the activities or interventions that are to be conducted, 2) the outputs that these activities will produce, and 3) the outcome or end results.⁶

It is easier to assess the understanding of how the activities are intended to lead to desired outcomes if the parts of the results chain are concretely spelled out. However, action plans are sometimes describing how they intend to affect changes at the higher level and may lack precise and complete descriptions about how the activities will be conducted, how activities will produce outputs, and how these outputs play a part in producing the outcomes. Similarly, clearly describing the underlying assumptions for the plans to affect change is necessary to understand how they are intended to work, but not necessarily explicitly stated in an action

plan. The results framework, indicators and guidelines are therefore important and can be helpful in assessing how the NAPS are intended to affect change since these sources concretize the results chain.

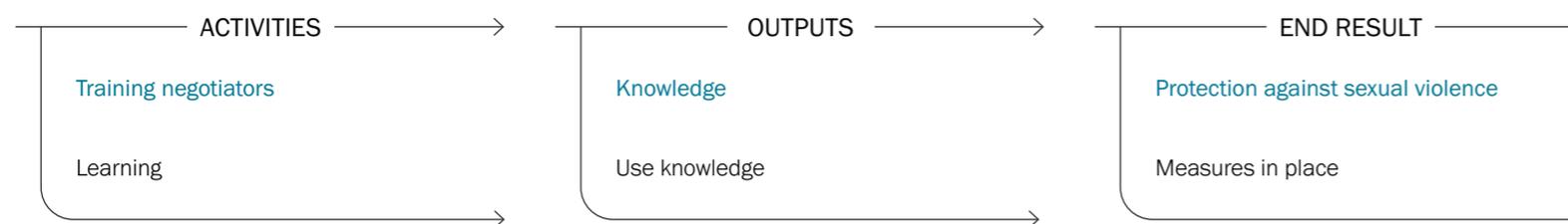
Box 1. Participation: Outcome or output?

A recurring discussion during the development of the 2019 results framework was over what counts as outcomes in the WPS agenda, and what are merely outputs that can produce the desired end state of outcomes. For instance, while some argued that the participation of women is simply a means to an end- inclusive and legitimate *peace* agreements, or indeed, inclusive and legitimate peace, others held that the WPS agenda clearly hold women's participation to be a goal in itself, and that it is therefore an outcome, not an output. Similar arguments could be made over women's participation in missions or in peace agreement implementation.

⁶ Sometimes it may be useful to distinguish outcomes from end result. What is important, however, is to specify the ultimate goal of the intervention so that the logic is assessed along the chain all the way to what one is trying to achieve.



Figure 1. Training negotiators on sexual violence: The results chain



The results chain in figure 1 shows the following result chain: Norway funds or provides the training (*activity*) to take place. Negotiators receive training on sexual violence, and this training enhances their knowledge (*output*) about what to do to prevent sexual violence and how such preventive measures can be written into peace agreements, which in turn lead to action that protects women against sexual violence (*end result*).

In general, an understanding of the logic between the inputs and end results also requires an understanding of the necessary assumptions about causality that are made, i.e., the *theory of change*. A theory of change typically refers to the results chain *plus* the explicit or implicit assumptions of causality that should put the

results chain in motion. The degree to which theories of change are understood and elaborated is also informative for assessing how plans are intended to affect changes. In our example, assumptions about causality would typically be that the training is relevant for the negotiators, that they actually *learn* something new about what can be used to prevent or combat sexual violence, that it is the lack of knowledge that has prevented them from proposing measures earlier, and that they *use* this knowledge to propose measures. Whether they achieve the end result is then dependent upon whether the proposal is included in the peace agreement and whether concrete protection measures for sexual violence are implemented, both of which are decisions made by others.

The NAPs differ significantly in whether and how they articulate the logic of how the activities are intended to lead to the desired outcomes. **The 2006 NAP** simply presented a list of measures under three different chapters, each chapter organised under national, bilateral and multilateral sections. The plan's measures were a mix of activities and outcomes, the latter sometimes without specifying the actions or outputs that would lead to the outcome (e.g., '*Norway will seek to ensure that women are represented in the monitoring mechanisms established in connection with various peace agreements*' p. 13).



The 2011 NAP provided an improved logic of how the objectives were to be met in that it clearly distinguished between activities and outcomes (outcomes are termed "Goals", see Table 4). The plan provided a general focus/objective under each of its four priority chapters. These objectives were generally at the output level. It then provided several outcomes/goals under each priority area. Under each goal/outcome there was a list of specific activities or efforts. The plan also provided indicators for each goal/outcome. The indicators were a mixture of outputs and outcomes (e.g., *number of measures, projects ... that increase prosecution of perpetrators⁷ of sexual violence, or proportion of peace agreements where Norway is involved that have concrete provisions on (...) sexual violence*). The indicators were listed after the list of activities, and were not explicitly related to any specific activity. But since the goals were quite focused a link could sometimes be made between indicator and activity.

Table 4. **Outcomes, outputs and activities in NAP 2011**

Priority area 4 Sexual violence in conflict
Norway will strengthen its efforts to prevent and protect against sexual violence, promote the prosecution of perpetrators and increase support to survivors.

Goals	Activities	Timeframe	Ministry
4.2. Victims of sexual violence in conflict have opportunities for rehabilitation in areas where Norway is engaged	4.2.1. Support and initiate projects to provide legal and practical assistance to victims of sexual violence	2011–13	MFA
	4.2.2 Support measures that promote socioeconomic rehabilitation	2011–14	MFA
	4.2.3 Support the development of psychosocial and medical services and training for health workers	2011–15	MFA

⁷ This should probably have read: number of projects *that seek to increase prosecution*



The 2015 NAP was quite similar to the 2011 NAP. It stated a general objective for each priority area/ chapter but in contrast to the NAP 2011, there was an improvement in clarity since these objectives were now generally specified at the outcome level and not as outputs. It then provided a list of what it called 'outputs' (some, e.g., an increase in the number of women in peace processes seemed more like outcomes), see box 1, and activities (some less specific than others) under each output. The plan itself did not provide indicators, these were developed and appeared in the annual reports. Like the 2011 indicators, the indicators did not link up to specific activities or interventions.

The 2019 plan again adopted a different approach. The chapters contained longer, more general discussions about connections, problems and trends, and descriptions of what Norway had been and was doing. The end of each chapter contained a section headlined '*Norway's goals are as follows*' which listed a number of contributions or actions to be made by Norway, e.g., 'we will urge the parties to include women in their delegations.' these were developed and appeared in the annual reports. Like the 2011 indicators, the indicators did not link up to specific activities or interventions.

Table 5. **Outcomes, outputs and activities in NAP 2015**

Priority area 4 Sexual violence in conflict
Norway will strengthen its efforts to prevent and protect against sexual violence, promote the prosecution of perpetrators and increase support to survivors.

Priority area	1. Peace processes and peace negotiations	
Objective	Peace processes and peace negotiations in which Norway is engaged involve the participation of both women and men, and peace agreements address the rights, needs and priorities of both women and men	
	1.1 An increase in the number of women participating in peace negotiations and peace processes"	Output
	1.1.1 Promote the participation of woman and civil society organisations in peace processes, and urge parties to conflict to increase the proportion of women in their negotiating delegations	Lead Ministry: Foreign Affairs



Figure 2. NAP 2019, excerpt from goals for peace and reconciliation processes

Norway's goals are as follows:

»We will work systematically to ensure that peace and reconciliation processes facilitate participation by women in all phases, and that both women's and men's rights, needs and priorities are respected.«

We will contribute to *more women taking part in peace negotiations and peace processes*. We will contribute to increasing the number of women facilitators and peace mediators internationally, and work to ensure that men also promote women's participation and influence.

We will *urge the parties to include women* in their delegations.

»We will support *civil society initiatives* for peace and reconciliation and facilitate participation by women's organisations in conflict prevention and conflict resolution processes, also where a formal peace process has yet to be established.«

We will endeavour to ensure that the gender perspective is included in peace agreements and peace processes. (...)



The results framework of the 2019 NAP was located at the end of the plan. The results framework provided both outcomes and outputs for each priority area/chapter, with specific indicators for both outcomes and outputs. At a very abstract level, the outputs could be said to be specific interventions, e.g., *'Norway helps to ensure that parties to the negotiations and mediators include women'*, an output with three indicators; percentage of women in Norwegian teams, percentage of peace processes where Norway had a formal role where Norway worked strategically to ensure women's participation, and percentage of early dialogue processes where Norway did the same. However, since the interventions/outputs/indicators were generally at an abstract level, the results chain, to the extent it could be said to exist, was fairly abstract too. *The Guidelines to the Foreign Services on Women Peace and Security* (a separate document with the same chapter organisation) contained more specified interventions, e.g., *'Norway shall ... carry out a gender sensitive conflict and actor analysis ... and 'create a simple strategy for how women's participation can be taking into account'*. However, these more specified interventions were not part of the NAP results framework

and, therefore, their implementation or otherwise were not reported on systematically.⁸ Nor were they linked to specific outcomes, outputs or indicators. (We address

the results framework in greater detail in part six on implementation and in part seven on learning and evaluation)

Table 6. [NAP 2019. Results framework](#)

Priority area 4 Sexual violence in conflict

Norway will strengthen its efforts to prevent and protect against sexual violence, promote the prosecution of perpetrators and increase support to survivors.

Impact level	
Women's participation in peace and security work has increased, and women's and men's rights, needs and priorities are strengthened in areas affected by armed conflict.	A qualitative evaluation that assesses whether, or how, Norway has succeeded in contributing in selected areas. It includes recommendations for improved efforts. The evaluation questions are defined at an early stage, with thematic delimitations.
Outcome level	
Results	Indicators
Output 1.1.1	
Norway helps to ensure that parties to negotiations and mediators include women	1.1.1 a) Percentage of women who participate in Norwegian peace and reconciliation teams. 1.1.1 b) Percentage of peace processes in which Norway has a formal role where Norway makes active endeavours to ensure women's participation in negotiation and mediation delegations. 1.1.1 c) Percentage of peace and reconciliation processes in which Norway is involved in an early phase, where Norway makes active efforts in relation to the parties to prepare the ground for women's participation.

⁸ Such interventions might be mentioned in the narrative reporting from the embassies in priority countries in a separate section in the annual reports.

THEORIES OF CHANGE

Table 7 sets out the results chain for three prominent NAP themes relevant to aid, and any changes to the components of the chain. We also identify some of the implicit theories of change and end results for each theme. The 2019 NAP contained an explicit, overall theory of change that encompassed several themes and interventions, whereas the other NAPs contained no explicit theory of change either at the macro-level or for specific themes. However, we find that all the four NAPs explicitly stated a causal connection between inclusive peace processes and sustainable peace, even if only the 2019 NAP applied the term 'theory

of change' when asserting this connection. We also find that there was more emphasis on the causal link between women's/gender perspective inclusion and lasting peace in later NAPs, whereas in earlier NAPs, inclusivity and gender equality frameworks and lasting peace appeared more as two independent goals. For the other two themes, humanitarian efforts and sexual violence, causal claims were less explicit and could only be extrapolated.

9 The theory of change reads: *If steps are taken to facilitate implementation of the commitments to women, peace and security, if women participate in and have influence on peace and reconciliation processes, the implementation of peace agreements, missions and operations, and humanitarian efforts, and if women's and men's rights are safeguarded, needs met and priorities taken seriously in these efforts, then 2) this will lead to more peaceful societies because 3) both women and men play decisive roles in the peace and security context, and inclusive societies are more sustainable.* Informants from NORAD and the MFA reported that the inclusion of this causal linkage between the inclusion of women/a gender perspective and peace was a subject of discussion during the drafting of the NAP, with some arguing that these claims were not supported by research. Others, most notably the former WPS Special Envoy, stated that these causal dynamics had been established in WPS-related UNSC resolutions, and it would be a setback for the WPS agenda as a whole to refute it now.



Table 7. Result chains and theories of change over time for selected NAP themes

Themes	Activities /Outputs	Outcome	End results and theory of change	Changes over time
Peace processes- women's participation and inclusion of gender perspective	<p>More women to be included in Norway delegations, as a positive example. Direct lobbying with parties. Financial aid to support women's participation. Support to women's networks. Provision of expertise and training. Facilitation of parallel, civil society processes</p> <p>Norway will put gender perspective on agenda (earlier NAP)</p>	<p>More women participate in peace processes.</p> <p>Peace agreements take into account women and men's different needs and priorities and safeguard women's rights.</p>	<p>Parties can be influenced through the example and lobbying of Norway. More women can participate if they receive financial support. Women promote their gender interests in negotiations, plus those of victims and civil society.</p> <p>End result: Women's participation in peace process enhances prospects of lasting, stable and democratic peace.</p>	<p>Less assertiveness about Norway's ability to influence parties, particularly on women's participation More focus on provision of expertise, and on track 2 processes.</p> <p>Somewhat more emphasis on causal link between women's/ gender perspective inclusion and lasting peace in later NAPs, whereas in earlier NAPs, inclusivity and gender equal frameworks and lasting peace appear more as two independent goals.</p>
Humanitarian efforts	<p>Conditions on funding(incorporation gender perspective and gender disaggregated reporting) provisions of expert pool, normative advocacy with UN and other actors</p>	<p>Women's and girls needs and vulnerabilities are addressed</p>	<p>Gender perspective will ensure effectiveness since those in need are targeted and reached.</p>	<p>Notion of what applying a gender perspective encompass has become much more complex. The 2006 NAP suggests incorporation of gender perspective could be achieved by reporting collaboration with local women organisations, 2019 NAP refers to all aspects of programme cycle.</p> <p>The end results and the theory of change on this theme are generally not made explicit, perhaps due to assumptions that the benefits and necessity of taking women and girls' needs into account in humanitarian efforts are obvious. Although in the two later NAPs (2015 and 2019) a link between effectiveness and gender perspectives in humanitarian efforts are made</p>



Table 7. Result chains and theories of change over time for selected NAP themes

Themes	Activities /Outputs	Outcome	End results and theory of change	Changes over time
Conflict related sexual violence	<p>Training mission personnel in relevant legal frameworks, Address impunity through work with national legislation and justice system, legal support to victims, dedicated legal /police units, and military intervention, advocacy exclusion from amnesty in peace agreements</p> <p>Support projects on rehabilitation of victims/ health, counselling</p>	<p>Measures are implemented to prevent sexual violence in countries where Norway is engaged, perpetrators are brought to justice at national or international level and victims have opportunities for rehabilitation.</p> <p>All people (women, men, boys and girls are protected against sexual violence in humanitarian crisis</p> <p>Norwegian personnel are trained on sexual violence.</p> <p>Peace processes address protection against sexual violence</p>	<p>Like with humanitarian efforts, theories of change on sexual violence are rarely stated in the NAPs. Implicitly, there are assumptions of deterrence through prosecution and sanctions and that laws and justice system lack sufficient expertise and frameworks to effectively criminalise sexual violence.</p> <p>There is also a noticeable lack of elaboration of how military personnel can implement protection against sexual violence, even if there is much emphasis on the need for training and guidelines on this.</p>	<p>Instruments are generally more extensive in the later NAPs.</p> <p>Most of the stated outcomes are from NAP 2011, where sexual violence is the theme of a dedicated chapter.</p> <p>In earlier NAPs sexual violence is linked to trafficking and sexual abuse and exploitation, and in the last NAP forced and early marriage is included in the definition of conflict related sexual violence.</p>

* Given that the theories and outcomes of the two themes of women's participation in peace processes and the inclusion of gender perspectives in the same processes often were intertwined, they were analysed together.

2.3. How does the understandings and themes in the NAPs reflect those of Finland, Sweden and Denmark?

The ToR of the study also ask for a comparison of the themes and approaches of the Norwegian NAPs with those of other Nordic countries. Table 8 below shows the themes included in the most recent NAP of Norway (2019) and three other Nordic countries – Denmark (2020), Sweden (2016) and Finland (2018). The Norwegian and Finnish plans contain the most comprehensive lists of themes. They both include a few more of the so-called emergent themes (climate change and women asylum seekers/migration) that the Danish and the Swedish plans do not. The Swedish and Danish plans also refer to violent extremism only in passing, whereas in the Finnish and Norwegian plans these themes are much more central. The Danish NAP is the only one of the four that do not have peace processes as a separate priority area or chapter and there is comparatively little general discussion of peace processes in the plan. Denmark also has a separate

chapter on sexual violence, and its discussions of humanitarian efforts focus to a large extent on this

topic. Compared to the three other Nordic plans, the Swedish plan dedicates significant space to conflict prevention in a separate chapter. The Finnish plan is most similar to the Norwegian plan in terms of chapter structure/priority areas. The study has also compared the Norwegian 2019 NAP's approach to core concepts and causal claims with those found in the three other NAPs. In general, the Norwegian NAP goes furthest in recognizing men and boys' gendered vulnerabilities. There are also some differences in the extent to which women's rights are instrumentalized, with the Norwegian NAP going somewhat further than the others. For a more detailed discussion, see annex 2.



Table 8. Themes in the Nordic NAPs

Priority area	Finland 2018	Sweden 2016	Denmark 2020	Norway 2019
Peace processes- women's participation	X	X	X	X
Peace processes-Gender perspective	X	X	X	X
Peace operations/missions- women's participation	X	X	X	X
Gender balance in national armed forces and police	X		X	X
Peace operations/missions- gender perspective	X	X	X	X
Conflict Related Sexual Violence	X	X	X	X
Gender based violence	X	X	X	X
Gender perspective in peacebuilding/peace agreement implementation	X	X	X	X
Gender based violence	X	X	X	X
Gender perspective in peacebuilding/peace agreement implementation	X	X	X	X
Humanitarian/aid efforts- gender perspective ¹⁰	X	X		X
Security Sector Reform	X	X	X	X
Justice /Legal reform/access to justice ¹¹	X			X

¹⁰ In the Danish NAP reference is made to the integration of measures to fight sexual and gender-based violence in humanitarian efforts, but there are no references to humanitarian efforts as a stand-alone issue.

¹¹ The Danish NAP refers to Justice/Legal reform/access to justice only in context of prosecution of sexual and gender-based violence.

Table 8. Themes in the Nordic NAPs

Priority area	Finland 2018	Sweden 2016	Denmark 2020	Norway 2019
Transitional justice		x	x	x
Trafficking	x			x
Sexual exploitation and abuse	x	x	x	x
Disarmament, weapons control, DDR processes	x	x	x	x
Political participation	x	x	x	x
Economic rights/job creation for women	x	x	x	x
Violent extremism	x	x	x	x
Rights of sexual and gender minorities	x		x	
Women/girl asylum seekers, migration	x			x
Sexual and Reproductive Health Rights		x	x	x
Climate change	x			x
Women HR defenders	x	x	x	x
Conflict prevention	x	x	x	x
Total number of themes	22	19	19	23

2.4 Summary of findings

This part of the study has examined the Norwegian NAPs' thematic orientation and evolution, the practical and conceptual approaches found in the plans, and how the plans describe change dynamics. We found that, over time, the core thematic areas of the NAPs have remained fairly constant, although with somewhat more emphasis on women's participation in peace processes, humanitarian efforts and sexual violence. An important change in the last NAP is a more focused approach to post-conflict peacebuilding, limited to the period of peace agreement implementation. On minor themes there is more change, with a number of new topics included in the last NAP from 2019. The NAPs' approaches to the concept of gender and security have evolved. In recent NAPs gender includes the gendered experiences of men and boys and the category of women appears less homogeneous. The approach to security in the last NAP is more expansive.

The NAPs have become much more specific in their description of instruments, and perhaps as a result more indirect. However, in the results chains of the last NAP, activities and instruments are only described in the abstract, which makes for an abstract results chain overall and (as we return to in parts 6 on

implementation and part 7 on evidence and learning) complicates the assessment of implementation and results.

In a comparative perspective, the Norwegian NAP has many similarities to the Finnish NAP regarding themes, although there are some differences in the plans' approaches to gender and security.



Coherence in action plans

This chapter maps and analyzes internal coherence within the NAPs and whether there is clarity about what they intend to do and achieve. We also examine whether and how the NAPs relate to Norwegian national action plans in other fields as well as in relation to other Norwegian development policy objectives and priorities, and whether any inconsistencies exist.



PHOTO : FLICKR / UN Women / Ryan Brown / FLIC.KR/P/2B87XGD



3.1 Are the NAPs (1) internally consistent and (2) clear in its articulation?

In chapter 2 the team identified evolving themes, priorities and approaches in support for the women, peace and security agenda. There are important changes and even discontinuities in the action plans. However, the team has not detected any inconsistencies in the plans, although in a document which deals with actions at such a general level, it may not be challenging to avoid inconsistencies, especially when starting out with a short plan (2006) that is gradually developed and refined.

The first NAP (2006) was generally vaguer on overall purposes than the subsequent plans and contained much less discussion on this question. Its introduction

stated that ‘we will work for the increased participation and representation of women in local and international peace-building processes, we will seek to increase recruitment to peace operations (...) and intensify efforts to safeguard women’s protection in conflict situations.’

The other three NAPs generally presented four overall sets of purposes: to increase women’s influence over and participation in decision-making processes that affects them; to protect women (and men) from harm and suffering; to improve the effectiveness of operations and efforts; and to ensure sustainable peace. While these purposes are in many ways similar to those in the first NAP, they were described with more detail and clarity. For instance, in the 2019 NAP, women’s participation in decision making processes was linked with their right to decide over matters that affect their lives and future (p. 7).

As described in section 2.3 above, the last three NAPs all included a systematized presentation of overall objectives, set out in each thematic chapter. At the outcome level, clarity varied between the different NAPs. The 2011 NAP set 2-3 goals for each priority area, which were clearly defined outcomes. The 2015 NAP similarly had several goals for each chapter.

These were also largely outcomes.¹² But confusingly, the outcomes in the NAP 2015 were called *outputs*. The NAP of 2019 presented outcomes for each priority area in the results framework at the end of the plan, although for clarity purposes it would have been useful if the name of each chapter was written into the results framework.

3.2 NAPs and other priorities in Norway’s development policy

The Norwegian NAPs cover wider areas than Norwegian development policy (e.g., the role of the Ministry of Defence or the gender composition of the police and armed forces). In relation to Norway’s development policy the team found that the NAPs were highly relevant in relation to Norwegian objectives and priorities (humanitarian, health and education in particular) and cross-cutting issues (gender and equality).

The team selected the action plans or strategies in two fields – gender equality and humanitarian affairs. The team selected the action plans or strategies in two fields – gender equality and humanitarian affairs – together with Norway’s approach to focus countries to further assess the consistency between the NAPs and Norwegian development priorities. We identify and analyze any

¹² The outcomes (‘outputs’) in the 2015 NAP varied greatly in concreteness (e.g., all people – women, men boys and girls – are protected against sexual violence in humanitarian crisis vs ‘a gender perspective is incorporated into all aspects of humanitarian assistance funded by Norway’)



references in the NAPs to these documents and vice versa. For the action plans on gender equality, we also assessed whether the NAPs and these action plans referred to the same themes and agendas within the field of gender equality and any significant divergences or inconsistencies. Finally, we looked at consistencies between the list of priority countries for development co-operation and WPS partner countries over time.

¹³ With one exception: the 2011 NAP referred to a white paper on recruitment to the Norwegian armed forces.

¹⁴ The 2019 NAP stated: 'The Action Plan on Women, Peace and the Action Plan for Women's Rights and Gender Equality govern how peacebuilding efforts are implemented in countries in conflict and in post-conflict countries (p. 49). Furthermore, the 2019 NAP results framework included indicators for the percentage of embassies in conflict and post-conflict countries that report on support on the five focus areas of the Women's Rights Action Plan – education, political participation, economic participation, violence and harmful practices and sexual and reproductive health rights.

¹⁵ For instance, in a broader discussion on women's political participation, the Gender Equality Action Plan referred to the NAP commitments to ensuring women's participation in peace processes, and under its outcome *Sexual violence in conflict is addressed and prevented* the Gender Equality Action Plan stated that Norway will implement its WPS plan in which the fight against sexual violence was a key element.

The NAPs and the Action Plans for Women's Right and Gender Equality

Of all the Norwegian NAPs, only the latest plan (2019) made explicit references to other Norwegian policy documents.¹³ The references to the 2016 Action Plan for Women's Rights and Gender Equality (hereafter, the Gender Equality Action Plan) were particularly pronounced. Chapter 5 of the 2019 NAP ('Sustaining Peace') referred to the Gender Equality Action Plan as an equally relevant framework as the WPS NAP as far as Norway's efforts in peacebuilding (beyond the immediate implementation of peace agreements)¹⁴ were concerned.

Likewise, the current Gender Equality Action Plan refers to the WPS NAP, although to the 2015 one, which was in force when the current Gender Equality Action Plan was launched in 2016. Like in the 2019 NAP, these references pertained to areas where the WPS NAP applied and would be implemented.¹⁵ The 2007 Action Plan for Gender Equality made reference to the 2006 WPS NAP. In contrast to the more clearly defined division of labour during later periods, whereby the Gender Equality Action Plan mainly referred to the WPS plans regarding work on themes such as sexual violence in conflict or women's participation in peace processes, the 2007 Gender Equality Action Plan addressed these issues directly. It contained a section

called *Peacebuilding, human rights and humanitarian assistance*, where many of the measures of the WPS NAP were listed, and some new presented. There were no contradictions between these measures and those of the then applicable NAP, but the fact that two plans covered the same area without clarifying a division of labour might have led to duplication of efforts and weakened accountability mechanisms.

The 2013 Gender Equality Action Plan, a much shorter document, had *women's participation in the security sector and in peacebuilding efforts, and the combat of sexual violence in conflict and post-conflict situations* as one of its seven objectives. In this case, however, the Gender Equality Action Plan clearly relegated the theme to a WPS NAP. The only action point under this objective is to 'develop a new strategy (i.e., a new WPS NAP) for Norway WPS efforts from 2014', whereas the other objectives listed numerous action points.

Table 6 shows that there were both differences and overlaps in the themes of the 2015 and 2019 NAPs and the 2016 Gender Equality Action Plan.

Perhaps the most noticeable difference between these two NAPs and the 2016 Gender Equality Action Plan related to how it understood the factors and mechanisms hindering women's participation and gender equality. The WPS NAPs generally focused on macro-level factors; institutions and politics and to



what extent they included women and gendered needs and priorities. By contrast, the Gender Equality Action Plan was much more focused on women's social and economic position within the family, matters of sexual and bodily autonomy and the constraints imposed on women through particular invocations of religion and culture. Arguably, the Gender Equality Action Plan looked more at the societal, underlying causes of gender inequality, whereas the WPS NAPs were more concerned with the manifestations of such inequality in societal institutions such as the military, the police and the courts. However, this difference is complementary, not contradictory.

¹⁶ 'The new Norwegian Humanitarian Strategy, which had been developed in connection with this action plan, integrated the gender perspective into the humanitarian response and emphasized women's needs, right to participation and influence' (p. 11) 'Norway's new humanitarian strategy will form the basis for our efforts. The work will be carried out in accordance with this action plan on women, peace and security and with the action plan on women's rights and gender equality' (p. 38).

¹⁷ All humanitarian efforts must recognize the fact that women and girls and men and boys have differing needs. Women's rights and participation are to be given priority, in line with our National Action Plan on Women, Peace and Security and our Action Plan for Women's Rights and Gender Equality in Foreign and Development Policy'. (p. 19)

¹⁸ Interview with former Special Envoy, June 2021.

¹⁹ 'As part of the Government's action plan to following up Resolution 1325, Norway has contributed to the production of a Gender Handbook on Humanitarian action...' (p. 18).

Table 9. Comparing the WPS action plan and the 2016 Gender Equality Plan

2016 Gender Equality Action plan	NAP 2019	NAP 2015
Girls' right to education	Mentioned in passing	Mentioned in passing
Women's political right and participation	Core theme (in peace negotiations and implementation)	Core theme (in peace negotiations and peacebuilding)
Women's economic rights and participation	Mentioned in passing	Mentioned in some detail
Violence and harmful customs	Core theme although different emphasis (sexual violence)	Core theme although different emphasis (sexual violence)
Sexual and reproductive health and rights	Mentioned in passing	No mention

Humanitarian strategies

The referencing between the humanitarian strategy and the latest NAP was less extensive. The 2019 NAP made two references to the 2018 humanitarian strategy¹⁶, whereas the humanitarian strategy made one reference to the 2019 NAP.¹⁷ However, in terms of content there was broad consistency. This is probably in large parts due to the fact that the plans were developed during the same period and with the authors of each plan reviewing drafts of the other.¹⁸ The 2018 humanitarian strategy referred to women's particular needs, vulnerabilities and priorities throughout. It stated that it would give high priority to sexual and reproductive health rights, and it contained a section

on sexual violence and what measures would be required to address it, whilst also acknowledging that sexual violence affects men and boys. The plans were consistent in their approach to gender and in the importance accorded to recognizing the needs and priorities of women, men, boys and girls. There was only one earlier humanitarian strategy; a 2008 White paper to the Norwegian Parliament called Norway's Humanitarian Policy, which set out the principles and priorities for Norwegian humanitarian engagement. It contained one reference to the 2006 NAP without mentioning the actual document explicitly.¹⁹ However, there were no inconsistencies between the 2008 humanitarian strategy and the 2006 NAP.



Compared to the 2018 humanitarian strategy, the 2008 humanitarian policy paid less attention to women's needs and vulnerabilities as a cross-cutting issue. However, it was mentioned several times, with a separate box addressing it in some detail. The 2008 humanitarian policy refers to conflict-related sexual violence although it did not feature as prominently as in the later 2018 strategy.

WPS Priority countries and partner countries for development cooperation

A 2016 White Paper on development assistance emphasized the need to concentrate Norwegian aid to a select smaller group of countries and a 2017 White Paper identified 16 partner countries.²⁰ Those 16 were in two categories. In 10 countries the focus should be on long-term development cooperation – Colombia, Ethiopia, Ghana, Indonesia, Malawi, Mozambique, Myanmar, Nepal, Tanzania and Uganda. In six countries the main focus should be conflict prevention and stabilisation – Afghanistan, Mali, Niger, Palestine, Somalia and South Sudan. Subsequent and recent developments imply certain changes in the support to some of these countries – especially in Ethiopia, Mozambique and Myanmar, where conflict had erupted or intensified.

The 2015 WPS NAP introduced the term priority country, even if the 2011 NAP had named some countries that might be amongst those where Norway would focus (see chapter 2). The idea behind the concept was to enable more focus on implementation and results, following findings that Norway's footprint was more visible in normative, multilateral forums²¹ than in actual conflict settings. At the time, it was thought to be preferable if a WPS priority country was

also a partner country for development cooperation.²² Other criteria at the time of the introduction of the concept were that Norway had an embassy in the country in question, and that there was some willingness and interest from that embassy in becoming a WPS priority country.

At first a small group (5) was selected, but this gradually expanded and now includes 10 countries and the Norwegian mission to the African Union. Those 10 countries are Afghanistan, Colombia, Mali, Mozambique, Myanmar, Nigeria, Palestine, The Philippines, South Sudan and Syria (See table 10)

²⁰ See St. 24 (2016-2017) Felles ansvar for felles fremtid and St. 17 (2017-2018) Partnerland i utviklingspolitikken

²¹ See *Review of "Women, Peace and Security: Norway's Strategic Plan 2011-13"* (unpublished n.d., 26 pages, implemented by Scanteam). See part 7, Evidence and Learning in this report for more discussion of this document.

²² Interview with former 1325 coordinator, June 2021.



Table 10. Development aid partner countries and WPS priority countries, 2014-2019.
(countries in red: Conflict-affected or unstable countries (i.e. potential WPS countries) as of mid-2021)

Country	Partner country aid 2014	WPS country 2015	Partner country aid 2018	WPS country 2019
Afghanistan	x	x	x	x
Colombia		x	x	x
Ethiopia	x		x	
Ghana			x	
Haiti	x			
Indonesia			x	
Malawi	x		x	
Mali			x	x
Mozambique	x		x	x
Myanmar	x	x	x	x
Nepal	x		x	
Niger			x	
Nigeria				x
Palestine	x	x	x	x
Philippines				x
Somalia	x		x	
Syria				x
South Sudan	x	x	x	x
Tanzania	x		x	
Uganda			x	
African Union				x

Several observations emerge from comparing these two lists. The most striking is that only four of the six conflict-affected partner countries are on the list of WPS priority countries (Niger and Somalia are not) while a number of WPS priority countries are not among the partner countries (Nigeria, the Philippines and Syria). There are, however, also links the other way around – Colombia was made a partner country as a result of Norway's role in the peace process in that country.

Somalia is a special case. It is a major recipient of Norwegian development aid, Norway is deeply involved in peace processes (including a Somalia Special Envoy in the Peace and Reconciliation Section in the MFA) and major funds are disbursed bilaterally from the Embassy, through NGOs and multilaterally addressing many of the priorities in the Norwegian NAP.²³

The team's overall impression is that the links between Norwegian partner countries and WPS priority countries are weak. The proliferation of WPS priority countries might potentially also undermine one of the original rationales for the concept – a more focused approach to WPS efforts.²⁴ Moreover, we note that most of our informants, including very central actors in the MFA and Norad, stated that they did not know what the criteria for becoming a priority country were. Some

explicitly asked the team to find out on their behalf. Others believed that countries where Norway was involved in peace initiatives would normally become priority countries, pointing out that this does apply to all the current priority countries with the exception of Nigeria. While we were able to establish the criteria for the selection of the 5 original priority countries, as described above, the team obtained limited information about the criteria for subsequent expansion. However, from information provided subsequently by the former Special Envoy, it emerged that the Philippines was selected because of Norway's involvement in the peace process there, Syria because Norway was part of the development of a new approach to WPS in that country²⁵ and the selection of Nigeria was linked to ongoing efforts to counter violent extremism.

²³ See the recent evaluation of Norway's engagement in Somalia: <https://www.norad.no/om-bistand/publikasjon/2020/evaluation-of-norways-engagement-in-somalia-20122018/>.

²⁴ Interview with MFA official, June 2021.

²⁵ The section on Syria (p. 67-70) in the NAP annual report for 2019 described how Norway's support to women's participation in the peace process there was based on using the Constitutional Committee as a door-opener to the wider process, 'given the current circumstances'.



3.3 Summary of findings

All but the first NAP contained clear purposes and goals. At the outcome level clarity varies, with the latest NAP most clear in its presentation.

The most recent NAP contained several and substantial references to the most recent Action Plan for Gender Equality but at the same time clearly demarcated the fields of the different action plans. Likewise, the current Action Plan for Gender Equality contained references to the NAP where relevant, without duplicating efforts. This was a change from earlier periods when the WPS NAPs generally did not refer to the Action Plan for Gender Equality at all, whilst the latter referred to the NAP, but with an unclear division of labour. There was no inconsistency between any of the Action Plans for Gender Equality and their concurrent NAPs. While the thematic foci of the two latest NAPs and the Action Plan for Gender Equality differed, there are some links, and their foci on family/culture and institutions are different but complementary.

There were both references and consistency between the 2018 humanitarian strategy and the 2019 NAP, and consistency between the 2008 humanitarian policy and the 2006 NAP. However, there were some

inconsistencies between the list of partner countries for development and the WPS priority countries. Many of the partner countries were conflict-affected countries, but not WPS priority countries. The list of WPS priority countries contained some countries which were not partner countries. More coherence between the two lists would have been supportive of the realisation of a stated intention in the NAP 2019: closer coordination between WPS efforts and women's rights work in Norwegian development corporation.



Relevance for priority countries



PHOTO: NTB SCANPIX / AFP PHOTO/SALAH OMAR



4.1 Are NAPs aligned to national priorities (policies and strategies) and population needs in partner countries?

The team analysed the NAPs' relevance for priority countries through two case studies: Palestine and South Sudan. They have both been priority countries since the 2015 NAP. We examined the Norwegian NAPs in relation to the two countries' national plans and the Norwegian operationalization of the strategy in these two countries. A more detailed analysis of each case can be found in annex 3.

4.2 Summary of findings

The main commonalities in themes across the NAPs were sexual violence and women's participation in politics, decision-making and peace processes. For the latter there is some difference in focus. The Norwegian NAPs (2015 and 2019) emphasized women's participation in peace and reconciliation processes, whereas the NAPs of Palestine (2016 and 2020) and South Sudan (2015) focused more on politics and decision-making processes more broadly. However, the Norwegian WPS planning and reporting

on efforts in the two partner countries suggested an equal or larger focus on political participation more broadly than on peace processes specifically. An overall observation is that the Norwegian NAPs focused more on issues during conflict (peace agreements, conflict related sexual violence), while the Palestinian and South Sudanese NAPs focus more on post-conflict or development issues (political participation, general gender-based violence, general development). On the ground, however, there is more convergence, since the Norwegian efforts also addressed these post-conflict and development issues.

On humanitarian efforts, there is a difference in the NAPs – the South Sudan NAP did not address this as a main issue whereas the plans of Norway and Palestine did. On that point, the Norwegian NAPs and WPS efforts appeared relevant to population needs. The Norwegian NAPs did not address the particularities of the occupation in Palestine and the entire global WPS agenda was called into question on that basis in Palestine.²⁶ While the most recent Palestinian NAP is more muted than the former NAP on this issue, this question might still affect the relevance of the Norwegian NAPs to population needs in Palestine.

²⁶ See the 2016 and 2020 Palestine NAPs



Participation: Consultation

This section focuses on whether and how governments and civil society in Norway's priority countries, or civil society in Norway were consulted during the drafting of the NAPs. We address this question through interviews and document reviews, with a particular focus on the process of drafting the current 2019 NAP.



PHOTO: FLICKR / UN Women / Ryan Brown / FLIC.KR/P/S3GDGP

5.1 Have the NAPs been developed in consultation with governments and civil society in priority countries? And with civil society in Norway?

The 2006 NAP was in large parts written by external consultants at PRIO, which later emerged as a main hub for WPS research in Norway and globally. Consultation was largely focused inwards, towards the Ministry of Foreign Affairs, the National Police Directorate and the Ministry of Defence. Consultation outside government, including with civil society was limited. Civil society was invited to provide inputs to the drafting process but not to review draft versions of the plan. It is also noteworthy that due to limited consultation, the plan itself was termed a Government Action Plan (and not *National Action Plan*)

For the 2011 and 2015 NAPs, consultation was broadened, particularly with regard to civil society in Norway. By 2010, a cooperation forum [samarbeidsorgan] for 1325 had been set up in order to facilitate exchange of information and experiences between research institutions, civil society and relevant sections in the MFA and other government institutions. The 1325 cooperation forum has continued to convene twice a year.²⁷ It has become the main mechanism for consultation rounds for preparations of new NAPs, with seminars where MFA officials, as well as researchers and members of civil society meet in order to discuss the next plan. Members of the 1325 cooperation forum were invited to review drafts of the 2011 and 2015 plan before they were launched. Partners in priority countries or elsewhere outside Norway were not consulted directly during the preparations of the 2011 and 2015 plan.

The 2019 NAP was launched in early January 2019. The first round of consultations with Norwegian civil society took place in April 2018, when members of the 1325 cooperation forum and other members of civil society and the research community were invited to provide general written inputs. FORUM 1325, an umbrella network for Norwegian organizations working with WPS, convened a one-day workshop for its

members and submitted a note of 13 pages.²⁸ The note included the need for a dedicated budget, more focused and extensive indicators, stronger language and more assertive demands vis-à-vis actors in conflict settings such as parties to the conflict, acknowledgement and focus on the continuums of different forms of gender-based violence in conflict and crisis, and that Norway should report any sexual exploitation and abuse claims registered against its personnel deployed abroad. Many of these points were included in the plan, although causality could not always be established. A clear contribution, which many informants recalled in interviews was that the NAP indicators would include accusations of sexual exploitation and abuse against Norwegian personnel, which was incorporated after extensive discussion with the MoD.²⁹ A dedicated budget and more assertive language and demands were generally not incorporated.

In general, civil society members recall the consultations as fairly extensive, in line with the more frequent consultation with the coordinator/envoy that had evolved in the years preceding the 2019 NAP. The then Special Envoy estimated that she had received around 40 different inputs from Norwegian civil society for the 2019 plan.³⁰ (Norwegian civil society was also invited to review the draft of the NAP annual

²⁷ The email/invitation list currently includes around 150 recipients.

²⁸ Innspill til ny norsk handlingsplan for kvinner, fred og sikkerhet, 20.02.2018 Forum Norge 1325.

²⁹ Possibly after two competitors to UNSC membership, Ireland and Canada, included it in their NAPs

³⁰ Interview with former Special Envoy, June 2021.



report before it was finalized). However, members of civil society argued that one shortcoming of the consultations process was that the first draft of the NAP was shared only in August, relatively late in the process.³¹

Upon the encouragement of Norwegian civil society, partners in civil society in priority countries were also invited to provide inputs to the NAP by e-mail. The inputs reviewed for this study (from South Sudan and Palestine) included pleas for entering into more long-term partnerships with local women's networks, more political support to women in politics and addressing the political causes of the crisis (Palestine). Again, causality is difficult to establish. As far as the team has been able to establish, the drafting did not involve consultations with governments in priority countries.

The drafting of the 2019 NAP involved extensive consultations with researchers, particularly those based at PRIO, who received core funding from the MFA for their work on WPS. Consultations involved frequent and multiple reviews of texts for the purpose of checking whether particular claims or other aspects of the plan were supported by academic research on WPS, or for more general comments. Discussions, meetings, and phone calls between the Envoy and the

PRIO researchers took place frequently and regularly. In general, the 2019 NAP made extensive reference to research on WPS and was informed by recent literature in the field.

5.2 Summary of findings

The consultations in connection with the development of the Norwegian NAPs have both broadened and deepened over the years. For civil society in Norway, consultations have become systematized through the establishment of the 1325 cooperation body in 2010. They were particularly substantial during the drafting of the last NAP. Civil society in priority countries was only consulted in the development of the 2019 NAP. The team has not found any indications of consultation with governments in priority countries specifically on the content and form of the 2019 NAP, even if these governments typically have been regularly consulted on Norway's WPS efforts on other occasions.

³¹ Interviews with members of civil society in Norway, June 2021.



Implementation: NAP's influence

This chapter maps and analyzes the role of the NAPs in Norwegian support to women, peace and security. The focus is the 2015 and in particular the 2019 plan. We have examined the NAPs' role in relation to Norway's implementation of WPS commitments; to what extent the NAPs have led to increased coordination within the Norwegian administration and between Norway and other actors; and finally, to what extent the implementation has been supported by capacity-building initiatives within the Norwegian administration. The review is limited to the areas the NAPs define as the primary responsibility of the Ministry of Foreign Affairs, funded through the development aid budget.



FOTO: NTB SCANPIX / IMAGEBROKER/DHAMMAKAYA



6.1 Have the NAPs guided Norway's implementation of WPS efforts?

Norwegian support for WPS is implemented through a variety of channels targeting interventions both at the global and country level, and it is managed through many departments and sections both within the MFA and Norad. A 2013 review found that the 2011 NAP had clearly served as an important tool for focusing and coordinating the Norwegian effort for women, peace and security.³² It also identified several challenges and weaknesses. It found that there was a need for a more consistent anchoring of the WPS agenda at the level of management and political leadership. Insufficient leadership commitment and follow-up were often identified as the main obstacles to mainstream this agenda across all relevant areas. Indeed, in many cases committed individuals played a decisive role in implementing the Plan, but sustainability depended on a clear commitment and responsibility at the management level.

³² See Scanteam, *Review of "Women, Peace and Security: Norway's Strategic Plan 2011-13"* (unpublished n.d., 26 pages, commissioned by Norad).

Several staff in Oslo and at Embassies interviewed in connection with the 2013 review referred to the strain on time and human resources, combined with the high number of prioritized tasks, agendas and strategies as barriers to the implementation of the 2011 plan. Moreover, many interviewees also underlined the need for training and awareness-raising on gender issues in general as well as the women, peace and security agenda specifically. Many pointed to the importance of on-the-job training in the context where they were working as the most relevant and useful type of training. While very few respondents reported having received specific training regarding women, peace and security, the messages were rather mixed with regards to the need for such training.

Management and staff

The main features of the previous set-up were maintained with the introduction of the 2015 plan. From 2017 the position of the coordinator was upgraded to a Special Envoy (in some respects an ambassador-level position) located at the Department for the UN in the MFA. The Envoy facilitates and supervises the implementation of Norway's support to WPS based on the National Plan and provides technical support to relevant sections in the Ministry and missions abroad. The Envoy takes the overall

responsibility for the coordination and development of new NAPs and often authors large sections of it in cooperation with colleagues in relevant sections and departments. She or he also prepares the NAP annual reports based on collected information from Norad, sections, delegations and missions.

The Special Envoy maintains a large network inside and outside the MFA and globally. Much of this relates to pursuing Norwegian WPS priorities at the global normative level and in supporting relevant MFA sections and missions in their efforts to mainstream support to WPS in their work. Based on inputs from relevant sections, embassies and delegations at the MFA, as well as from the MoJ and the MoD, the Special Envoy develops a short internal year plan, as called for in the 2013 review. The plan gives an overview of mainly political, institutional and diplomatic processes that various units are undertaking or supporting. By the end of the year, the Special Envoy produces an overview with the status of these processes. This plan and the reporting contain little to nothing on aid cooperation and the Envoy is not directly engaged in allocating funds for specific interventions or projects. He or she has a consultative role in reviewing work plans from embassies in priority countries and beyond. The Special Envoy is also in charge of the production of the official annual NAP reports.



Relevant sections in MFA have a 1325 focal point who works closely with the Envoy and facilitates the mainstreaming of the NAP. The team was informed that the Peace and Reconciliation section had developed their own WPS guidelines, including WPS assessments and plans (strategies) for individual peace processes. These could not be shared with the team for reasons of sensitivity.³³ The humanitarian section reported that WPS considerations (such as requirements that partners report on gender) are integrated into their application and reporting frameworks.³⁴

There are several mechanisms in place specifically for the WPS priority countries. At each of the embassies in each priority country, one of the diplomats serves as the 1325 focal point. The missions in priority countries

generally also have a locally recruited WPS advisor. The WPS focal points are responsible for planning and reporting on the results framework. Some of the embassies also have a gender advisor who is generally the same as the WPS-coordinator.

Most of the measures above were not mentioned in the 2019 NAP. However, the 2019 NAP stated that each embassy in the priority countries shall develop workplans for their WPS efforts. The plans seen by the team differed considerably in format and scope. Some contained narrative analyses of the country contexts and identified strategies for Norwegian WPS efforts within those contexts. Others were Excel documents containing a list of processes or initiatives to be pursued. The team noted that the role of such plans also varied greatly, and in many cases the plans were no longer updated or in use. Instead, the results framework (see below) and the indicators listed had in some cases become the main tool for planning in priority countries.³⁵ The 2015-20 Special Envoy acknowledged that developing the workplans had been resource-intensive and that they were no longer mandatory if the embassy did not find it helpful or a good use of their time to develop such plans.³⁶ Other mechanisms especially set up for WPS priority countries were the narrative reporting they delivered to the NAP

annual report, as well as annual gatherings for relevant staff at the embassies, both of which described in more detail below.

Within Norad there used to be a WPS focal point. After the reorganization of Norad in 2019 this is no longer the case. Instead, WPS is addressed in different departments with staff working on these issues. This includes grant management of the special WPS grant managed by Norad's civil society department (see more on this grant below). With Norad's increasing aid portfolios in general, including in conflicted-affected countries, the need for a WPS focal point or coordinator in the organisation was repeatedly raised in interviews.³⁷ Informants pointed out that in order for such a person to fully coordinate with the MFA s/he would need security clearance.

Officials interviewed for this study noted that the support and interest from the management and political leadership for the WPS agenda had varied significantly, with the current period being one of much interest and support. Amongst other things, this was reflected in the interest in the annual reporting by the political leadership. The fact that WPS is a separate agenda item in the yearly meetings between the political leadership and the ambassadors is another. For

33 Interviews with former Special Envoy and MFA officials, June 2021.

34 Interview with MFA official, June 2021.

35 E-mail communication with embassy 1325 focal point, interviews with former and current Special Envoys, June 2021.

36 Interview with former Special Envoy, June 2021.

37 Interviews with civil society members and Norad officials, June 2021.



these meetings, ambassadors serving in WPS priority countries are asked to prepare a four-minute status update on the embassy's WPS efforts. WPS is also one of four government priorities during Norway's term as a Security Council member.³⁸

Finally, the tasks of the Special Envoy increased significantly over the years, more so with Norway's membership in the Security Council. Whilst the Special Envoy currently receives support from an external consultant, the establishment of a team under the Envoy signify additional political and management commitment.

Are activities implemented?

To help us respond to study questions on implementation, monitoring and reporting the team reviewed the NAPs for 2011, 2015 and 2019 and the associated annual reports. We first identified from the action plans all planned activities and interventions under each of the identified goals and outcomes and selected those interventions that related to a specific

process or institution, with an expected specified and verifiable result (output). We excluded activities not funded by the aid budget (mainly relating to deployment of armed personnel from the Ministry of Defence). This left us with 12 interventions in the 2011-13 plan, 11 in 2015-18 plan and 8 in 2019-22 plan. We then used the annual reports to examine to what extent and how they were reported on. The findings in full are summarized in the table in annex 5. The team noted that no annual reports were published for 2013, 2014 and 2015.

Beyond this, several observations can be made. First, there is generally both poor and uneven reporting on results in relation to these selected interventions. They are best in relation to the 2011-13 plan where the annual reports made attempts to respond to the implementation of most of the planned activities and outputs. For the 2015-18 and 2019-22 periods, there were generally no reporting on planned activities although in some cases there was a narrative text ("examples") that in some cases related to them. The overall reporting during the 2015-18 period, reinforced with the new results framework from the 2019-22 plan, had prioritized reporting on quantitative indicators and in many cases did not identify actual interventions that ensured contribution to achieve outcomes.

The indicators in the 2019 results framework did sometimes consist of actions or interventions, although generally at an abstract level (e.g., 'percentage of peace processes where Norway works strategically to ensure women's participation' indicator 1.1.1 b).

It is difficult, therefore, to know from the reports what activities should be continued, revised or abandoned to increase effectiveness. More generally, it is difficult to ascertain whether and how the NAP guides the implementation of WPS efforts, one of the questions for this study.

Thirdly, the narrative reporting and results reporting were most detailed in relation to Norwegian contributions to peace processes (and more so in relation to peace processes and negotiations, far less in relation to the implementation of agreements) and in relation to deployment of Norwegian uniformed personnel to international operations. It was more superficial in relation to humanitarian aid and peacebuilding. One recurring challenge in relation to humanitarian aid and peacebuilding is how to map the Norwegian support. The focus was on the statistical databases and the combination of gender markers in disbursement coupled with identified conflict countries. Then percentage changes in disbursements were

³⁸ MFA, *Norske prioriteringer i FNs sikkerhetsråd* [Norske prioriteringer i FNs sikkerhetsråd - regjeringen.no](https://www.regjeringen.no/no/aktuelt/norske-prioriteringer-i-fns-sikkerhetsraad). Last updated 20.05.2020.



used as indicators to measure progress. However, such mapping was just a first step and should ideally be coupled with at least a portfolio analysis and assessment of effectiveness in priority countries.

Finally, while we have not assessed reporting and results in the priority countries, we do note that there was improvement in reporting in the last year (2019). The country reports did contain many good reflections and assessments of achievements and challenges. However, the country reports were often confined to what was managed directly by the Embassy, or specifically funded WPS projects (possibly combined, where relevant, with observations on international operations and UN humanitarian aid). What was often missing was humanitarian aid channelled via Norwegian NGOs, and Norwegian core funding or contributions to global funds with major country

programmes in the country. Many of them addressed gender concerns and were very significant financial contributors to peacebuilding.

Mainstreaming and targeting

The women, peace and security agenda is generally about mainstreaming this agenda into all Norwegian efforts related to conflict and post conflict situations. Without such an extensive mainstreaming effort, delivery on the women, peace and security agenda is not feasible. This has been done through engagement with the most relevant MFA sections and missions, including with missions in priority countries. Mainstreaming has also been the main instrument in terms of funding. Many Ministry staff have cautioned against dedicated funds, arguing that it risks reducing the WPS agenda to a special interest issue rather than a core component of all peace and security work.³⁹ Instead, staff should be encouraged to develop WPS-related activities and focus *within* their existing portfolios. Thus, efforts have been invested into increasing the proportion of all peace and security aid that have women's rights or gender equality as primary or significant objectives, an ambition that has been included as indicators in the results framework.⁴⁰ In addition, around NOK 50 million of the Women and Gender equality budget item (typically at around 170

mill in total) have normally been allocated to conflict-affected countries or countries where Norway have been involved in peace and reconciliation efforts. Specific information about how these funds have been allocated or spent in WPS settings have not been provided in the annual NAP reports.

Civil society has long argued that more dedicated funding mechanisms are necessary, stating that the absence of dedicated funding, oversight and tracing of results have proved difficult, since tracing and monitoring the implementation and results of the entire WPS portfolio – in the sense of all gender-marked aid to conflict settings – is not possible. Dedicated funding or a specified budget line to implement the WPS agenda is a common assessment criterion in comparative studies of NAPs, and is called for internationally – including by the UNWOMEN and other entities.

There is one small budget line targeting WPS, currently around NOK 20 million, for support to civil society organisations' work on women's participation in peace processes and peacebuilding. It is managed by Norad's civil society department. This allocation was presented in the 2015 NAP as 'a separate allocation to support the work of NGOs as regards women, peace and security' targeted primarily the achievement of

³⁹ Interview with former 1325 coordinators and Special Envoys, June 2021.

⁴⁰ Indicators 1.2.1 b (Peace and Reconciliation) and 4.2.1 d (Humanitarian support) and on page 71 in NAP (not enumerated) on Norway's bilateral assistance to countries affected by war and conflict.



outcomes related to peace processes, peacebuilding and women's participation.⁴¹

Reviewing the allocation for 2018, the team found that it reflected the NAP themes and priorities. The decision documents stated that the purpose of the grant was to support goals such as women's participation and the inclusion of gender perspectives in the peace process; to increase women's political and economic participation in conflict and post-conflict settings; and

41 See e.g. Henri Myrntinen, Laura J Shepherd, and Hannah Wright (2020) *Implementing the Women, Peace and Security Agenda in the OSCE Region OSCE/ LSE Center for Women' Peace and Security.*

42 *Fordelingsnotat 2018. Kap post 164.70 (Kvinner fred og sikkerhet) og kap. Post 168-70 (kvinnebevilgningen) fordelt av SIVSA. Norad, 27.06.18.*

43 Interviews with Norad and MFA officials, June 2021.

44 Interviews with Norad and MFA officials, June 2021.

45 This claim is based on a small number of interviews with Norad and MFA officials. The team was informed that there were no satisfaction surveys or similar documentation to further support this finding. Most of the reports from the annual gatherings included an evaluation or feedback section, which focused on feedback on the usefulness or otherwise of individual sessions, rather than the gatherings per se. The team was not provided with a report for the gathering in Oslo in 2016.

46 Interviews with Norad and embassy officials, June 2021. See annex 8 for an overview of these gatherings.

47 Interviews with Norad official, June 2021.

combatting conflict-related sexual violence. Funding should only be made available in priority countries.⁴² However, there had clearly been different views in Norad and the MFA about the funding criteria through this allocation.⁴³ This was related to whether the grounds for assessment should only be those set out in the call for applications or whether considerations about existing partnerships and relevance to Norway's peace and reconciliation efforts should also be a criterion for funding.⁴⁴ Both considerations were factors in the latest round of allocations. The processes around the grant illustrate divergent approaches to Norway's WPS efforts by Norad and the MFA. While the MFA might assess potential projects in relation to their contribution to broader political processes under the NAP, Norad typically focused more on the projects' ability to produce results in relation to their stated objectives.

6.2 Have the NAPs led to increased coordination within the Norwegian administration? And between Norway and others?

The team's assessment is that the process of improved internal coordination identified in the 2013 review has continued with the 2015 and 2019 plans. This has

been facilitated by the coordinator/special Envoy. It is linked both to the political commitment to the plan by the government and the MFA, the tools that have been developed in relation to the plan, the results framework and a series of largely informal mechanisms. The latter has included regular and substantial interactions between the Special Envoy and the most relevant sections in the MFA, interactions between the Envoy and important missions at the global and regional levels, but also with embassies in priority countries.

With the embassies a main initiative has been the introduction of an annual retreat bringing together 1325 focal points from the embassies of priority countries (in recent years also local focal points, who typically stay in their role much longer) and the Envoy and Norad staff. Staff interviewed by the team spoke highly of these gatherings.⁴⁵ Some argued that they enabled a degree of thematic coordination and exchange of learning across embassies that was unique to the WPS thematic field.⁴⁶ A particularly useful aspect was simply to learn about activities across embassy/Norad, since the latter was not always fully in the picture about initiatives supported in-country by the embassies, and to be able to adjust support accordingly.⁴⁷ The chance of learning from each other's experiences and different country contexts featured prominently in the



feedback/evaluation/closing remark sections of the reports from these gatherings (the format of the reports differs). However, the subsequent systematization of such learning and a system for ensuring that it would inform subsequent practice was called for by some of the informants.⁴⁸ It appears that this is largely up to the personal initiative of the Special Envoy.

Coordination seemed to work well with regard to global initiatives and diplomatic work related to WPS, especially in relation to the UN. Coordination in relation to long-term development in peacebuilding and reconstruction was struggling far more. There also seemed to be less coordination and interaction in priority countries between Norwegian support channelled through the Embassies and via other channels, as indicated in our South Sudan case study. Several of those interviewed, especially but not limited to Norad staff, pointed to the need for more substantial coordination of WPS-related efforts in development.⁴⁹

Interviews with the coordinators/Special Envoy together with perusal of the internal annual reports and work plans indicate that there is interaction with other countries and stakeholders at the global and normative level. We have less data on the situation on the ground in priority countries. We know that in some, but not all, countries, the embassies are active in donor coordinating forums related to WPS. In peace processes and Norwegian facilitation/mediation efforts we would also expect that there are consultations and interactions with stakeholders. In peacebuilding and reconstruction this seems largely linked to existing donor coordination of development interventions. Norwegian support to multilateral initiatives and earmarked of funding via such institutions and global funds have been a strong feature of Norwegian support in fragile and post-conflict countries. We do not know how and to what extent Norway has pursued specific WPS goals through these channels, but again this seems likely. Coordination with other donors in WPS priority countries will be covered in more detail in phase three of the evaluation.

6.3 Has the implementation been supported by capacity-building initiatives?

Implementation of NAPs crucially depends on staff awareness, skills and capacity to ensure that support to WPS is effectively pursued. The 2013 review emphasized the need for training and awareness-raising on gender issues in general as well as the women, peace and security agenda. While most respondents in that review pointed to a gap in knowledge and awareness, the lack of time and capacity to undertake lengthy forms of training were also emphasized. Several embassies pointed to the importance of on-the-job training in the appropriate context as the most relevant and useful training, using local or international/Norwegian resource persons as trainers and advisors.

The current analysis notes that there has been limited improvement in formal training through regular courses and training for MFA and Norad staff. The main initiative appears to be through the Foreign Ministry's Diplomatic Academy with one session on WPS delivered in the regular Foreign Service Trainee Programme. There is also a separate module on WPS in the regular course in Gender Equality conducted by Norad. The team

⁴⁸ Communication with Norad officials, August 2021.

⁴⁹ Interviews with Norad and MFA officials, June 2021.



noted that among those interviewed several claimed that there was no need for additional training; they argued that staff were knowledgeable about the WPS agenda and the tools for applying it. Several informants attributed this to the dedication and efforts of the 1325 coordinator/Special Envoy in recent years, through on-the-job related support, seminars and interactions targeting staff in WPS priority courses, relevant MFA sections and beyond.⁵⁰

Outside the MFA, there is also *ad hoc* training for members of facilitation teams delivered by Noref, as well as various international seminars and training exercises. There is also formal pre-deployment training on WPS issues for Norwegian police participation in international operations.

Portfolio management and gender marker

The WPS portfolio study identified challenges in the gender-marking of projects to indicate whether projects have gender equality as a main or a significant objective. Incorrect marking by programme officers or applicants and insufficient capacity to control

and check by Norad can sometimes lead to errors in identifying trends in disbursement patterns and whether targets are met. From a capacity-building perspective, there are several distinct issues:

- i) **whether marking is done correctly (or at all) in relation to the existing or final project application;**
- ii) **whether the basis of the marking is articulated sufficiently clear so as to pass the quality control conducted by Norad's statistics department, who might otherwise change the marking;**
- iii) **whether programme officers [saksbehandlere] have the ability/available support to provide feedback and advice towards better articulating existing gender equality objectives in the project documents so as to qualify for a gender marker;**
- iv) **whether programme officers [saksbehandlere] have the ability /available support to provide feedback and advice that can substantially strengthen or develop gender equality aspects of interventions.**

These challenges have mainly been addressed by the Special Envoy and the head of the MFA section for Gender Equality's informal engagement with relevant MFA sections and embassy staff in priority countries. Correct application of the gender marker has also been covered during Norad's regular courses on Gender Equality. More broadly, most informants expressed uncertainty about the underlying reasons for low or incorrect marking, and how this could be addressed. Some argued that the technical skills to mark correctly was of little help if the underlying understanding of gender analysis was absent. Others pointed to capacity and time constraints and asserted that these were key explanatory factors. Most interviewees were unsure about what, if any, training on the gender marker had been provided and could not recall having received any, with the exception of the initial training given to get access to the grant management system. Given the limited number of informants in the study, these responses might not be fully representative.

6.4 Summary of findings

The team concludes that there have been increasing attention and commitment to the women, peace and security agenda in the policy dialogue and development cooperation both at the global level and in priority countries. The National Action Plan has served as a

⁵⁰ Interviews with members of civil society, researchers and officials at the MFA, Norad and embassies.



central framework and reference point for mobilization around WPS across the aid administration and foreign service (and probably beyond). The team finds political commitment at the leadership level and coordinating and reporting mechanisms in place to ensure that the goals of the plans were integrated into efforts across the aid administration.

At the same time, with regards to development assistance, through which outcomes and end results at the country level are typically supposed to materialize, the plans have provided limited guidance on how to achieve their goals. The parts of the results framework relevant to aid have a strong emphasis on gender marking. This has been used used to measure progress. Data have been derived from a statistical database on disbursement of aid, rather than from assessments of individual projects and programmes and how they were implemented and what they achieved or contributed to. To put it somewhat simplistically, in this field the NAPs provided much guidance about what to achieve, but less about how to achieve it or how to prioritize between different goals. As one informant stated: *'There is no comprehensive analysis [of how aid can support NAP goals at the country level ... we should be asking questions such as]: Whom do we support now? What will help us reach the goals [in the NAP?] This is not being thought about...'*⁵¹

To some extent such reflections and planning are facilitated through the production and updates of the WPS work plans (when they are produced and updated) and in the narrative reporting on priority countries. However, these generally focus on embassy efforts and portfolios, rather than the total of Norway's aid efforts in the country concerned.

The process of internal coordination has continued to improve. This has happened mainly through the Special Envoy's informal engagement with the most relevant sections in MFA and through the introduction of annual seminars bringing together WPS coordinators and programme staff from priority countries. However, the need for further coordination of development efforts in priority countries was pointed out during several of our interviews.

Formal capacity-building training under the NAPs was limited and mainly confined to raising awareness through the Diplomatic Academy's introductory course in the Foreign Service Trainee Programme. There was also a session on WPS in the regular course in Gender Equality. Most capacity-building training is implemented through more informal engagement between the Coordinator/ Special Envoy and relevant sections and Embassies. This is extensive and covers a range of areas, including the correct application of the gender marker.

⁵¹ Interview with aid official, June 2021.



Evidence and learning: Accessing and using knowledge and experience

This chapter analyzes the monitoring and reporting systems in place and the extent to which the NAPs are based on lessons learned. This includes a special review of the 2019 results framework.



PHOTO : FLICKR / UN Women / Ryan Brown / FLIC.KR/P/J6XUR9



7.1 Have the NAPs built on lessons learned? And from experiences from partners and research?

The NAPs themselves have sought to address monitoring and evaluation. The first 2006 NAP provided no results framework but identified a need for increased capacity and training of staff and for monitoring beyond mapping activities. It also called for an operationalization of the Action Plan. A first progress report was produced but nothing beyond this. The second NAP (2011) introduced indicators for some of the activities (mostly related to the global level and Norwegian inputs). Significantly, the MFA commissioned through Norad an evaluation or review in 2013.⁵² It made several findings and recommendations related to evidence and learning. These included:

— *The NAP was useful as a general framework and guide, but that few related to the results framework or found it useful.*

⁵² See Review of “Women, Peace and Security: Norway’s Strategic Plan 2011-13” (unpublished n.d., 26 pages, implemented by Scanteam) and a memo on recommendations from this review from Norad to MFA’s Section for UN policy dated 24 April 2014.

⁵³ Norad (2016) *Evaluation of Norway’s support for advocacy in the Development Policy arena*. Annex 5: Case Study on Norway’s Engagement in Women, Peace and Security, Norad Evaluation Report 5/2016.

— *The results framework was too activity focused, lacking sufficiently developed indicators linked to a goal or a baseline.*

— *The annual reports produced to date gave good overviews of many activities but less about results. Documentation about what worked and not, in order to facilitate learning, was missing.*

— *The current results framework should be thoroughly revised to include goals, outputs and outcomes, and baseline and indicators. The plan should include a clear and explicit theory of change.*

Several efforts were made to address some of these findings and recommendations in the 2015 NAP. Most significant was the introduction of priority countries to improve progress on the ground and to facilitate better linkages between Norwegian engagement at the global and normative/policy level and country-level engagement. It also committed to developing a guideline (published in December 2015) and a new results framework, although the latter proved complicated and took several years.

There was no similar formal exercise of evaluation for the preparation of the 2019 report. The annual report for 2018 contained a section called Looking back (2015-

2018), which included some reflections on achievements and suggested some potential improvements. The suggestions included more concerted efforts to gather information from humanitarian partners on how they work to promote the rights of women and girls and better efforts to increase the gender balance in Norwegian delegations. As part of a Norad evaluation of Norwegian advocacy work, a case study of Norway’s WPS advocacy was published in 2016.⁵³ Its section on lessons learned pointed to the potential usefulness of a specific advocacy strategy, the development of outcome indicators on advocacy, as well as a broader monitoring, evaluation and learning framework, more engagement with Southern partners, elevating the 1325 coordinator post to ambassadorial level and greater clarity on the 1325 civil society grant.

Otherwise, the approach for compiling incorporating lessons for the new 2019 appear to have been the regular and frequent meetings and consultations with various internal and external stakeholders. Members of civil society reported that they found the presentation of annual reports in the 1325 cooperation body from 2016 onwards a useful entry point both for learning about and providing feedback on NAP implementation.



7.2 Has the monitoring and reporting system and its utilization improved? How does it compare to those used in Finland, Sweden and Denmark?

The Results framework

The purpose of a NAP monitoring and evaluation system could be summarized as being able to produce answers to three questions:

1. **Implementation:** Are the Norwegian NAPs doing what they said they will do?
2. **Contribution and Impact:** Are the NAPs achieving the goals they wanted to achieve?
3. **Reflection:** How can Norway through the NAPs improve its performance in support of the Women, Peace and Security objectives?

The 2019 NAP introduced a comprehensive results framework which sought to address some of the recommendations from the 2013 review and lessons learned from the subsequent implementation of the 2015 NAP. This was developed with technical assistance from Norad. Individuals involved in the

process interviewed by the team described it as a lengthy but productive process. The process included extensive discussion of how to define outcomes and the role of indicators.⁵⁴ One senior official in Norad considered the framework's attempts to monitor interventions across several fields – aid, diplomacy and security – and through a range of channels and different levels as an innovation, also at the global level.⁵⁵ While the team has not been able to undertake a comprehensive global comparison, the Norwegian framework is certainly the most substantial one in a Nordic context.

The results framework addresses many of the weaknesses identified in the 2013 review and includes targets, a baseline and more comprehensive indicators. It enables a better assessment of the achievements of outcomes, but more so at the global than the country level. However, there is an overemphasis on indicators not linked to Norwegian interventions. This means that one can monitor progress at outcome level, cf. questions 2 above (contribution and impact) but this is not linked to Norwegian-supported interventions which makes it difficult to properly assess *implementation* (to what extent the Norwegian NAPs are doing what they said they should do?) and enable reflection (how can performance be improved?). In part 6.1 ('Are activities

⁵⁴ Interviews with former Special Envoy and Norad officials, June 2021.

⁵⁵ Interview with Norad official, June 2021.

described in the NAP implemented?) we systematically reviewed the degree to which the annual reporting of the NAPs reported implementation, i.e., to what extent the NAPs did what they say they would do. We found that in the 2015 and 2019 plans and annual reporting, this was difficult to assess, because the link between activities and outcomes was not always clear.

The outputs in the results framework of the 2019 plan are at such a level of abstraction that it is often challenging to assess what they meant in terms of practical actions or events. While the indicators sometimes consist of actions that Norway should undertake (e.g., 1.1.2 a: the percentage of peace and reconciliation processes in which Norway has a role where Norway support participation by women's organisations i) politically and diplomatically, ii) financially, and iii) by providing technical assistance), sometimes the indicators describe outputs (e.g., 1.2.2.: *the percentage of peace and reconciliation processes where Norway has a formal role where Norwegian-supported women's organizations stand up for women's rights, needs and priorities*). Moreover, few of the outcomes describe end results in conflict-affected countries.⁵⁶

There seem to be a difference in the level of ambition for indicators under different themes. In 2019, indicators for humanitarian response were almost 100 percent on target, whereas hardly any of targets under peace and reconciliation processes (only 3 out of 14) were met. Operations/missions and peace implementation met most, but not all targets. In most cases, the specific reasons why individual targets for peace and reconciliation were unmet were convincingly explained in the narrative reporting. However, the humanitarian indicators, in particular, could be reviewed to check whether they are sufficiently ambitious. The fact that the targets for indicators are not included in the annual report itself (the targets only appear in the Guidelines) is a weakness, and greatly complicate readers' ability to assess progress.

In interviews, informants could only recall one concrete example of the reporting producing reactions from their seniors, leading to clear instructions that improvement was needed. This was when the collection of data for the 2018 baseline revealed that the percentage of women who participated in Norwegian delegations was unexpectedly low at 34 percent.⁵⁷ At the unit level, however, staff reported much discussion about performance in relation to the indicators and how to address any unmet targets. This was particularly the

⁵⁶ One of informants for this study reflected that the results framework tend to measure Norway's efforts and performance, not the impact and results for the actual target group: women in conflict and war. Interview with aid officials, June 2021.

⁵⁷ Interview with MFA officials, June 2021. This percentage did not improve significantly in the 2019 annual report, however, only to 37.3 percent.

⁵⁸ Interviews with Norad officials and staff of Norwegian NGOs, June 2021.

⁵⁹ Written comment provided by Norad official, August 2021.



case at MFA's section for peace and reconciliation. Indicators on this theme are also particularly comprehensive.

However, the team is generally convinced that the M&R system is utilized in the sense that staff across the aid administration and the foreign services relate to it and that the system in place to collect data on results functions well. At the same time, it was pointed out that from an aid implementation perspective, the outputs and indicators are at a level of abstraction difficult for partners and grant officers to report on.⁵⁸

Embassies in priority countries, however, have since 2019 been providing narrative reporting on the outcomes relevant to their activities under the following subheadings: *outputs, contribution to outcomes, and challenges*. This goes some way in illuminating what interventions embassies have been implementing that are of relevance to the NAP, and links between these interventions and outcomes, even if the embassy only manage parts of Norway's aid portfolio in WPS priority countries.

In another response to this challenge, Norad has developed its own set of lower-level outputs under relevant indicators 'in order to concretize and make it

easier for partners to see where their contributions fit into the overall NAP framework, and thus ease reporting on the NAP'.⁵⁹ Norad has contacted partners who have substantial gender-marked projects and who work in conflict countries to report on these lower-level outputs. This reporting has been included at the end of the annual report. In future developments of the results framework, harmonization between these two modes of narrative reporting could be further enhanced so that the efforts of embassies and Norad's support to NGOs is reported and analyzed alongside each other.

Comparative perspectives: the Nordic countries

There are weaknesses in the results framework and monitoring of the implementation of the Norwegian NAPs, but there are also growing sophistication and strong efforts to address many of the weaknesses. A main challenge today is planning, implementing and monitoring in priority countries.

Both the weaknesses and the progress in addressing them are not unique to Norway. Comparative studies have identified monitoring, evaluation and learning as a major weakness in most national action plans.⁶⁰ Yet, there is evidence of growing sophistication in the Monitoring, Evaluation and Learning frameworks of

60 See e.g., B. K. Trojanowska et al. (Monash University (2018), *National Action Plans on women, peace and security. Eight countries in focus*, Australian Civil-Military Centre.

61 *Denmark's National Action Plan on Women, Peace and Security (2020-2024)*, *Women Peace and Security Sweden's National Action Plan for the implementation of the UN Security Council Resolutions on Women, Peace and Security 2016-2020 and Women Peace and Security. Finland's National Action Plan 2018-2021*.

62 Such as an annual internal workplan and on-the-job training. See part 6 on implementation in this report.



NAPs, particularly those that are in their second and third iterations. A general characteristic of this maturity is a trend towards specificity, clarity and transparency in terms of the features that guide NAP implementation. Most struggle with this in relation to implementation on the ground (in countries).

The team has compared the most recent Norwegian NAP with the plans of three other Nordic countries.⁶¹ The Norwegian NAP generally has a more comprehensive monitoring and results system compared to the others. It is the only framework with indicators to measure change and progress. However, the Danish plan has a more elaborate framework for translating objectives into concrete activities.

Sweden's NAP refers to a matrix for implementation that is to be drawn up. However, its 2019 annual report contains no indicators, other than a table showing the gender composition of deployments to international missions. Otherwise, the Swedish annual report presents narrative reporting organized by ministries and units, with no systematic references to the priorities in the plan. The Finnish NAP identifies responsible parties for each outcome and output in the plan. Each of these parties will report on the realization of outcomes and outputs to the MFA and the national follow-up group, who will produce

an overall annual report. This appears a more broad-based approach to reporting than the Norwegian one, where the main responsibility for collating information and authoring the annual reports lies with the Special Envoy. There are no indicators in the Finnish plan, but it suggests that individual administrative branches could prepare 'more detailed plans with possible indicators' (p. 64).

The Danish NAP has a separate results framework at the end of the document. This framework consists of one or two strategic goals for each priority area, and a listing of a number of outcomes for each goal. The Danish NAP emphasizes that each authority (responsible institution) will develop its own implementation plan, which will 'translate the strategic goals into concrete action' (p. 32). It does not state whether and how these implementation plans will be reported on or whether there will be an overall annual report.

7.3 Summary of findings

The most significant and formalized learning opportunity for subsequent NAPs has been the 2013 review. In sum, the 2015 and 2019 NAPs had incorporated many of the measures called for in the 2013 review, including the introduction of priority countries, specific measures for implementation⁶² and improvements to

the monitoring and results framework. The 2019 NAP also adopted some of the recommendations of the advocacy review from 2016, notably the elevation of the coordinator role to the level of a special Envoy.

The results framework in the 2019 NAP plan is a significant improvement over earlier frameworks. It is generally the most sophisticated and comprehensive monitoring and reporting system of the Nordic NAPs analyzed in this study. The NAP 2019 system is clearly utilized and related to across the aid administration and by management and the political leadership. At the same time, the results framework tends to remain at an abstract level, with little elaboration of the relationship between concrete activities and results. The fact that Norad felt the need to develop a set of lower-level indicators testifies to the results framework's abstractness vis-à-vis ongoing initiatives. In turn, this affects the possibility for assessing and learning from concrete interventions, even if this to some extent is addressed in the narrative reporting in the annual reports.



Conclusions



FOTO: NTB SCANPIX / REUTERS/NAVESH CHITRAKAR



The team concludes that there has been increasing attention and commitment to the WPS agenda in Norwegian policy dialogue and development cooperation in recent years, both at the global level and in priority countries. The NAPs have become important frameworks and reference points for mobilisation around WPS in the MFA and in implementing Norwegian development policy. At the same time, they have provided limited guidance on *how* to pursue and achieve the set goals on the ground and in priority countries through development aid. To some extent, such reflections and planning are enabled through WPS workplans and updates, and in the narrative reporting on priority countries in NAP annual reports.

This study found that the core themes within Norwegian NAPs have remained fairly constant, with some variation in less central themes. Over time, the thematic emphasis on peace processes, conflict-related sexual violence and humanitarian efforts have increased. When analyzing this thematic evolution alongside the 2019 results framework, it seems clear that women's participation and the inclusion of a gender perspective in peace processes have become important Norwegian priorities. In contrast, longer-term peacebuilding, including women's political and economic participation, has largely been removed from the purview of the

2019 NAP. However, as the South Sudan and Palestine case studies suggest, in reality much of Norway's WPS engagement in partner countries might fall under 'peacebuilding'. In light of this, it seems paradoxical that the 2019 NAP places peacebuilding outside its main remit.

This study has also examined how Norway's NAPs relate to change. While the first (2006) NAP said very little about how change was to be achieved, subsequent NAPs describe potential instruments in more detail. However, interventions and activities remain too abstract to result in a clear understanding of the relationship between Norwegian efforts and any changes to outcomes in conflict-affected settings.

This study examined the internal coherence in Norway's NAPs, and their linkages and consistencies with other Norwegian government policies. Only the most recent (2019) NAP provides references to other government documents. But despite the lack of cross-referencing between the earlier NAPs and other policy documents, this study found overlaps (and no obvious inconsistencies) between Norway's NAPs and its other development policies. The one exception to this is the differences between Norway's partner countries for development and its priority WPS countries.

Norway's concept of, and approach to, WPS priority countries raise a number of questions. The selection criteria were unknown to almost all informants to this study, many of whom stated a desire for more clarity on this issue. This confusion extended into a lack of clarity over the purpose of having WPS priority countries, and the difference this status makes (beyond the annual gatherings, reporting against the NAP and having WPS-dedicated embassy plans). Clearly, there could be more explicit communication on this. Moreover, the proliferation of WPS priority countries seems at cross-purposes with their original purpose – to increase attention to on-the-ground results. As far as the study team can judge, the proliferation of WPS priority countries is largely linked to the wish to ensure that countries where Norway has a peace process are designated as WPS priority countries. However, many informants called for more attention to the aid portfolios in these countries, and to how the entire portfolio – beyond areas funded by the Norwegian embassy – could best be coordinated and designed to produce results related to NAP priorities. From this perspective, it would make sense for Norway to have fewer WPS priority countries and better alignment between these and its development partner countries.



The NAP drafting processes have become increasingly consultative over time, with the 1325 cooperation forum functioning as an important venue for both consultation and learning.

The process of internal coordination has continued to improve. This has mainly been the result of the Special Envoy's informal and extensive engagement with the most relevant sections in the MFA and priority country embassies, including through annual retreats. Capacity-building for staff has mainly been based on relatively informal engagement between the Coordinator/Special Envoy and relevant sections and embassies.

Norway's 2015 and 2019 NAPs have progressively incorporated lessons from the implementation of their predecessors. The monitoring and results framework is a significant improvement from earlier frameworks and compares favourably with those of other Nordic countries. Again, many of the outcomes and outputs are highly abstract, which makes it difficult to assess the contribution of activities and interventions. While the narrative reporting in the priority country and civil society sections make up for this to some extent, there is potential for further harmonization of reporting.

As one former 1325 coordinator reflected, the NAPs have arguably been more successful as frameworks for political mobilisation around the WPS agenda than as a tool for managing development assistance [bistandsfaglig verktøy]. This study concurs with this conclusion. There is an inherent ambiguity in the WPS agenda as whole – is it a political or development agenda, or both? Are its goals process-driven, about inclusion and participation, or should they ultimately be confined to substantive end results and outcomes?

In the results-oriented development sector, inclusion and participation might primarily be a means to an end – more substantive social change. In politics, however, representation, allocation and inclusion are typically goals in their own right, and how resources are allocated can often be as important as the results they eventually produce. However, this does not have to be a zero-sum game, where results in one field preclude results in another, or where one person's output cannot be another person's outcome. A more comprehensive approach as to how development aid can be designed and allocated in order to reach NAP objectives does not have to detract from Norway's recent political and diplomatic successes, but could complement them. WPS priority countries could be useful entry points for this, perhaps through trialling closer coordination

across the MFA, the embassy and Norad in a few select countries. Likewise, devoting more Norad personnel and resources to WPS, such as a dedicated WPS coordinator, would seem like a useful step. S/he could support strategic thinking around how NAP objectives could be achieved through development aid (beyond increasing the gender marker), and how immediate and longer-term support to the WPS agenda in conflict-affected countries could be linked more closely.

This report has refrained from making a set of comprehensive recommendations regarding Norway's WPS efforts through development aid. However, the recommendations that do appear in various places of the report – and their context – are summarized below. These are intended to serve as input to the synthesis report, which will provide overall recommendations based on all three phases of the evaluation (this report covers the second).



— **Establish a team under the WPS Special Envoy:**

While the Special Envoy currently receives support from an external consultant, establishing a team under the envoy would signify additional political and management commitment.

— **Review the humanitarian indicators in the NAP results framework, with a view to making them more ambitious:** *However, the humanitarian indicators in particular could be reviewed to see whether they are sufficiently ambitious.*

— **Harmonise the two types of narrative reporting in NAP annual reports:** *In future iterations of the results framework, harmonisation between Embassy-based and Norad narrative reporting could be enhanced so that their efforts can be analysed alongside each other.*

— **Reconsider the increase in WPS priority countries:** *The proliferation of WPS priority countries might also undermine one of the original rationales for the concept – a more focused approach to WPS efforts.*

— **More alignment between WPS priority countries and partner countries for development aid:** *More coherence between these two lists would have*

supported the 2019 NAP's aim of closer coordination between WPS efforts and women's rights work in Norwegian development cooperation.

— **Experiment with ways of enabling closer coordination between various components of Norway's WPS-related development aid:** *The WPS priority countries in particular would could be a useful entry point for this, perhaps through trialling closer coordination across the MFA, the embassy and Norad in a few select countries.*

— **Dedicate more resources and personnel to WPS in Norad:** *More personnel and resources devoted to WPS within Norad, such as a dedicated WPS coordinator, would seem like a useful step. S/he could support strategic thinking around how NAP objectives can be achieved through development aid (beyond increasing the gender marker), and how immediate and longer-term support to the WPS agenda in conflict-affected countries could be linked more closely.*



Acronyms and Abbreviations

MoD – Ministry of Defence

MFA – Ministry of Foreign Affairs

MoJ – Ministry of Justice

NAP – National Action Plan

Norad – Norwegian Agency for Development Cooperation

WPS – Women, Peace and Security

ToR – Terms of Reference

UNSCR – United Nations Security Council Resolution



Annex 1: Terms of Reference

Background

UN Security Council Resolution (UNSCR) 1325 on women, peace and security (WPS) was ground-breaking in bringing to the fore women's roles and perspectives in conflict resolution, peace negotiations, peacebuilding, humanitarian response and post-conflict reconstruction. It is structured around four pillars: participation, protection, prevention, and relief and recovery. Since the passage of UNSCR 1325 nine more UN Security Council resolutions on WPS have followed, two of them adopted in 2019.⁶³ The WPS agenda has become firmly entrenched on the international agenda as a normative issue and part of the formal UN discourse on security.

63 1325 (2000); 1820 (2009); 1888 (2009); 1889 (2010); 1960 (2011); 2106 (2013); 2122 (2013); 2242 (2015), 2467 (2019), and 2493 (2019).

64 Government of Norway. *The Security Council: Norway's priorities*. Article. Last updated: 10/09/2020. Last visited: 21/09/2020.

65 Government of Norway. *Guidelines to the Foreign Service's Work on Women, Peace and Security (2019-2022)*, p. 10.

Over the last decades Norway has been engaged in several peace processes as a facilitator between parties to the conflict. Norway is committed to working towards inclusive peace processes, where more women participate at all levels of peace and reconciliation efforts and parties to the conflict know how to integrate the gender perspective into their work.

Norway has been a proponent of the WPS agenda since its inception and is committed to continuing this focus as a member of the UN Security Council (2021–2022)⁶⁴. Civil society organisations and researchers both in Norway and globally played a key role, including in initiating and securing the adoption of UNSCR 1325 by the Security Council.

Norway was among the first countries to adopt, in 2006, a National Action Plan (NAP) to operationalise UNSCR 1325, and is now implementing its fourth one (2019 – 2022). In its first WPS NAP, Norway set as a goal to increase coordination and systematisation of Norwegian efforts. The action plans have been self-portrayed as a

framework to give direction and to strengthen reporting and accountability.

Several ministries are involved in the development and implementation of Norway's NAPs. Policies and implementation are thus cross-sectoral, concerning the domestic, international and partner-country levels. The Norwegian effort to promote the WPS agenda draws on a broad range of diplomatic, political and financial tools at the local, national, regional and global levels, and with various partners, mainly through the following self-identified five instruments as presented in the Guidelines to the Foreign Service's Work on Women, Peace and Security (2019-2022):⁶⁵

- a. Normative work in multilateral fora
- b. Political dialogue with governments in different countries
- c. Financial support to women's rights and gender equality, with a certain earmarking for WPS. A

gender perspective is mandatory to include in all efforts in fragile countries and countries affected by armed conflict

- d. Civil society
- e. Support and use of academic research to secure a knowledge-/evidence-based approach.

The current NAP includes a results framework in which the impact level is formulated as follows: *Women's participation in peace and security efforts has increased, and women's and men's rights, needs and participation are strengthened in areas affected by armed conflict.* Norwegian efforts are structured around four areas:

- Peace and reconciliation processes;
- The implementation of peace agreements;
- Operations and missions;
- Humanitarian efforts.

There are now ten priority countries for the fourth Norwegian action plan for WPS 2019 - 2022. In the previous action plan (2015-18) the following six countries were prioritized: *Afghanistan, Colombia, Myanmar, Nigeria⁶⁶, Palestine and South Sudan.* The *Philippines, Syria and Mali* were included in the 2019-2022 action plan. *Mozambique* was added to the WPS priority list after the finalization of this fourth action plan. The Norwegian delegation to the African Union is also included as the WPS follow-up system.

Funding supporting WPS comes from several ministries. It is covered by different budget chapters and administered by different parts of the Norwegian administration. There are several chapters in the Norwegian development aid budget of relevance for the WPS agenda. Norway also supports several multilateral partners through core funding and unearmarked grants, which indirectly contribute to the fulfilment of its WPS priorities. In its WPS Annual Report 2019, Norway reports an increase in its bilateral assistance to countries affected by war and conflict that is marked 'women's rights and gender equality': from 40% (NOK 3 819 million) in 2018 to 41% (NOK 4 323 million) in 2019.⁶⁷

Different comparative and country-specific studies have focused on the design and core aspects of national action plans on WPS.⁶⁸ Noteworthy evaluations of WPS have also been carried out in the Netherlands and Denmark, including analysis of the drafting and wording of their respective national action plans⁶⁹. The Evaluation Department in Norad published in 2016 a case study on Norway's Engagement in Women, Peace and Security as part of a broader evaluation of Norway's advocacy engagement from 2005 to 2014⁷⁰. A recent evaluation of UN Women's support to women, peace and security national action plans assessed the relevance and coherence, effectiveness and organizational efficiency

66 Nigeria was added to the list at a later stage.

67 Government of Norway (2020). Implementing Norway's National Action Plan 2019-2022 Women, peace and security. Annual report 2019, p. 25.

68 For example, Hamilton, C., N. Naam and L. J. Shepherd (2020). *Twenty Years of Women, Peace and Security National Action Plans: Analysis and Lessons Learned*. The University of Sydney; WILPF (2019). *Assessing the Implementation of the UK's NAP 1325*. Shadow Report, CEDAW Committee, 72nd Session. Women's International League for Peace and Freedom; Trojanowska, B., K. Lee-Koo and L. Johnson (2018). *National Action Plans on Women, Peace and Security: Eight Countries in Focus*. Monash University; WILPF (2018). *Women, Peace and Security. A Review of Germany's National Action Plan 1325*. Women's International League for Peace and Freedom; OSCE and Inclusive Security (2016). *Designing Inclusive Strategies for Sustainable Security: Results-Oriented National Action Plans on Women, Peace and Security*. OSCE and Inclusive Security; Miller, B.M. Pournik, and A. Swaine (2014). *Women in Peace and Security through United Nations Security Resolution 1325: Literature Review, Content Analysis of National Action Plans, and Implementation*. The George Washington University.

and sustainability of the agency's global, regional and national work to support the development and implementation processes of national action plans on women, peace and security.⁷¹

A Norad-commissioned review of Norway's WPS NAP 2011-13 found recognisable Norwegian footprints at the normative and multilateral level, but those traces were less visible at local and grassroots level. It recommended the new NAP to be more focused on support to and guidance on actual implementation, based on experience and good practice. It also suggested a narrowed scope to achieve a more focused, strategic and coherent effort, and stronger linkages between the normative effort at the UN level and elsewhere and concrete efforts to create results on the ground.

69 MFA of the Netherlands (2015). *Gender, peace and security. Evaluation of the Netherlands and UN Security Council resolution 1325*. IOB Evaluation, no. 399; MFA of Denmark (2019). *Evaluation of the Danish National Action Plans for the Implementation of UN Security Council Resolution 1325 on Women, Peace and Security*. Danida.

70 Lindström, J. and K. Skagerlind (2016). *Case Study on Norway's Engagement in Women, Peace and Security*. Evaluation of Norway's support for advocacy in the development policy arena. Evaluation Department, Norad.

71 UN Women (2021). *Corporate evaluation of support provided by UN-Women to United Nations Security Council resolution 1325 national action plans on women, peace and security* (UNW/2021/CRP.2).

Evaluation of Norwegian efforts for women, peace and security

The Evaluation Department has a mandate to initiate and perform independent evaluations of development cooperation. Other policy areas will be included in evaluations carried out by the Evaluation Department as long as they are relevant to development cooperation and always from a Norwegian development aid policy perspective.

The Evaluation Department in Norad will evaluate Norwegian efforts supported with development funds to promote the WPS agenda, as per its Evaluation Programme 2020 – 2022. The main purpose of the evaluation is to assess the effects of Norwegian efforts for women, peace and security supported with development assistance funds, considering whether those efforts have been internally and externally coherent and effective and how they have evolved over time.

This analysis of Norway's Action Plans on Women, Peace and Security, 2000 -2020 (hereafter referred to as 'NAP analysis') is one component of the evaluation, which also relies on other analyses and methods such as case studies and a portfolio analysis of Norway's financial contribution to the WPS agenda. On the latter, the portfolio analysis will be completed before the NAP analysis starts, and its findings shared with the

team carrying out the NAP analysis. Once these three separate analyses (i.e. portfolio analysis, case studies and the NAP analysis described hereinbelow) have been completed, the Evaluation Department will synthesise the evidence stemming from the various parts of the evaluation, to answer the evaluation questions.

Purpose, objectives and scope

The purpose of the NAP analysis is to generate knowledge on how Norway supports the women, peace and security agenda. It will ground the above-referred evaluation by providing an in-depth analysis of each Norwegian national action plan and their historical trajectory. It is limited in scope to all four Norwegian action plans, from 2006 to present.

In addition to assess how consultative the processes to develop the action plans were, the analysis will consider how Norwegian action plans have

- reflected the different WPS pillars and the interrelationships between them
- drawn linkages with other thematic and sector priorities in Norwegian development policy

— set out management arrangements, coordination and result reporting mechanisms

— evolved over time

— built on evidence and lessons learned.

The analysis will include a comparison of Norway's NAPs with contemporary WPS action plans by Finland, Sweden and Denmark. Such comparison shall, at a minimum, focus only on issues related to understandings and monitoring and reporting systems (see section Analysis questions below).

Analysis questions

Understanding

1. Have the Norwegian national action plans on WPS evolved over time with respect to how they understand such plans affecting change at the global, regional, and local level? If so, how?
2. To what extent is there continuity in themes and approach between national action plans?
3. To what extent do the conceptual understandings and themes in Norwegian action plans reflect those in WPS national

action plans from selected OECD countries (Finland, Sweden and Denmark)?

Coherence

4. To what extent is each NAP (1) internally consistent and (2) clear in its articulation of purpose, objectives and outcomes over time?
5. To what extent are Norway's national action plans linked to and consistent with other priorities in Norway's development policy?

Relevance

6. To what extent have Norway's WPS action plans been aligned to national priorities (policies and strategies) and population needs in partner countries?

Participation

7. To what extent have the content and form of the NAPs been developed in consultation with governments and civil society in Norway's partner countries? And with civil society in Norway?

Implementation

8. To what extent have WPS action plans guided

Norway's implementation of WPS commitments?

9. To what degree have the national action plans led to increased coordination on WPS within the Norwegian administration? And externally, between Norway and other actors?
10. To what extent have the implementation of WPS national action plans been supported by capacity building initiatives within the Norwegian aid administration?

Evidence and learning

11. To what degree have the content and form of new WPS NAPs built on lessons learned from implementing preceding NAPs? And from experiences from partners and research?
12. To what extent (and eventually how) has the monitoring and reporting system linked to the 2019 – 2022 WPS NAP been utilised? Has this monitoring and reporting system been similar to those in WPS national action plans from selected OECD countries (Finland, Sweden and Denmark)?

Methodological approach

The methodological approach to respond to the analysis questions should rely on a cross-section of data sources and use mixed methods to ensure triangulation of information. The consultant/team might want to draw methodological inspiration from relevant country-specific and cross-country studies.

Together with Norway's action plans, the NAP analysis will consider guiding documents (e.g., Guidelines to the Foreign Service's Work on Women, Peace and Security, 2019 – 2022), periodic reports and other relevant documentation on Norway's WPS action plans from the Norwegian MFA and Norad. The consultants are also expected to identify, select and review academic studies and relevant written accounts of how Norway has developed and implemented its WPS national action plans over the years. Furthermore, the desk study will also critically appraise the literature on WPS national action plans more broadly in order to show what constitutes best practice of all facets of a WPS action plan.

In addition to the desk study, the consultants are expected to carry out interviews with key informants involved in the design or implementation of, and/or reporting on, Norway's WPS NAPs. The process must show sensitivity and respect to all stakeholders. The

assignment shall be undertaken with integrity and honesty and ensure inclusiveness of views. The rights, dignity and security of participants in the analysis should be protected. The anonymity and confidentiality of individual informants should be protected. An introductory statement to the NAP analysis report may explain what measures were taken to ensure no harm, as well as the security of the interviewees.

The team should set out a clear approach to organize, code, and analyse data with tools such as NVivo software or qualitative data analysis packages.

All parts of the analysis shall adhere to recognised evaluation principles and the OECD DAC's quality standards for development evaluation, as well as relevant guidelines from the Evaluation Department.

The evaluation process should consider and be adapted to constraints and restrictions due to the Covid-19 pandemic. No travel is expected.

Organisation of the assignment

The NAP analysis will be managed by the Evaluation Department. The consultant will report to the Evaluation Department through the team leader. The team leader shall oversee all deliverables and will report

to the Evaluation Department on the progress of the assignment, including any problems that may jeopardise the assignment, as early as possible.

In some evaluations, the Evaluation department participates in parts of the data collection processes to better understand the context. This may also be discussed for this analysis.

All decisions concerning the interpretation of these Terms of Reference, and all deliverables are subject to approval by the Evaluation department.

Quality assurance shall be provided by the institution delivering the services prior to submission of all deliverables.

Deliverables

1. An inception report describing the approach of maximum 5,000 words (approx. 10 pages). The inception report needs to be approved by the Evaluation Department before proceeding further.
2. Draft analysis report of maximum 15,000 words (approximately 30 pages) excluding figures, graphs and annexes. If computer

assisted qualitative data analysis is conducted, the data files are to be submitted together with the draft analysis report.

3. A final analysis report of the same maximum length as the draft report.
4. Presentation of the final report in a seminar with stakeholders.
5. Active participation in a synthesis of evidence workshop (1.5 – 3 hrs), to be facilitated by the Evaluation Department tentatively in June 2021.



Annex 2: Conceptual approaches: core concepts

While the original focus of the WPS agenda was women, literature on national action plans and the broader WPS agenda more generally have nonetheless criticised a tendency to approach gender in non-relational ways – often equated with women, without any consideration of men as gendered beings or affected by gendered violence. Security is another core concept that has generated much debate. The 2015 UN global study on the implementation of 1325 argued for a rights-based approach to WPS which did not approach women's inclusion as an instrument to win wars or in other ways pursue military security objectives, for instance by approaching consultation with local women as an intelligence operation. Rather the notion of security itself should be expanded from a narrow, military or state-centric approach to include for instance the insecurities facing women through the connections between illegal arms and intimate partner violence.

Women/Gender: from women (and girls) to women, men, boys and girls. The 2006 NAP focuses almost exclusively on women, with a couple of references to

women and men's different vulnerabilities and needs. 'Women' appear 130 times in the document, and 'girls' appear 43 times, mainly in the phrase 'women and girls'. 'Boys' appear only one time. That men or boys can be victims of sexual violence is not mentioned as a possibility. Instead, the plan states that 'Norway will support projects in conflict areas that are designed to protect women and girls against sexual violence. In the 2011 plan gender is also generally focused on women, with some references to different needs of women and men (and sometimes girls and boys) in conflict situations. There is an emphasis on how men must be part of the implementation of WPS, which cannot be a women's issue. Finally, while the 2011 plan does not explicitly define women and girls as the exclusive victims of sexual violence, it implicitly does so by only referring to women when describing measures to support health services for victims and their access to justice. Men and boys appear only as perpetrators to be targeted through awareness raising interventions.

In the 2015 NAP there are some changes in the

approach to gender. Whereas earlier NAPs focused more on women, the phrase "women and men" becomes more common, e.g., 'peace process must involve both women and men'. Men and boys are explicitly recognised as potential victims of sexual violence, with one of the outcomes formulated as 'women, men, boys and girls – are protected against sexual violence in humanitarian crises.' The 2015 NAP also introduces an intersectional approach to gender: 'Women and men are not homogenous groups. Class, ethnicity, age, sexual orientation and functional ability all result in differences' although this is discussed in a separate box and not integrated into the analysis or approach in the main text. The 2019 NAP takes much of the same approach to gender as the 2015 plan, although the importance of men's and boys' gendered experiences and needs are further underlined, including in the plan's foreword.

Security- towards a more expansive agenda. In the first NAP, keeping in line with the brief format of the plan, there are no explicit discussion of the meaning or

content of security. Implicitly there is some recognition that men and women have different security needs in the statement that Norway must take their different vulnerabilities into account in security reform (p. 14), and an expansive notion of security is expressed in the commitment that Norway will make sure NATO's security sector reform contribute to stable civil societies and safeguard the economic and social rights of women and children. The 2011 plan explicitly acknowledges that sources of women's insecurity are different and might be linked to generalized armed violence and illegal weapons. It argues that the inclusion of women is important in making sure the security sector can meet the entire population's security needs (p. 15) but also refers to how the inclusion of women in peace operations can improve the performance of these operations. The 2015 plan, which contains much more discussion on concepts and context, generally reinforces the points about different security needs and women's insecurity due to general levels of violence. It contains an elaboration of the relationship between the inclusion of women and operational performance which is somewhat less instrumental, as it suggests that inclusion might also change the approach to security per se. With the 2019 NAP, the meaning of and approach to security changes noticeably. Security threats are less focused on armed conflict and now

include climate change, displacement and (with considerable foresight) pandemics. The possibility of military security threats to Norway's territory is also mentioned. The concept of human security is discussed at some lengths. At the same time, within the new theme of violent extremism, the inclusion of women and a gender perspective, --and the promotion of gender equality -- is securitized on a level not seen in the earlier NAPs. While the NAP argues that a gender perspective countering violent extremism is important to address women's vulnerabilities and risks, it also states that a gender perspective can make efforts more effective by understanding men and women's different roles, and that the mobilization around human rights can be an ideological weapon against violent extremism.

CORE CONCEPTS AND APPROACHES IN A COMPARATIVE PERSPECTIVE – THE LAST NORWEGIAN NAP COMPARED TO THE SWEDISH, DANISH AND FINNISH NAPs

Quite remarkably, only the Norwegian NAP explicitly mentions men and boys as potential victims of sexual violence and the Finnish and Swedish plan clearly refers only to women and girls in their discussion of protective measures. The Finnish plan is generally more reserved in its use of phrases such 'women and men' or 'women, girls, men and boys'. In the other three

plans these phrases are more commonly used, which suggest attention to the fact that both men and women are gendered beings. The Danish NAP expressively states that its use of binary gender categories such as women and men are for practical purposes only and not an endorsement of a binary approach to gender. All of the plans stress the importance of intersectional perspective which calls for to how attention to how sexual orientation, class and ethnicity intersects with gender.

Again, in their approach to security, the Finnish and the Norwegian plans exhibit some similar features. They both discuss migration and the refugee crisis as part of the international security situation – a topic conspicuously absent in the Swedish and Danish plans, perhaps due to domestic controversies around this topic. The two former plans also refer to climate change. The Danish plan, in line with the country's historical cultivation of close bounds to NATO, places the defence alliance more centrally in its discussion of security and general gives more space to conventional security themes. All the plans refer to the need to take the entire population into account for efforts towards security to be effective. As mentioned, the Norwegian and Finnish plan contain longer discussions on violent extremism, which is only mentioned in passing in the two other



plans. However, the Finnish plan takes a somewhat different approach than Norway to the question of whether women's rights can be enlisted in the effort to counter extremism. Whereas Norway suggests that mobilisation around women's rights can be a tool for these efforts, the Finnish plan states that the rights of women and girls should not be used as a tool in combating violent extremism (p. 37).

All the Nordic plans contain what might be termed the meta-theory of change for the WPS field; the establishment of a causal link between the inclusion of women /a gender perspective in peace processes and the sustainability of peace. There are some slight nuances in emphasis, with a somewhat stronger causal claims being made by Norway and Denmark and the most cautious one by Finland. Sweden also makes a connection between women's rights and conflict prevention-suggesting that the promotion of women's rights can prevent conflict from breaking out in the first place.



Annex 3: Case studies of Palestine and South Sudan

Palestine

Norway has a long history of engagement in Palestine. In the Norwegian 2011 annual NAP report, numerous initiatives in Palestine are mentioned. Palestine has been a WPS priority country since the concept was introduced in 2015, and in 2016 the Norwegian embassy (representative office)⁷² in Palestine wrote a WPS workplan for the years 2016-17. It had five objectives, two related to participation and gender perspectives in peace negotiations, one on preventing and combating sexual violence, one on inclusive education and one on gender-sensitive humanitarian efforts.

The embassy work plan referred to the then Palestinian National Action Plan for women peace and security (2016) and its three priorities; to protect Palestinian

women from Israeli occupation, to follow up all violations targeted at Palestinian women by the Israeli occupation through international bodies and to enhance women's participation in decision making at the national and international levels. At the level of overall thematic priorities there appear to be little correlation between the WPS work plan and the 2016 Palestinian NAP. The same observation holds for the then Norwegian NAP (2015) and the 2016 Palestinian NAP. However, the third objective of the 2016 Palestinian NAP includes many interventions that would relate to peace and reconciliation, such as various measure to support women's participation in peace and reconciliation efforts and their participation in decision making processes more broadly.

The team found that the Norwegian Embassy WPS workplan for Palestine was no longer in use. The 1325 focal point at the embassy reported that two years ago, priority country embassies had been informed that the plans were only to be updated if useful, and that the embassy in Palestine had opted not to update theirs,

instead organizing their efforts in relation to the results framework in the 2019 NAP. The section on Palestine in the 2019 annual NAP report contains a useful context analysis against which Norwegian efforts are explained, organized under the four chapters/priority areas of the Norwegian NAP. These efforts include support to women's political participation (mentioned under the NAP theme peace and reconciliation process) family law reform and measures to address gender based violence (also listed under peace and reconciliation process, under the outcome called 'peace and reconciliation facilitates respect for both women's and men's rights , needs and priority'), support to unemployed women and women's shelters, and legal assistance to women in Gaza needing entry to Israel or the West bank to obtain health treatment (all listed under the NAP theme humanitarian efforts). The thematic classification of these efforts gives a somewhat misleading impression of the relevance of the Norwegian NAP themes to the Norwegian efforts in Palestine. Many of the Norwegian efforts in Palestine are typical long term development interventions.

⁷² Norway does not have an embassy in Palestine but a representative office that reports to the Norwegian embassy in Tel Aviv. However, for readability we use the term embassy in this text.

On a different level, women's rights activists in Palestine have challenged the relevance of the WPS agenda to the Palestinian situation altogether.⁷³ They have argued that the UNSC resolution 1325 does not address the main cause of Palestinian women's suffering; Israel's occupation.⁷⁴ Palestine's 2016 NAP and 2020 NAP address this issue. The interventions listed under two of the three objectives of the 2016 Palestinian NAP deals exclusively with the effects of the occupation and Israeli policies on Palestinian women. In the 2020 Palestinian NAP, largely financed by Norway through its support to UN Women, this issue also

addressed, with an introductory discussion concluding that although the 1325 resolution can be 'localized' and used to shed light upon women's suffering from the occupation. However, compared to the 2016 NAP, the 2020 Palestinian NAP contains much fewer measures explicitly related to the occupation or Israel's policies.⁷⁵ Its thematic profile is much more similar to the corresponding Norwegian NAP (2019), than what was the case earlier. The main focus in the 2020 Palestinian NAP is women's participation in conflict prevention, accountability, especially for violations in relation to the Israeli occupation, women's inclusion in peace processes and in decision-making, gender-based violence and humanitarian efforts. The last four of these themes are also in the 2019 Norwegian NAP.

South Sudan

Norway has been and remains a large and important supporter of development efforts in South Sudan. This is manifested both in its role as provider of development aid, in its efforts to coordinate with other bilateral and multilateral donors, in political dialogue with the government and stakeholders in the country, and in peace processes through its membership of the Troika. **The Troika comprised the UK, the US and Norway and was established to help facilitate and**

promote peace. There has also been in recent years a growing focus by the Embassy specifically on WPS. This has culminated with a detailed 2019 annual report from the Embassy (in the 2019 Norwegian annual report on NAP) and a comprehensive strategic plan from the Embassy on WPS for the 2021-23 period. The team considers these documents to be highly relevant to the needs in South Sudan, although they are less aligned to South Sudanese government positions as set out in South Sudan's WPS NAP.

South Sudan adopted a WPS National Action Plan in 2015 covering the 2015-20 period. The plan was drawn up with technical assistance from UN Women. It covers a range of context-specific issues: This government document was prepared while the country was in the midst of a brutal civil war. It is noteworthy that the plan does not directly refer to the ongoing war and peace processes unfolding in the country at the time. Nor does it specifically address humanitarian needs. At a more general level the main thrust of the South Sudanese NAP is on women in the development process with a focus on the participation in the political process, education, health, sexual and gender-based violence, access to justice, and more. The plan's focus on issues related to armed conflict and security sector reform is focused on the past (the independence struggle).

73 UNSCR 1325 in Palestine: Strengthening or Disciplining Women's Peace Activism? Written by Sophie Richter-Devroe, December 2012 [UNSCR 1325 in Palestine: Strengthening or Disciplining Women's Peace Activism? \(e-ir.info\)](https://www.un.org/press/docs/2012/12/121213scr1325pa.htm).

74 *Ibid.*

75 The question of ownership of the 2020 Palestinian NAP amongst Palestinian women and population more broadly is beyond the scope of the study, but something that would be relevant to probe further, especially in the light of suggestion that the Palestinian women's movement have become 'NGO-ized' and reflects donor priorities. See e.g. Jad, I. (2004), The NGO-ization of Arab Women's Movements. *IDS Bulletin*, 35: 34-42. <https://doi.org/10.1111/j.1759-5436.2004.tb00153.x>.

The Embassy in Juba did not have a specific WPS strategy or explicit WPS focus when the South Sudanese NAP was prepared in 2014 and 2015.⁷⁶ The first specific focus on South Sudan in the Norwegian NAP annual reporting appeared in 2017. Subsequent plans and reports from the Embassy do not make any direct reference to the South Sudan NAP. The Norwegian approach to WPS in South Sudan has a strong focus on peace processes and political participation, and on measures on how to improve the contribution of donor agencies (including multilateral funds and the UN Mission) to WPS and is based on analyses identifying key context-specific challenges. This has included substantial efforts by the Norwegian mission to secure additional funding for UNSC 1325 response after 2013 and by the Norwegian Special Envoy from 2014 to facilitate women participation in peace talks. The bilateral grants from the Embassy to specific WPS purposes is dominated by support to UN Women and South Sudanese NGOs (all with a strong focus on Juba). At a more general level there is alignment between the South Sudanese NAP and Norwegian NAP relation to women's participation, sexual and gender-based violence and development aspects of peacebuilding.⁷⁷

The Embassy's strategic plan does not reflect on or address the role of Norwegian NGOs working on WPS related issues and whose work is often outside Juba and in the main conflict-affected regions in the country. This includes financially very large interventions through NGOs such as Norwegian Refugee Council, Norwegian Church Aid and Norwegian People's Aid (funded from MFA and Norad and from other donor agencies).

The Embassy also notes that available funding from MFA will need to increase to match ambitions and that funds must be available for quick and flexible approaches.

⁷⁶ See more on this in the 2020 evaluation of the Norwegian engagement in South Sudan: <https://www.norad.no/om-bistand/publikasjon/2020/blind-sides-and-soft-spots--an-evaluation-of-norways-aid-engagement-in-south-sudan/>.

⁷⁷ See also Norad (2020) *Blind Sides and Soft Spots: An Evaluation of Norway's Aid Engagement in South Sudan*, Norad Evaluation Report 3/20 See especially ch 4.1.4, which discusses the increased Norwegian attention to WPS after 2015.



Annex 4: List of persons interviewed

Name	Position	Organisation
Interviewee 1	Special Envoy 2021-date	MFA, Norway
Interviewee 2	1325 coordinator/ Special Envoy 2015-2020	MFA, Norway
Interviewee 3	1325 coordinator 2014-2015	MFA, Norway
Interviewee 4	1325 coordinator, 2012-2014	MFA, Norway
Interviewee 5	1325 coordinator, 2009-2012	MFA, Norway
Interviewee 6	Senior advisor	Norad
Interviewee 7	Senior advisor	Norad
Interviewee 8	Senior advisor	Norad
Interviewee 9	Counselor, the Norwegian embassy in Bogota	MFA, Norway
Interviewee 10	Senior Advisor, Section on Humanitarian Affairs	MFA, Norway
Interviewee 11	Senior Advisor, Section on Peace and Reconciliation	MFA, Norway
Interviewee 12	Senior Advisor, Section on Peace and Reconciliation	MFA, Norway
Interviewee 13	-	MFA, Norway (retired)
Interviewee 14	Minister Advisor	Ministry of Women's Affairs, Palestine
Interviewee 15	Director	Center for Inclusive Governance, South Sudan
Interviewee 16	Deputy Director	PRIO
Interviewee 17	Professor, Center for Gender Studies	University of Oslo
Interviewee 18	-	LO (formerly FOKUS)
Interviewee 19	Director	FOKUS
Interviewee 20	Desk officer, Afghanistan and Myanmar	Care Norway

Annex 5: Planned and reported activities, 2011, 2015 and 2019 NAPs

Strategy 2011-13

Goal	Activity	Report 2011	2012	2013, 14 and 15 were not available
1: Peace processes and negotiations - Norway will promote women's participation and an integrated gender perspective in peace processes and negotiations				
1.1. More women participate in Norwegian and international delegations to peace negotiations and processes	1.1.1. Ensure that all delegations to peace talks appointed by Norway comply with section 21 of the Gender Equality Act.	No numbers and hard data are provided. Norway seeks to achieve this, but not always possible since the delegations are small coupled with need for experience and relevant language	Same as 2011	
1.3. A stronger gender perspective is integrated into peace agreements and peace processes in which Norway is involved	1.3.2. Seek to ensure that actions to prevent and combat sexual violence, and to prosecute perpetrators, are included in peace agreements	Financial support to UN to develop guidelines for mediators on how to deal with this	Same as 2011. Report that guidelines are completed	



Strategy 2011-13

Goal	Activity	Report 2011	2012	2013, 14 and 15 were not available
2: International operations - Norway will seek to strengthen the gender perspective in international operations and to increase the participation of women				
2.1 Personnel in international operations where Norway is involved have knowledge of and competence in SCR 1325	2.1.2. Continue and quality assure SCR 1325 training of Norwegian personnel deployed to international police operations	Continued inclusion in basic training course and pre-deployment based on UN guidelines. No mention of quality assurance	In 2012 police directorate instructed the police training college to give more emphasis on 1325 and protection of civilians in the 2-week pre-deployment training	
	2.2. The gender perspective is integrated into the implementation and evaluation of international operations	2.2.2. Adapt routines at a tactical level/in projects to engage local women and draw up measures to meet women's security needs	Report that Norwegian police contributions consult local women in three missions (no further details). Mentions that female police officers are crucial to do this. Challenge is to maintain current 30% over time	As in 2011, but now females should be more than 30%. Also mentions TIPH/Hebron-contribution and MFA funded study from Noref on how 1325 could be improved in TIPF
		2.2.5. Establish routines for reporting on SCR 1325 and for evaluating operations once they have been completed	Monitoring: Monthly reports from police missions to police directorate, incl. 1325. Debrief after completion. Evaluations: Mentions ad hoc evaluations (nothing on routines)	Mentions that 1325 has to be addressed in regular reporting
	2.2.6. Study and evaluate the effect of applying a gender perspective in international operations in order to develop best practices	Provides for funding for two Norwegian and one international institution to do research and assessment related to this	As before (+ more specific requirements in MoD and NATO)	

Strategy 2011-13

Goal	Activity	Report 2011	2012	2013, 14 and 15 were not available
2: International operations - Norway will seek to strengthen the gender perspective in international operations and to increase the participation of women				
2.3. More women participate in International operations in general, particularly in operational positions and units	2.3.2. Recruit more Norwegian women to international operations, especially leadership positions, e.g., in the UN and NATO	Mentions activities to facilitate this	Report on status (numbers) and challenges related to pensions rights when on leave from Norway.	
3: Post-conflict situations and peacebuilding - Norway will seek to increase the participation of women in peacebuilding and post-conflict situations, and to strengthen the gender perspective in reconstruction processes.				
3.1. Local women participate in decision-making processes in post-conflict situations and peacebuilding efforts	3.1.5. Require an integrated gender perspective in UN and World Bank administered reconstruction funds where Norway is on the board	Mentions successful advocacy (gender markers) in relation to funds for Afghanistan, Haiti and Sudan + global funds with World Bank, UNDP and UNICEF	As before. Identifies progress and need for continued advocacy	
3.2. Greater account is taken of women's rights and needs in security sector reform	3.2.2. Provide Norwegian police officers with competence in SCR 1325 to international operations in post-conflict situations	List deployment of police officers to missions with such competence	Refers to pre-deployment training	



Strategy 2011-13

Goal	Activity	Report 2011	2012	2013, 14 and 15 were not available
4: Sexual violence in conflict - Norway will strengthen its efforts to prevent and protect against sexual violence, promote the prosecution of perpetrators and increase support to victims				
4.1. Measures are implemented to prevent sexual violence in countries and areas where Norway is engaged	4.1.2. Strengthen training on sexual violence for Norwegian police officers taking part in international operations	Strengthening through dialogue with police college which has the professional responsibility for pre-deployment based on UN guidelines	Refers to pre-deployment training	
4.2. Victims of sexual violence in conflict have opportunities for rehabilitation in areas where Norway is engaged	4.2.1. Support and initiate projects to provide legal and practical assistance to victims of sexual violence	List support to four Norwegian/ international NGOs with operations in individual countries	As before	
4.3. Perpetrators are brought to justice at national level, and, where appropriate, at international level, in countries and areas where Norway is engaged	4.3.4. Advocate the exclusion of sexual violence from amnesties and the explicit inclusion of prosecution of perpetrators in peace agreements that Norway is involved in	Support UN DPA and UN Women to develop guidelines (same as under 1.3.1)	Report that guidelines are completed	



Strategy 2015-18

Goals	Activity/output	2016 report*	2017 report*	2018 report*	2015 – 2018 observations in 2018 report
1: Peace processes and peace negotiations in which Norway is engaged involve the participation of both women and men, and peace agreements address the rights, needs and priorities of both women and men					
1.2. A gender perspective is incorporated into peace agreements and peace processes	1.2.1. Develop guidelines on how to incorporate a gender perspective and take women's rights into account in Norway's peace and security efforts. In processes where Norway has a formal role, a strategy for including women and incorporating a gender perspective is to be drawn up at an early stage	No report But says in annex that 100% of peace processes paid attention in 2016 and 100% of agreements in 2016 addressed the issues	No report but states in relation to goal 1.2.: But in all peace processes and negotiations where Norway was engaged in 2017, women's rights, needs and priorities were included (in line with the target: 100 %). This does not imply that all the needs, rights and priorities of women were addressed, however. Our teams will have to remain diligent in the further follow-up of the various processes, to identify situations where more could be done and issues that demand more attention.	No report but states in relation to goal 1.2.: We encouraged and supported the inclusion of women in all formal peace processes in which we were involved in 2018 .. Norway worked actively to promote women's participation in the parties' delegations and amongst mediators in 75% of the processes where we were involved in a formal role. Norway supported civil society and women's groups politically, diplomatically and financially in all processes where we were involved and provided technical support in half of the processes. Civil society organisations supported by Norway promoted women's rights, needs and priorities in all active processes. In peace processes where Norway was involved, one peace agreement was concluded in 2018, in South Sudan. The agreement included provisions on women's rights, in line with our goal	General on peace process in period -We find that our mediation teams have worked consistently during the four-year plan period to ensure that women participate meaningfully in the peace processes where we are involved. - In formal processes where Norway is involved, we have dedicated team members for gender issues - However, while women, peace and security is regularly on the teams' agenda and while experts are available and used by them, the training of our teams could be more systematic - We will start a dialogue with the personnel section that is responsible for recruitment in order to explain how the mediation teams are put together and explore how we can strive for gender balance in cross-section teams.



Strategy 2015-18

Goals	Activity/output	2016 report*	2017 report*	2018 report*	2015 – 2018 observations in 2018 report
1: Peace processes and peace negotiations in which Norway is engaged involve the participation of both women and men, and peace agreements address the rights, needs and priorities of both women and men					
	1.2.3. Provide training relating to women, peace and security to Norwegian participants in peace and reconciliation processes	No report, but states that Norway supports independent research that helps us draw lessons from our experience. We have also facilitated meetings for sharing experience.	No reporting, but We continued to build our own and others' competence through various training courses, through our support to research and through seminars to review the practical implications of new research findings		
	1.2.4. Make sure that Norwegian facilitator teams include at least one person with special responsibility for women, peace and security	No report Only reports on number of females in teams	No report, but says the proportion of women in Norwegian delegations was 46.2 %3 in 2017 (in line with the target of at least 40 % men and women)		



Strategy 2015-18

Goals	Activity/output	2016 report*	2017 report*	2018 report*	2015 – 2018 observations in 2018 report
2: International operations. Women's and men's security, rights and needs are to be taken into account in all aspects of international operations					
2.1. A gender perspective is incorporated into the planning, implementation and evaluation of international operations	2.1.4. Further develop routines for reporting on issues relating to women, peace and security and for evaluating international operations	<p>No report. Relevant passages below.</p> <p>Data on how women's and men's security, rights and needs are taken into account in international operations show that some progress has been made.</p> <p>Goals for women, peace and security are included in all operational orders and a gender perspective is included in all pre-deployment operational analyses.</p> <p>Including a gender perspective in operations has proved to be more of a challenge. While operational planning includes a gender perspective at the strategic level, implementation at operational and tactical levels is not systematic. Also, while there is gender expertise to draw from, this expertise is not used systematically.</p> <p>The annex reports that 100% of operational orders address goals for WPS and also 100% of pre-operation analysis</p>		<p>No reporting. General finding</p> <p>Data on how women's and men's security, rights and needs are taken into account in international operations show continued progress</p> <p>Goals for women, peace and security were incorporated into all operational orders in 2018, and a gender perspective was included in all pre-deployment operational analyses (in line with the target)</p>	During the four-year period, the gender perspective has become normalised as a tool in military operational planning

Strategy 2015-18

Goals	Activity/output	2016 report*	2017 report*	2018 report*	2015 – 2018 observations in 2018 report
2: International operations. Women's and men's security, rights and needs are to be taken into account in all aspects of international operations					
2.3. Training provided to all personnel participating in international operations in how to integrate a gender perspective into their work	2.3.2. Ensure that Norwegian personnel taking part in international operations in post-conflict situations have expertise on women, peace and security, including sexual violence		No reporting		
3: Peacebuilding processes in which Norway is involved increase women's economic and political freedom of action and influence					
3.1. Women's participation in decision-making processes in post-conflict situations and during peacebuilding is increased	3.1.3. Increase the proportion of women in the Norwegian Crisis Response Pool, which deploys personnel from the Norwegian justice sector to international civilian crisis management operations	No reporting	No reporting (Report on peace building is mainly about trends in use in aid projects with gender marker)	No reporting	General main finding This year's report shows that there has been an increase in targeted efforts to strengthen women's rights and active participation in conflict-affected and post-conflict countries. More of our broad development programmes in these countries also qualify for a gender marker than in previous years



Strategy 2015-18

Goals	Activity/output	2016 report*	2017 report*	2018 report*	2015 – 2018 observations in 2018 report
3: Peacebuilding processes in which Norway is involved increase women's economic and political freedom of action and influence					
3.2. A gender perspective is incorporated into economic reconstruction efforts in post-conflict countries	3.2.3. Promote the integration of a gender perspective into work carried out by the World Bank and the regional banks in fragile states and into various funding mechanisms for reconstruction efforts		No reporting	nothing	
3.3. A gender perspective is incorporated into all Norway's efforts to promote security sector reform and transitional justice in post-conflict countries	3.3.1. Ensure that personnel working with security sector reform and capacity building receive training on the women, peace and security resolutions		No reporting	nothing	
	3.2.3. Promote the integration of a gender perspective into work carried out by the World Bank and the regional banks in fragile states and into various funding mechanisms for reconstruction efforts		No reporting	nothing	



Strategy 2015-18

Goals	Activity/output	2016 report*	2017 report*	2018 report*	2015 – 2018 observations in 2018 report
4: Humanitarian efforts Norway's efforts in response to humanitarian crises safeguard the rights of both women and men and address their needs and priorities					
4.1. All people – women, men, boys and girls – are protected against sexual violence in humanitarian crises	4.1.1. Support projects that offer legal and practical assistance to victims of sexual violence in conflict	No attempt to addressing these areas in report	No reporting	No reporting General remark in relation to hum support We have seen more targeted humanitarian interventions for women and girls in 2018 than in 2017, and a higher proportion of the humanitarian funds now qualify for a gender marker	<p>During the four year plan period, Norway has strengthened its efforts for women's rights in humanitarian responses and worked more strategically and systematically. The work on the new humanitarian strategy, in conjunction with the new National Action Plan on Women, Peace and Security enabled a more holistic approach to be taken and led to the development of tools that aim to ensure that our follow-up of humanitarian partners is more consistent and substantial in the area of women, peace and security.</p> <p>In recent years, Norway has redoubled its efforts to combat sexual and gender-based violence, for instance by working with humanitarian partners that deliver effective programmes addressing these issues in the field. Norway has increased its awareness of and focus on male survivors of sexual and gender-based violence, as well as of the particular challenges faced by <i>children born of war and their mothers</i>.</p>

Strategy 2015-18

Goals	Activity/output	2016 report*	2017 report*	2018 report*	2015 – 2018 observations in 2018 report
4: Humanitarian efforts Norway's efforts in response to humanitarian crises safeguard the rights of both women and men and address their needs and priorities					
4.2. A gender perspective is incorporated into all aspects of humanitarian assistance funded by Norway	4.2.3. In dialogue with grant recipients and partner organisations, seek to raise awareness of and enhance reporting on efforts to protect and promote the rights of women with disabilities		No reporting Generally, it notes "All recipients of Norwegian humanitarian funding included the issue of women, peace and security in their narrative reporting, in accordance with the target of 100 %."	No reporting General: As in previous years, all organisations that received Norwegian humanitarian funding reported on the integration of gender and women, peace and security in their programmes.	

* These reports do not make any attempt to specifically report on the planned activities and outputs in the Action Plan. It is restricted to general comments and reflections at the level of main objectives. Some of the text in the report related to country operations may be peripherally related to the overall outputs.



Strategy 2019-22

Goal	Activity	Report 2011	2012
<p>1: Peace and Reconciliation processes: Norway is working to ensure that peace and reconciliation processes are inclusive and that peace agreements safeguard women's and men's rights, needs and priorities. We strive to ensure that more women participate at all levels in peace and reconciliation efforts, and that everyone who is involved in a peace process knows how to integrate the gender perspective in their work</p>			
<p>Outcome 1.1: Peace and reconciliation processes facilitate participation by women in all phases</p> <p>Outcome 1.2: Peace and reconciliation processes facilitate respect for both women's and men's rights, needs and priorities</p>	<p>Output 1.1.1 Norway helps to ensure that parties to negotiations and mediators include women</p>	<p>Norway carries out gender-sensitive conflict and actor analyses. Norway creates a simple strategy or plan for how women's participation and a gender perspective can be taken into account in the peace negotiations and in the dialogue with the parties.</p>	<p>No report on planned intervention. Report on quantitative indicators related to outcome</p>
	<p>Output 1.2.1 Norway helps to ensure that parties to negotiations and mediators have sufficient capacity to integrate the gender perspective</p> <p>Output 1.1.2 Norway helps to ensure that women's organisations have the capacity and opportunity to participate in peace and reconciliation processes</p>	<p>Norway offers technical assistance and expert help to peace mediators, facilitators, the parties and women's organisations relating to how a gender perspective can be integrated into the peace negotiations.</p>	<p>No report on planned intervention. Report only on percentage of agreements addressing gender + report on allocation of Norwegian peace and reconciliation funds earmarked as women's rights and gender</p>



Strategy 2019-22

Goal	Activity	Report 2011	2012
<p>2: Implementation of peace agreements: Contribute to women participating in and influencing the implementation of peace agreements. We will endeavour to ensure that women's and men's rights, needs and priorities are safeguarded in the implementation of peace agreements</p>			
<p>2.1 Women's participation is facilitated in the implementation of peace agreements</p>	<p>Norway contributes to ensuring that the authorities, the UN and regional actors have sufficient capacity to include/integrate women/gender perspective in the implementation of peace agreements.</p>	<p>Norway will develop a simple strategy for following up women, peace and security in Norway's work in support of the implementation of a peace agreement</p>	<p>No report on selected intervention</p>
<p>2.2 When implementing peace agreements, steps are taken to safeguard both women's and men's rights.</p>	<p>Norway helps to ensure that women's organisations have the capacity to stand up for women's rights, needs and priorities in connection with the implementation of peace agreements.</p>		
<p>3: Operations and missions: In all operations and missions, a goal is to ensure the security and safety of the whole population: women, men, girls and boys. A gender perspective will be applied as regards how the organisation and personnel operate, in the selection of participants and when building competence</p>			
<p>3.1 International operations and missions facilitate participation by women</p>	<p>Norway helps to ensure that international operations and missions include women Norway helps to ensure that international operations and missions have sufficient capacity to integrate the gender perspective</p>	<p>Endeavour to ensure that peace operations have strong mandates that take account of both women's and men's security needs and strengthen women's position</p>	<p>No report on this. Focus is on deployment figures and quantitative indicators related to that</p>
<p>3.2 International operations and missions facilitate the safeguarding of both women's and men's rights, needs and priorities</p>			



Strategy 2019-22

Goal	Activity	Report 2011	2012
<p>4: Humanitarian efforts: Norway will strengthen its efforts for compliance with international law in connection with humanitarian crises and for protection in humanitarian responses. The gender perspective will be an integral part of all our efforts, from preparatory analyses to planning, implementation and reporting. It must be possible for those affected by crises to hold humanitarian organisations accountable and influence the planning and implementation of international humanitarian efforts. We will endeavour to ensure that women participate and are heard on a par with men. We will give priority to work on women's rights. Our efforts shall prevent and combat sexual and gender-based violence</p>			
<p>4.1: Humanitarian efforts facilitate women's involvement</p>	<p>Norway helps to ensure that Norwegian-supported humanitarian organisations involve women.</p>	<p>Expect recipients of Norwegian humanitarian funds to carry out needs analyses that identify the needs of different groups, and that this will form the basis for how the humanitarian efforts are organised.</p>	<p>Party covered in the report. It notes "...women who need humanitarian aid are included in the work of all major organisations that receive Norwegian humanitarian support. In 2019, the 17 most important organisations were monitored and included in this report, compared to 10 in 2018. Similarly, all of them integrate the gender perspective, i.e. their work takes women's and men's rights, needs and priorities into account. All but one of the organisations report data broken down by gender. The one exception explains the lack of gender-disaggregated data by the fact that they to some extent rely on government figures that are not broken down by gender. Even though the sample was greatly expanded from 2018 to 2019, the same commitment to women's participation and rights in humanitarian support is evident among our partners. As for humanitarian efforts under UN auspices, we monitor five organisations that receive substantial funding from Norway. The reporting indicates that all the monitored organisations have systems in place for involving women affected by the crisis in their work. However, there are differences in how standardised this inclusion is.</p>
<p>4.2 Humanitarian efforts facilitate the safeguarding of both women's and men's rights, needs and priorities.</p>	<p>Norway helps to ensure that Norwegian-supported humanitarian organisations integrate the gender perspective in their humanitarian work.</p>	<p>Expect humanitarian aid organisations that receive Norwegian support to report on how women, peace and security is integrated into all parts of the planning, implementation and evaluation of efforts in crises and conflicts.</p>	

* Note that these activities are not derived from the action plan itself but from the associated guidelines

Annex 6: Interview guides

1. 1325 coordinators

What were your main responsibilities and tasks when holding this post? Did your role change from that of your predecessor?

AQ 7 AND 11: DRAFTING AND LESSONS

Drafting of NAP; *(for 2019 NAP, to relevant coordinator)*

Can you help us establish a timeline for the drafting of the latest NAP? Who were the main authors? Can you provide us with the main drafts, and a list of the main points of consultation, as well as written inputs? What main changes were made as a result of consultation? What input did you consider less relevant or difficult to incorporate, and why? What was the main points of discussion internally (with MFA and Norad and the political leadership?).

How were lessons incorporated into the drafting of the NAP? Any written documentation of the process? What were the specific lessons of implementing the 2015-18 plan? How were insights from research incorporated?

(Drafting of earlier NAPs, to earlier coordinators if a NAP was written during their time) How do you recall the drafting of the NAPs from your time? Who was consulted? What suggestions were made? Were they incorporated? If not, why not? What were the significant changes from the earlier to the final version? How were lessons from implementation incorporated into new NAPs? Do you remember what they were?

To all: how is selection of priority countries made? What are important factors to consider? To coordinator serving at the time; why was DRC dropped as a priority country from 2015?

AQ 8: IMPLEMENTATION

How would you say that the NAP guided Norwegian implementation of WPS efforts in the field of aid during your time in the role? Have some aspects of the plan had more bearing on practice than others? Why?

(current and last Special Envoy): Can we obtain the annual working plans for the ministries involved

(referred to in NAP page 57). And the workplans/ goals of six priority countries? What explicit guidance /guidelines have been in place for aid allocation/ management?

AQ 9: COORDINATION

What coordination frameworks and mechanisms related to development aid existed during your time? What was adhered to? What was not? Were there any areas where coordination worked particularly well and or not so well?

AQ 10 CAPACITY.

Can you give as a summary of the main WPS related capacity building initiatives towards aid officials during your time? How were capacity needs assessed, if at all? What did you assess as the most important capacity issues during your time? Any change now?

AQ 12 MONITORING AND REPORTING

How was reporting organized internally during your time (what type of reports, from which sections/ actors). Did relevant entities contribute information automatically?



What was the mechanisms for reporting results internally? (i.e., how is the annual report discussed?)
Did results in any way lead to adjustment of course?

GENERAL/ BACKGROUND

What do you think of as the strongest aspect of Norway's WPS work? And the weakest? What are the most important changes from the early days of 1325?

In what ways should the new NAP be different from the current NAP?

How do you assess the significance of the role- and the challenges of it? What did you learn during your time? Was there anything you would like to see changed that was not within your authority?

2. Norad resource persons

ROLE

In what sense have you worked with the NAP and Norway's WPS work in the last two decades?

AQ 7: CONSULTATION

How would you describe the consultation process? Is it sufficiently broad?

AQ 8 IMPLEMENTATION

How central has the NAPs been to work with WPS within the aid administration? To what extent is the NAP important when aid priorities are set at the central and embassy level?

What internal guidelines have been in place when it comes to prioritization and design? Are they used? Any thematic variation on the question of implementation?

AQ 9 COORDINATION

How, from your knowledge is Norway's WPS work (within aid) coordinated? What is well coordinated? Where is the room for improvement?

AQ 10 CAPACITY-BUILDING

What capacity-building initiatives are you aware of? Have they been relevant? What else would be useful? Where are the gaps? Did you receive training of the gender marking of projects? Is it common for case officers to receive such training? What are the challenges with applying the gender marker?

AQ 11 LESSONS

What are the mechanisms for incorporating lessons into the new NAPs? Do these mechanisms work well? Are there any important lessons that have not

been incorporated for the lasted NAP or should be incorporated for the new one?

AQ 12 M& R

What is your assessment of the design of the results framework? Are the indicators relevant? Are they sufficiently ambitious?

How are results disseminated internally? Any bearing on practice?

GENERAL /BACKGROUND

How would you assess Norway's overall WPS efforts when it comes to development aid?

How would you assess the balance between targeted work and the efforts/ achievements of integration of gender perspective? How would you assess Norwegian NAPs compared to similar countries?

3. MFA/Norad grant managers, 1325 coordinators at embassies

ROLE

How has your work been related to Women, Peace and Security?



AQ 8 IMPLEMENTATION

Have you referred the NAPs in your work? How? Have you referred to the guidelines for foreign service personnel? How? Do you think the guidelines are useful for yourself and others?

Are there other (internal) WPS guidelines for grant allocation/ funding schemes? Have you applied them? Are they helpful?

Have you referred to the results framework in your work? How?

What is your general assessment of the significance of the NAP to the work of the aid administration? Have this changed over time?

AQ 9 COORDINATION

How exactly is Norway's women peace and security work coordinated? Would you say it is well coordinated? What could be better coordinated?

AQ 10 CAPACITY-BUILDING

What, if any WPS capacity building training or support have you received? Was it useful? Is there anything else you would like? Did you receive training on the gender marking of projects? What are the challenges with

applying the gender marker? How would you describe the capacity building needs of your colleagues?

AQ 11 LESSONS

Are you aware of any ways in which lessons from implementation have been used in producing new NAPs? Are there any lessons for the new NAP that you think should be incorporated?

AQ 12 M& R

Were you in anyway involved in reporting on WPS related activities? Did you find the result framework useful/ relevant? Do you follow whether targets are met or not?

GENERAL/ BACKGROUND:

What is your overall view of the current NAP? How would you assess Norway's WPS work?

4. Norway Civil society

ROLE:

How have your work been related to WPS?

AQ 7 CONSULTATION & AQ 11 LESSONS

During the drafting of the last NAP, were you and your colleagues in Norwegian civil society consulted / able to provide input? How was this process? Was there

sufficient consultation? How has this changed since previous NAPs?

Lessons; would you say that lessons from the implementation of previous NAPs have been incorporated into drafting of new NAPs? How? How not? What lessons do you think should be take into account for the next NAP?

AQ 8 IMPLEMENTATION

Do you refer to the NAP in your work? How? Would you say that the NAP has any bearing on Norwegian WPS work when it comes to development aid? How?

AQ 12 M& R

Are you familiar with the results framework? Have you reported to it? Does it in any way affect your work or that of your organisations' work?

GENERAL /BACKGROUND

What do you think of as the strongest aspect of Norway's WPS work? And the weakest? What are the most important changes from the early days of 1325?"

How would you compare the Norwegian NAPs to those of similar countries? How you would you compare Norway's WPS efforts compare to similar countries?



5. Researchers

AQ 7 CONSULTATIONS

How would you describe the evolvement of consultation for the drafting of NAPs from early times until today? Is consultation sufficiently broad and in depth?

AQ 8 IMPLEMENTATION

To what extent would you say that the current NAP guide Norwegian implementation of WPS? Has this changed over time? Are there differences in themes/pillars?

AQ 11 LESSONS

To what extent would you say lessons for implementation are incorporated when new NAPs are written? How did this happen during the last NAP Is there anything about the current NAP that you think should be different? In what ways would you say the latest NAP and its implementation is informed by recent WPS research? In what ways might it not be?

AQ 12 M& R

Are you familiar with the result system? How would you assess its design and utilization? How would you compare it to those of similar countries?

GENERAL/ BACKGROUND

How would you describe the overall development of the Norwegian NAPs and their implementation since 2006?

6. Core informants in priority countries (shorter interviews of ca 30 min)

ROLE:

How have you worked on WPS in your country?

AQ 6 RELEVANCE

What themes or issues do you see as the most important ones for WPS / 1325 in your country? How would you describe the relevance of the following themes to your country's WPS agenda and needs (list themes from Norway's NAP).

AQ 7 CONSULTATION

Are you aware of any consultation that Norway has carried out in your country for designing its own WPS work/NAP?

GENERAL/BACKGROUND:

How would you describe Norway's profile and work with WPS compared to other countries?



Annex 7: Documents consulted

NORWEGIAN NATIONAL ACTION PLANS

The Norwegian Government's Action for the Implementation of UN Security Resolution 1325 (2000) on Women, Peace and Security

Women Peace and Security. Norway's Strategic Plan 2011-13

National Action Plan. Women Peace and Security 2015-18

The Norwegian Government's Action Plan. Women, Peace and Security, 2019-2022

Guidelines to Foreign Service's Work on Women, Peace and Security, (2016, updated 2019)

NAP ANNUAL REPORTS (NORWAY)

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Annual Report 2016 Implementing Norway's national action plan 2015-2018 Women, Peace and Security.

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Palestine's Second National Action Plan for the implementation of United Nations Security Council Resolution 1325 (UNSCR 1325) on Women, Peace and Security and Subsequent Resolutions 2020-2024

South Sudan National Action Plan 2015-2020 on UNSCR 1325 on Women, Peace and Security and Related Resolutions

Denmark's National Action Plan on Women, Peace and Security (2020-2024),

Sweden's National Action Plan for the implementation of the UN Security Council Resolutions on Women, Peace and Security 2016-2020

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Norad (2020) *Blind Sides and Soft Spots – An Evaluation of Norway's Aid Engagement in South Sudan*. Norad evaluation department, Tana Copenhagen in association with ODI and CMI

Norad (2020) *Evaluation of Norway's Engagement in Somalia 2012–2018* Norad evaluation department, Tana Copenhagen in association with CMI.

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Annex 8: Overview of annual gatherings for embassies in WPS priority countries

Year*	Dates	Place	Participants
2015	8-9 September	Bethlehem	Representatives from 5 priority countries, plus Oslo desk officers on South Sudan and Afghanistan
2016	September	Oslo	Representatives from all priority countries, as well as Nepal (which specifically requested to participate), who met a broad range of staff from all the implementing ministries and Norad, as well as researchers and representatives of civil society.
2017	9-10 October	Bogota	From the Embassies; <i>Afghanistan</i> : Herman Baskår, <i>Colombia</i> : Fernanda Louisa Reyes and Iver Williksen, <i>Myanmar</i> : Ohnmar Than Nang, <i>Nigeria</i> : Vibeke Grundtvig Søegaard, <i>Palestine</i> : Muntaha Aqel, <i>South-Sudan</i> : Signe Guro Gilen. In parts of the programme: Hege Fisknes and Johan Vibe (Embassy in Bogota), and Anne Heidi Kvalsøren (MFA). From <i>MFA</i> : Marita Sørheim-Rensvik and Bjørn Staurset Jahnsen. From <i>Norad</i> : Christine Beate Knudsen, Turid Johansen Arnegaard and Kari Trædal Thorsen.
2018	17-19 October	Yangon, Myanmar	Representatives from Norwegian embassies in Afghanistan, Myanmar, Nigeria, Palestine and South Sudan
2019	October	Abuja	No information in reporting
2020	4 sessions in September	Virtual sessions	No information in reporting

* All information based on reporting from the gatherings made available to the team

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