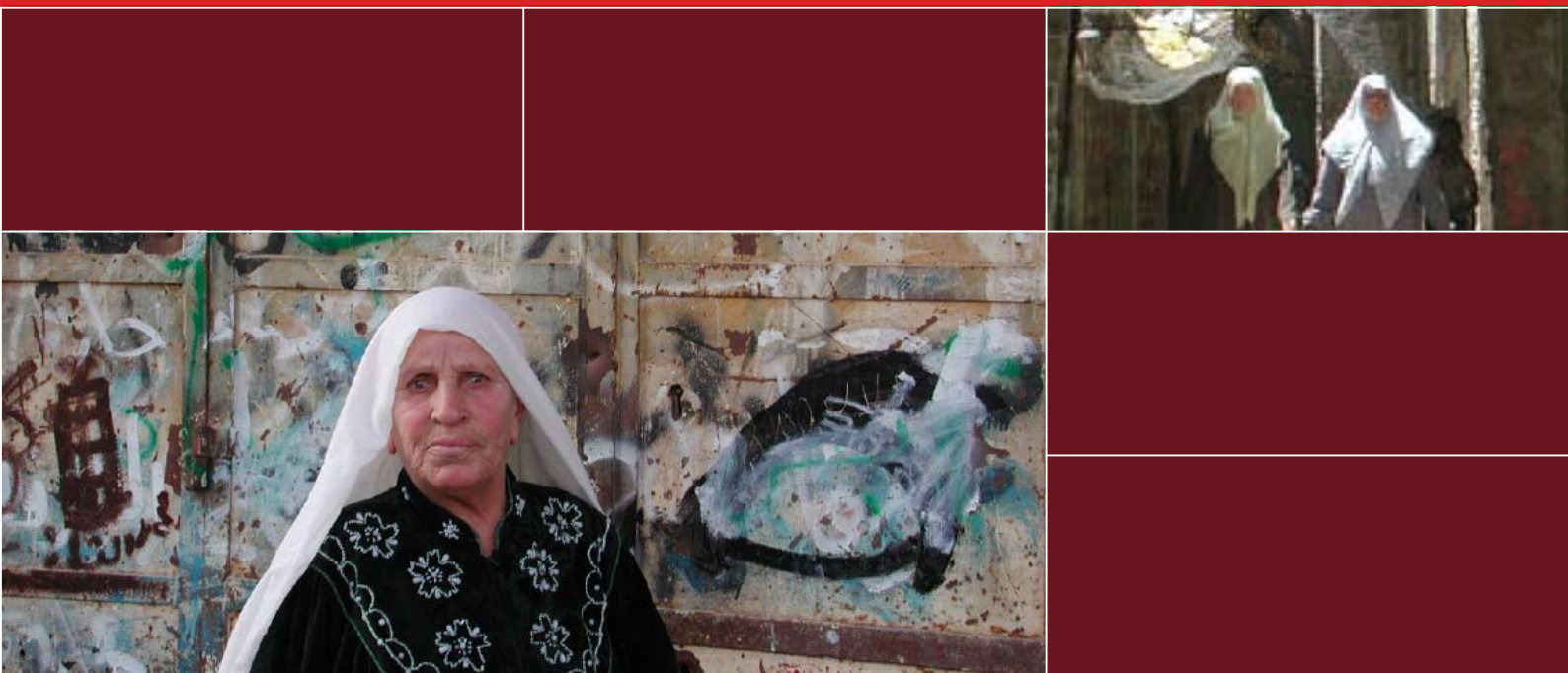




Gender Review:
**Mainstreaming Gender and Women's
Rights in the Development Portfolio
of the Norwegian Representative
Office in Al-Ram**



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Review of the Development Portfolio and Work with Women's Rights and Gender Equality – Norwegian Representative Office, Al-Ram

Final Report

September 2008

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ACRONYMS

AHLC	Ad-Hoc Liaison Committee
CEDAW	Convention of the Elimination of all Forms of Discrimination Against Women
CSO	Civil society organisations
GoN	Government of Norway
ICHR	Independent Commission for Human Rights
MEHE	Ministry of Education and Higher Education
MFA	Ministry of Foreign Affairs
MoWA	Ministry of Women's Affairs
NGO	Non-governmental Organisation
NRO	Norwegian Representative Office
PCBS	Palestinian Central Bureau of Statistics
PRDP	Palestinian Reform and Development Plan
PNA	Palestinian National Authorities
PLC	Palestinian Legislative Council
PT	Palestinian Territories
PWRDC	Palestinian Women Research and Documentation Centre
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNSCR	UN Security Council Resolution
UNWRA	United Nations Relief and Works Agency for Palestine Refugees in the Near East
VaW	Violence against Women
WCLAC	Women Centre for Legal Aid and Counselling

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EXECUTIVE SUMMARY

This Review of the development portfolio and work with women's rights and gender equality – Norwegian Representative Office (NRO), Al-Ram, focuses on how the cooperation with the Palestinian Territories (PT) address women's issues and gender concerns as defined in the Norwegian policy documents (Plan of Action for the Implementation of the UN Security Council Resolution 1325 Women, Peace and Security (2006), the Plan of Action for women's rights and gender Equality in the Development Cooperation (2007) and the Stortingsmelding No. 11 – On Equal Terms (2008). The Review provides an assessment of status and the implementation of the gender policy and strategies, and is initiated as a starting point of a process that is intended to improve the work in this field of cooperation.

The NRO selected six programmes and projects covering the major, but different fields of cooperation, which have been reviewed in order to consider how the gender perspective has been integrated and the policies implemented. The selected partners are Ministry of Education and Higher Education, The Palestinian Central Bureau of Statistics, AMAN (anti-corruption), Independent Commission for Human Rights, EUPOLCOPPS (Civil police) and Palestinian Women Centre for Research and Documentation. Meetings with the partners took place during the five days field visit in Al-Ram. Project documents have been reviewed as part of the data collection. Since the Review intends to initiate a process in order to strengthen the quality assurance, the Team held three training sessions for the NRO staff during its field visit. The focus of the training sessions included gender mainstreaming, UNSCR 1325 Women, peace and security, and conflict sensitivity.

The set backs that have taken place in the PT after the 2006 Elections, leading to a de facto political split between the West Bank and the Gaza Strip, and the weakening in the status of women in the PT, makes the work on women and gender a challenging one. The general worsening of the political situation in the PT seems to have contributed to strengthening traditional views on gender as well as exclusion of women's participation in the public sphere. The fact that a majority of the Palestinian women in the 2006 Election cast their vote for Hamas implies that women's role in the political sphere is of high importance. The Palestinian economy is heavily affected by the continuous conflict and women in particular are burdened by the closure regime. Unemployment is increasing and is higher among women than men. The UN and bilateral donors assist the PT Humanitarian assistance is provided both to the West Bank and Gaza.

At the Pledging Conference in Paris December 2007, the PNA presented a Palestinian Reform and Development Plan (PRDP 2008-2010) containing a 3-year fiscal framework and in principle covering both the Westbank and Gaza. At the conference the international community committed substantial contributions to UN, but the PNA and the de facto political leadership in Gaza still face hardship in meeting the gaps in public expenditures and basic needs for the population.

The cooperation with the Palestinian Territories (PT) and the Palestinian National Authority (PNA) is concentrated on peace building, human rights and humanitarian assistance, good governance, energy, education, and women and gender equality. The budget allocation for the PT is NOK 760 millions in 2008 and is therefore the largest recipient of Norwegian funds this year. The Government of Norway's (GoN) high profile and political commitment in the PT should pave the way for stronger involvement in the work on women's rights and gender equality.

The partners are considered to give rather low priority to the work on women's rights and gender issues. It is the Team's view that the cooperating partners underestimate the importance of women's rights and gender equality, also in the political sphere. To meet the challenges faced by the partners an improved dialogue at all levels, better management and reporting procedures have to be in place. Through a stronger emphasis on women and gender, most needed deliveries towards the female part of the population could be provided.

The Review which is intended to initiate a process should be carefully followed up. The recommendations addressed the NRO relates to strengthening of the implementation of the policies and increased resources towards women's rights and gender equality. This should be done by including women and gender concerns within all sectors of cooperation and visualised in the project documents, Annual Reports, Strategic Plan, Activity Plan and in project reviews.

To strengthen the work in the peace building efforts as part of the following up of the UNSCR 1325, the NRO is advised to undertake a review of the portfolio in this particular field of cooperation. It is also recommended to recruit a senior gender adviser for the Middle East Region to follow up the Plan of Action for the implementation of UNSCR 1325. Special attention should be paid to the dialogue between the PNA and GoN in this regard. For the NRO to ensure enhanced political reporting on women and gender, strengthened networking with women networks and individual women activists should take place.

As an effort to strengthen the PNA work on women and gender it is recommended to go into dialogue with the marginalised Ministry of Women's Affairs with the aim at finding a joint platform for future cooperation.

The partners should be requested by the NRO to improve the dialogue, reporting procedures and visualise results on women and gender concerns throughout the project cycle. To provide improved synergy of the work, the NRO cooperating partners should be asked to strengthen the coordination in this field in order to integrate women in all spheres, including economic and political participation as well as human rights.

REVIEW OF THE DEVELOPMENT PORTFOLIO AND WORK WITH WOMEN'S RIGHTS AND GENDER EQUALITY, NORWEGIAN REPRESENTATIVE OFFICE, AL-RAM

1. Introduction

One major priority in the Norwegian development cooperation is women's rights and gender equality. This is reflected in Government of Norway's (GoN) Plan of Action for the implementation of UNSCR 1325 Women, Peace and Security (2006), Ministry of Foreign Affairs' Plan of Action for Women's Rights and Gender Equality in the Development Cooperation (2007) and Stortingsmelding No. 11 (2007-2008) - On Equal Terms.

In order to produce results in accordance with the policies, there has to be a balance between the ambitions and available resources, competence and capacity. This was among the conclusions from the *Evaluation of the Strategy for Women and Gender Equality in Development Cooperation (1997-2005)* (Norad: Evaluation Report 5/2005). The Evaluation also led to new mobilisation of resources in the Ministry of Foreign Affairs (MFA) and Norad. A Gender Budget Line has been established and the MFA has got three new positions. However, no recruitment of gender specialist to the embassies and consulates has taken place.

This exercise is a direct following up of the Evaluation and a quality assurance of the present status on the work on women's right and gender implemented by the NRO. Other Norwegian missions abroad will follow this autumn.

The overall purpose of the Review of the Norwegian Representative Office (NRO) portfolio is to strengthen the promotion of women's rights and gender equality in the Palestinian Territories. The intention is to initiate a process that will lead to improved results on the ground in reaching the female as well as the male population in the Palestinian Territories, more effective administrative procedures and routines in the management of the development cooperation. The lessons learnt from the Review will also serve as an important input to the broader work of establishing gender equality as a central element of Norwegian development cooperation.

The overall objective of the Norwegian cooperation with the Palestinian Territories is to contribute to a two-state solution in the conflict between Israel and Palestine. Therefore the challenge of incorporating a gender perspective in the Norwegian development cooperation should be targeted from this angle. With the aim at reaching a two-state solution, deliveries towards the female as well as the male part of the Palestinian population is a key issue.

1.1 Scope and Approach

This Review addresses challenges in incorporating policies relating to women's specific roles and needs in the development cooperation in Palestinian Territories (PT). As a priority area and to comply with the policies, the willingness and capability of the NRO to follow up, as well as adequate techniques and tools have to be in place. In line with the Terms of Reference

(ToR) three gender training sessions for the staff members were undertaken during the visit in Al-Ram.

Norad's practical guide "Assessment of Sustainability Elements/Key Risk Factors" is used as guidelines for assessing the gender aspects of the cooperation with the Palestinian partners. These guidelines emphasise the need to look into the project cycle and require considerations on how the project could affect men and women differently, an analysis of men and women's different needs, how interventions could promote equality and more equal access to resources as well as considerations on possible negative impacts for women and men and gender equality (risks).

The present Review does not include a full analysis of all programmes and projects supported by Norway. The NRO selected six programmes and projects covering different fields of cooperation, which have been reviewed in order to consider how the gender perspective has been integrated and the policies implemented. The projects selected covered good governance (anti-corruption, human rights, civil police, Palestinian Central Bureau of Statistics), education, and a women's research and documentation centre.

1.2 Methodology

To identify how the policy on women's rights and gender equality is addressed by the NRO, the office's overall planning and reporting documents have been analysed (Annual Report 2007, Activity Plan 2008, Strategic Plan 2008, Budget Proposition No.1 2007-2008 (MFA), and Minutes from PNA/GoN Annual Meeting 2008). In addition, to consider how gender perspectives are dealt with throughout the project cycle, key project/programme documents have been reviewed. The analysis of project documentation focuses on how gender issues are visualised as a thematic issue and questions by whom, when and how women's rights and gender equality are planned for, discussed with partners, reported on, reflected in agreements and brought up in annual meetings and project reviews. How the gender perspectives are included in the overall dialogue between partners and whether this reflects an offensive approach by the NRO have been analysed. The selection of the six partners have also been analysed in terms of relevance and policy coherence.

The Review Team spent five working days in the Al-Ram office and had meetings with representatives from the six selected project partners in Ramallah. These meetings focussed on the partners' approach to gender mainstreaming, and how the partners address women's rights and gender equality as a priority in their work and in cooperation with Norway.

The Terms of Reference also requires training and introduction on women's rights and gender equality. The two training sessions that were held targeted the management and the development staff and all staff (including administration, support staff etc.) respectively. The training modules included an introduction to the policy documents, and addressed simple methods in how to include women and gender concerns throughout the project cycle, a short introduction in gender mainstreaming and similar on the UNSCR 1325, including conflict sensitivity. (Power points from the training sessions are included as Annexes IV, V and VI.) In order to go deeper into the issues more time should have been allocated to training. The all staff training session generated a lot of interesting discussions amongst staff with different points of departure and should be repeated in other reviews.

Unfortunately, the Review's timeframe did not open for meetings with women's organisations.

2. The Context

Particular challenges are posed by the fact that the Palestinian Territories (PT) does not constitute a sovereign state.¹ The persistence of the state of political division between the West Bank and the Gaza Strip, culminating into de facto two separate political entities have put new and severe pressure on the Palestinians in their nation building efforts.

The international community has responded to the split between the two entities by reducing the support the PNA and the Hamas led Gaza. At the Pledging Conference in Paris December 2007, the PNA presented a Palestinian Reform and Development Plan (PRDP 2008-2010) containing a 3-year fiscal framework and in principle covering both the Westbank and Gaza. The donors committed substantial budget and development support to the PRDP.² However, the PNA's financial needs are not fully met and the economic needs are striking both in terms of investments and economic activities. The PNA is not in the position to cover public expenditures such as payment of salaries and the government's operational costs. In addressing women and gender issues the PRDP is weak, only reflecting women's concerns in relation to social sectors. This is particularly unfortunate due to the importance of women's political and economic participation in the PT. However, the ownership to the PRDP and therefore potential impact is limited, as it does not extend to the Hamas controlled Gaza Strip.

The Team's general observation is that there has been a set back in the status of women in the PT, especially after the last elections that took place in January 2006. This is a concern raised by partners and stakeholders met. The reasons for the set back on women's position in the PT could be explained by several factors. The general worsening of the political situation in the PT seems to have contributed to strengthening traditional views on gender as well as exclusion of women's participation in the public sphere.

It is well documented that women played a crucial role during the 2006 Election, not only through their votes but also in the mobilization of grass roots activism that appealed to the voices often relegated to the periphery in Islamic society. According to several reports, social programmes sponsored by Hamas became vehicles of political support and an important shift occurred between the prioritisation of conventional security concerns over human security concerns. (Keyes, 2008)

The political situation has also paralysed the Palestinian National Authorities' (PNA) state institutions such as the Palestinian Legislative Commission (PLC) and other key "state" bodies. The political deadlock and the Israeli closure regime have led to postponement of much-needed legal and other reforms, as well as limitations in people's physical movement. Observations show that the situation affects women and men differently.

Weakening of Palestinian Authorities PNA at many levels have affected the nation building process. The democratic discourse has been affected as well as the discussion on good governance and human rights. In conclusion, there are changes in the social fabric in the PT that affects the entire population and specifically women's status and roles in the Palestinian society. This situation creates particular challenges for international partners to balance the support to politically driven peace processes focussing on "state" actors and at the same time

¹ It is not the intention to provide a full analysis of the political situation in the PT. The context description draws heavily on the NRO's Strategic Plan for 2008, Annual Report 2007 and Activity Plan for 2008.

² The amount pledged for at the Conference was USD 7.7 billions to the UN.

ensuring that key parts of society needed to create sustainable peace and development, such as women, are included.

2.1 The Status of the Palestinian Women ³

Addressing women's legal status in the PT is complex task due to the cultural, political and institutional conditions. The body of law governing Palestinians in the occupied territories derives from Ottoman, British Mandate, Jordanian, and Egyptian law, as well as Israeli military orders. The basic principle of the legal system in PT is the transitional constitution of the Palestine authority signed by PNA Chairman Yasser Arafat in 2002. The law guaranteed basic rights, but stated that Palestinian legislation will be based on the principles of Islamic Shari'a law. Several groups protested against the fact that the law bases Palestinian legislation on the Shari'a (Islamic Law) and declares Islam to be the official religion of Palestine. These provisions are in contradiction to the "Democratic Secular State" platform of the Fatah organization.

The PNA legislative system as well as the judiciary is not functioning as intended and traditional laws have therefore an increasing impact on the general legal status of women. In general, Palestinian Muslims are subject to the Jordanian Personal Status Law of 1976, as Christian Palestinians are subject to the rules of their respective churches (the Greek Orthodox, the Roman Catholic and the Coptic Church). In addition, the number of women judges, prosecutors and lawyers is rather low. ⁴

Since PT is not recognised as a sovereign nation state, PNA is not in the position to sign and ratify international legal instruments such as the Convention of the Elimination of all Forms of Discrimination Against Women (CEDAW). In 2005, Women Centre for Legal Aid and Counselling (WCLAC) published *"The legal and social status of Palestinian women – A gap analysis using CEDAW as a reference"*. This report, mainly prepared before the second Intifada, has some limitations since it is not taking into consideration the major shifts that have taken place after the 2006 Elections. Basically, the issues raised are still of relevance in analysing the legal status of Palestinian women.

2.2 Women's Political Participation

Palestinian women's political participation has generally been relatively high due to the involvement in the resistance against the Israeli occupation and participation in the national liberation movement. There are some high profiled women politicians, however, the political sphere is overwhelmingly male dominated. (Nasser, 2005) Palestinian women have limited access to decision making processes and there are currently only three female ministers.

During the 2006 Election, 56 % of women supported Hamas while 39 % of men cast their votes for the party. ⁵ (Said, 2006) This should be analysed on the background that Hamas has managed to better reach the female part of the Palestinian population. Why and how is outside

³ NRO has provided a note on The Status of Palestinian Women, including statistics on economic, political and social conditions (NRO, 2008)

⁴ 11.2 % of the judges in the PT are women (of these 4.2% of the women judges are in Gaza, and 7% in West Bank.) Female prosecutors in the PT represent 12.1% (out of which 7.8% in Gaza and 4.3% in the West Bank). Women lawyers in Palestine represent 16.9% (out of which 4.7% in Gaza and 12.2% in the West Bank). (PCBS, 2007)

⁵ While just 46 percent of the overall vote was cast by women in the Gaza Strip and West Bank, it was disproportionately weighted in favor of Hamas. (Said, 2006)

this Review's scope, but is of particular relevance in connection with future support to Palestinian women. It is obvious that women's political participation and influence through decision making processes will be of vital importance for the PT in process of trying to unify Gaza and the West Bank.

2.3 Violence Against Women

The Palestinian Central Bureau of Statistics (PCBS) through its Gender Statistics Section has provided a variety of statistics on violence against women. (PCBS, 2007) The statistics confirms that gender-based violence is widespread, affecting all sections of community, and is increasing due to the political situation. Domestic violence is further exacerbated by the weak judiciary and inability of law enforcement officials to uphold the rule of law, leaving women without effective legal or physical protection.

Violence against women is according to women's organisations and key stakeholders one of the most serious social problems in the PT. Violence that occurs is sexual harassment and sexual assaults, incest, rape, threats to kill, of femicide (honour killings). Since the legislation is weak and depends on where, how and by who cases are reported, women are vulnerable and lack protection by civil laws. The WCLAC stated that there is an "absence of clear policies and procedures to handle cases of gender-based violence" (WCLAC, 2005). The report identifies a selection of recommendations on how to improve the conditions and points to required changes and needs to strengthen legislation as well as training of civil police as necessary steps.

The Ministry of Women's Affairs (MoWA) is involved in work to reduce violence against women (VAW). The MoWA is in process of drafting a National Plan of Action to combat VAW that will serve as a platform for effective participation of all levels of the community and government, fomenting ownership, accountability and responsibility. The plan intends to engage and strengthen key actors at the grassroots, central and national levels. UNIFEM will have an advisory role in implementing the Plan. Other ministries, CSOs and NGOs will participate in the implementation. To ensure connection to the grassroots the WCLAC is given the role as NGO coordinator.⁶

2.4 National Gender Machinery

The Ministry of Women's Affairs (MoWA) was established in 2003 with the assistance from the Palestinian women's movement. In addition there are gender desks in all ministries, which constitutes a coordinating government network. . The Ministry's mandate is to promote women's legal rights, gender equality and gender mainstreaming. MoWA has a selection of qualified staff members. However, the Ministry is marginal and needs more staff and resources to efficiently implement its mandate.

A number of women's organizations and women NGO networks exist throughout Jerusalem, the West Bank, and Gaza. Since 1991, women have been freely advocating for the rights and concerns of women on economic and social issues, as well as the representation of women in decision-making posts.

The Team met with the MoWA and the Deputy Minister clearly expressed that they need assistance within all aspects of their work. UNIFEM has seconded a consultant in the process of drafting the Plan of Action to combat VAW due to lack of own resources. The Ministry is

⁶ WCLAC is also the coordinator for Al-Muntada Coalition to Combat VAW, as well as a member in other coalitions dealing with the legal reform of Personal Status Law, Family Protection Law and the Penal code.)

presently working on a Plan of Action for the entire ministry. In this process they would need external resources. The NRO has identified discussions with the MoWA on possible future cooperation as a task to be followed up in 2008. (Minutes, PNA/GoN Annual Meeting, 2008)

3. Analysis and Status of the Cooperation

3.1 Objectives and volume of the development cooperation

The overall goal of the Norwegian cooperation with Palestinian Authorities is to contribute to a two-state solution. Presently, Norway chairs the donor coordination group, the Ad-Hoc Liaison Committee (AHLC) and has therefore an important role to play in the ongoing political and peace negotiation processes. Norway has, due to its political commitments a particular important role to play in addressing women's rights and gender issues.

The Norwegian budget allocations for the Palestinian Territories (PT) are NOK 760 million in 2008, making the PT the largest recipient of Norwegian funds this year. The support is channelled through the Palestinian Authorities (ministries, state institutions), UNWRA, UNESCO and other UN bodies, the World Bank (budget support), Palestinian and Norwegian NGO's. The areas supported are:

- Peace building, human rights and humanitarian assistance
- Good governance, including anti corruption efforts and budget support
- Energy
- Education
- Women and gender equality

3.2 Political and Strategic Challenges for Norway

Addressing women's rights and gender issues in the PT is seen as a direct contribution and a necessary step in the nation building process and improving the present situation for the most vulnerable parts of the population. The Minutes from the Annual Meeting between PNA and NRO in April 2008 highlights that Norway will increase its focus on gender mainstreaming and on more gender specific projects, to ensure the realisation of the rights of women that are set out in international human conventions. The four identified priorities are women's political empowerment, women's economic empowerment, sexual and reproductive health and rights, and violence against women. (Minutes, GoN/PNA Annual Meeting, 2008)

Working with integrating a gender perspective in general is a challenging one and requires resources, even more so in a complex conflict context. The complex conflict conditions could be used as an excuse for not bringing up gender issues at the highest political levels. In contrary, the Team believes that bringing up women and gender issues with the top level political leaders in the PT as part of the dialogue would be in line with the Norwegian political commitments and contribute to a holistic understanding of the conflict.

3.3 UN Security Council Resolution 1325 Women, Peace and Security

The UNSCR 1325 Women, Peace and Security (2000) targets protection of women in armed conflicts, women's political participation, women's access to resources, violence against women and addresses the importance to include women in political negotiations in conflict situations. The Resolution is the first ever that brings women into the focus of armed conflicts and the consequences for women, both as victims but also as important resources that should be included in peace processes.

The GoN's Action Plan for the Implementation of UNSCR 1325 Women, Peace and Security, signed by five ministers,⁷ is of specific interest in the PT and in the region due to the present political situation in PT and the strong political and economic involvement of GoN. Due to the situation in the West Bank and the Gaza Strip it is believed that a more strategic approach in implementing the Resolution on the ground could enhance the Norwegian contributions in the peace process. The Minutes from the last Annual Meeting with the PNA emphasise that: *"There is an intention to keep funding women's organizations as part of the Norwegian policy towards enhancing the implementation of Un Resolution 1325 on Women, Peace and Security. As well as addressing the need for gender mainstreaming. Emphasize the importance of fully integrating a gender perspective into the overall PRDP."* (Minutes, PNA/NRO Annual Meeting, 2008).

It is also of interest to compare these with UN Commission on the Status of Women's last report on Palestinian women: *"Women should be fully involved in conflict resolution and peacebuilding initiatives to be undertaken in the region, in accordance with the Beijing Platform for Action and Security Council resolution 1325 (2000) on Women, Peace and Security."* (UN Commission for the Status of Women, 2007)

Due to the context given, it is of vital importance that the Norwegian support to the peace process in particular approaches women and gender. Unfortunately, the Review has not gone into this part of the Norwegian portfolio. The Team therefore would advise the NRO to give priority to a separate review of this portfolio in order to comply with the UNSCR 1325 as part of the following up of the Review. This review should include a regional approach and should be seen in comparison with other recommendations presented below.

3.4 Conclusions

The overall goal behind the Norwegian cooperation with PNA is to contribute to a two-state solution. Strengthened focus on women's rights and gender equality towards this end is of high importance both at the political level, for the women themselves and would be in line with the Norwegian political priorities where gender perspective is seen as a core dimension in all development and foreign policies. It is highly commendable that the development cooperation management at the NRO has initiated a process to strengthen this dimension by appointing a gender focal point, developing a gender specific portfolio and requiring reporting on gender in all new agreements – and inviting Norad to carry out this review.

However, the Team considers the women rights and gender dimension as underestimated, both in terms of the Norwegian political commitments, the overall policies on women and gender and not the least due to the political situation on the ground.

The NRO has a staff that is highly competent and committed and considered an asset in putting a stronger emphasis on women's rights and gender equality. The NRO is therefore regarded as providing a positive environment for the recommended adjustments. . From the all staff discussions at the NRO during our visit, the Team have a clear impression that there is interest in trying to make a difference in this area. **But there is a need to avoid viewing women's rights and gender equality as a welfare question and not part of a broader political context where all projects and programmes supported are initiated.** This is, as

⁷ Minister of Foreign Affairs, Minister of Development Cooperation, Minister of Justice and the Police, Minister of Children and Equality and Minister of Defence.

mentioned before, not in line with the GoN's policies and would result in a missed opportunity in contributing to a two-state solution

The projects reviewed show that many partners have the competence and willingness to work with the thematic related to women's rights and gender equality, but currently is not given priority by the partners. There is a definite need to improve and visualise these concerns both in the dialogue at all levels, in the agreements, as reporting requirements and results reporting. During the field visit the NRO staff informed the Review Team that partners through the separate meetings with the Review Team was a contribution towards awareness raising in itself. Improved coordination between the partners on gender issues is also expected to provide necessary synergy in enhancing women's rights and gender equality.

The Norwegian response to the situation has so far been support to PNA institutions, independent watchdogs as well as other parts of civil society. The Team supports this approach, but sees a need to sharpen the overall approach to women's rights and gender issues in the cooperation with PNA and other partners, including other development partners. This is believed to be a positive contribution towards a two-state solution in a long-term perspective. The Team therefore consider that the work on gender and women's rights in cooperation with its Palestinian partners should be strengthened to ensure that the Norwegian contributions can fill the identified gaps and to respond to the general set backs in the PT.

In the overall analysis of the portfolio and the partners selected, it is the Team's consideration that there is coherence between the Norwegian policy and the partners' mandates. However, this is not enough to conclude that the partners selected are the optimal in reaching the goals for the Palestinian population. As already mentioned, the Team recommends some following up to provide a more detailed analysis of parts of the portfolio.

3.5 Norwegian Project Cooperation with the Palestinian Territories

3.5.1 Education – Ministry of Education and Higher Education

As a means to support the nation building process, Norway has cooperated with the Palestinians in the education sector through Ministry of Education and Higher Education (MoEHE) since 1994/95. Education for All, strengthening of teaching quality, development and improved management of the education sector are defined as the partner's goals. Norwegian objectives are defined as high quality education through support to the new Palestinian 5-year education plan. Under former and present agreement (Agreement Phase II – 2003 – 2006) the Norwegian contribution has been NOK 110 millions. Gender aspects are addressed in the programme documents reviewed, but are limited to quantitative indicators and limited analysis of gender aspects of the sector, such as how education can be used for the advancement of gender equality in PT. Gender issues have been discussed at annual meetings but again, often limited to quantitative indicators. The support has been targeted school construction and rehabilitation, teachers' education and Technical and Vocational Education and Training (TVET). Girl's education has been an incorporated part of the support. Presently, the NRO is preparing a new agreement with MoEHE for support to the "Educational and Development Five-Year Plan 2007-2011", a plan that is characterised as having a high international standard. In quantitative aspects and compared to the countries in the region the PNA has made tremendous strides on gender issues, particularly with regards to education for all and ensuring a gender balanced staff. Challenges lie in expanding the educational choices for girls and truly mainstreaming gender issues in the sense that the educational system is used as a vehicle for a greater understanding of gender and women's

rights. The fact that MoEHE also in the present difficult circumstances are able to continue to provide some basic services also in the Gaza strip is considered a major asset in this regard.

The cooperation in the education sector is in line with both the PNA and the Norwegian policies and is seen as relevant in order to strengthen the Palestinian population's efforts to build up competence and provide the younger generations with necessary skills. The challenges related to gender mainstreaming and improved girl's education should be addressed as a national priority and continued to be followed up in the context of the approached from all partners involved is needed.

The challenges identified are among others that the programme could have been more gender equality oriented and gender balanced. Gender related goals and indicators should be defined in the agreement and NRO should continue to challenge MEHE to improve gender mainstreaming in the implementation of the new 5-year plan.

3.5.2 The Independent Commission for Human Rights (ICHR)

Norway is cooperating with the Independent Commission for Human Rights with the aim to improve the human rights situation in the PT. ICHR's mandate is "to follow up and ensure that requirements of maintaining human rights within different Palestinian laws, legislation and regulations, and within the operations of different departments, apparatus, and institutions of the State of Palestine and the PLO are met". (NRO: Appropriation Document, 2008) The overall goal of the Norwegian support is "To promote the respect for human rights in Palestine based on principles guaranteed in International Human Rights Declarations and Conventions, and to promote the adequate application of the rule of law, as stated in the 'Strategic Document 2008-2010' of April 2008." (NRO: Appropriation Document, 2008)

The ICHR is supported through a Joint Financing Arrangement (JFA) including Denmark, the Netherlands, Sweden, Switzerland and Norway. Norway's contribution under the present agreement is NOK 6 millions. ICHR has offices in Ramallah, Hebron, Nablus, Betlehem and Gaza.

The external evaluation of ICHR from 2007 was critical to the organisation's focus on gender issues and underlined the need to include more specific gender concerns into the ICHR's "Strategic Document 2008-2010", which has been followed up and incorporated in the strategy. However, in the major activities up to 2008 specific activities addressed women's human rights and gender equality were not included in the organisation's work plan. (ICHR, Project Completion Report, April 2008). The Joint financing Agreement requires ICHR to report on gender.

The ICHR recently got a new women director with extensive experience from the Palestinian women's movement. She admitted in our meeting with ICHR that the organisation so far has not done enough towards meeting the gaps in the Palestinian society relating to women's rights. However, the Team got assurances that ICHR intends to improve the work on women's rights and gender equality. ICHR has a close cooperation with PCBS and the UNESCO Palestinian Women Research and Documentation Centre as well as other human rights and women organisations. The director addressed the need for more strategic approaches both with regards to ICHR as an institution and in national networking on women's rights to improve legislation.

The ICHR is a most relevant partner due to its strategic independent role and responsible for the protection of human rights in the PT. The cooperation with ICHR is in line with both the PNA's own priorities as well as the GoN's strategic approach.. In order to enhance ICHR's strategic approach there is need for specific measures on how to mainstream gender into the institution and improve networking with defined goals and results. NRO should follow up in the dialogue with ICHR the suggestions raised by the director during the meeting, such as revitalising the work on ICHR's gender strategy, more staff training and bringing gender issues to the ICHR Board meetings and in revising the work plans for 2009.

3.5.3 Palestinian Civil Police Development Programme

The objectives of the support to the EUPOLCOPPS is to support the establishment of a transparent and accountable police organisation with a clearly defined role, operation with a sound legal framework capable of delivering an effective and robust policing service responsive to the needs of society and able to manage effectively its human and physical resources. The multi-donor programme was initiated in 2000 and the partner is the PNA and United Nations Office for Project services. The Project Manager's role is to facilitate the cooperation between the PNA and the Programme Steering Committee, convey the wishes of the donors regarding the project implementation. (Programme Agreement, 2008) The financial frame is 12 mill NOK for the agreement period 2005- 2008. Other donors are UN and EU.

The project documents are weak in addressing gender issues, both in terms of defining the challenges as well as results reporting. (Gender is referred to in para 2.3 Human Rights and Gender): *"Professional policing in a democratic society need to include a gender perspective. This means .. women and men different needs .. should lead to new approaches in dealing with female victims of crime, not least the importance of technical evidence."*

To improve the EUPOLCOPPS' work in the PT gender issues could be raised in a comprehensive way by addressing the differences between male and female victims, criminals and police staff. Likewise, awareness about gender based violence including sexual harassment, incest, rape and "honor" killings should be developed. Another important issue is women in prison. To enhance the competence and capacity, the police staff should be trained in how to deal with women and gender issues. In addition the recruitment and training of female police should take place to secure that women become an integrated part of the police staff. All key documents should provide description, goals and results related to gender and women's rights. NRO should request the partners to include these concerns in strategic documents, including future agreements. A gender expert should be hired with the mandate to influence and give advice to the Police Chief and the Steering Committee. The partners should put gender issues on top of the priority list where the head management is responsible for following up (Police Chief and EU Project Director, PNA and NRO). The Team's meeting with the EU Project Director showed that he is well aware of the difficult situation for women both as victims of crime and and police officers. The NRO should use this as a ground to put pressure on decision-makers in the sector to prioritise these issues in the actual implementation of the programme. The EUPOLCOPPS representative met admitted that the capacity on gender was limited. The Team was informed that the new Police Chief was expected to give higher priority to the work on gender issues. Two Canadian consultants have been hired to improve the training programmes which would provide an opportunity to enhance the work on women's and gender issues.

The project is considered as relevant in terms of the needs of the PNA in order to provide the Palestinians with a civil police that will enhance the level of security and the human rights situation. By mainstreaming gender issues the PNA in cooperation with EUPOLCOPPS could contribute to improve the human rights situation in the PT.

3.5.4 Capacity Building of AMAN (Anti-corruption)

AMAN is a coalition of six prominent Palestinian organizations working towards fighting and reducing corruption in the Palestinian society, in the public and private sectors, as well as in the civil society. AMAN was established in 2000 as a response to several incidences of severe corruption in the Palestinian private and public institutions. The coalition is intended to contributing to nation building through awareness raising, enhance integrity, transparency and accountability in the Palestinian society.

Norwegian contribution to AMAN under present agreement is NOK 4 millions and Government of the Netherlands as cooperation partner is contributing with the same amount for the period 2008-2010. The organisation has included gender aspects as part of their concern, but AMAN is not visualising this in its policy and is so far rather weak when it comes to priority. However, the director expressed providing deliveries towards the Palestinian women as a need that should be met by them.

The new director of AMAN is a woman with long experience from Palestinian women's organisations. The organisation has a relatively good gender balance among the staff. AMAN's challenge is how to address gender issues in their anti-corruption efforts. The willingness is there, and the capacity as well. If the level of women and gender concerns among its partners and in the Palestinian society in general is enhanced, it is expected that AMAN will contribute and provide initiatives in the right direction.

In the project documentation reviewed women and gender issues are included as an objective, but the documents are rather weak in defining what kind of consequences this will have for AMAN's implementation of activities. To strengthen AMAN's work on gender it is suggested to bring up the thematic in annual meetings as well as include the theme in the regular results reporting. In questioning what they do on women and gender the NRO is highlighting the concerns and putting some requirements on AMAN. As an organisation representing the Palestinian elite it should bring women and gender issues to the forefront in paving way for the nation building process.

In order to assess the relevance of the project support, the institution is considered as an important partner in terms of PNA's needs and policies as well as in line with the Norwegian priorities in the PT.

3.5.5 Palestinian Central Bureau of Statistics (PCBS)

The Palestinian Central Bureau of Statistics (PCBS) has been supported by Norway since 1993, and was the first partner in the aftermath of the Oslo Accord. Presently the co-partners are the Netherlands and Switzerland. The Norwegian annual contribution to PCBS is NOK 7 millions. PCBS's mandate is to provide statistics on economic and social conditions in the country and is therefore a key institution in the nation building process.

PCBS works upon requests from partners as well as undertaking self-initiated projects and is a vital focal point for building up competence and knowledge about the Palestinian society. All statistics provide gender-disaggregated data and PCBS has a Gender Statistics Section. They

produce a variety of publications with a woman and gender approach. PCBS is qualitatively at a high international level and participates in relevant international fora.

According to an external review in 2007, PCBS has developed from being considerably supply oriented in the first years of development to being increasingly user driven. Further, the PCBS review stated that the organisation “addresses the main needs of the main stakeholders, government, research community, media, international agencies and donors, for statistics which describe the social and economic developments or form the basis for research on the social and economic conditions in the country”. This is in line with its mandate and so far PCBS is considered a professional organisation. (NRO, Appraisal Document, 2008)

To bring some new synergy into the cooperation between the Norwegian supported partners, the NRO should look into the opportunities to initiate thematic workshops by partners on women and gender issues as a means to improve the utilisation of the competence and knowledge available. In such an arrangement, PCBS could have a leading role. It is also advisable to look into how the statistics could be efficiently used by the stakeholders and media in strengthening the nation building process.

The Norwegian cooperation with PCBS has contributed substantially in providing PT with a most needed institution of knowledge, and the relevance of the cooperation is unquestionable for all partners.

3.5.6 Palestinian Women Research and Documentation Centre - (UNESCO)⁸

UNESCO and Ministry of Women’s Affairs initiated the Palestinian Women Research and Documentation Center (PWRDC) to provide documentation and library facilities, as well as enhance the status of Palestinian women in the political arena. PWRDC aims at enhancing the advancement of gender equality and women’s empowerment in the PT. The Centre has developed online databases and its main activities are production of publications, policy related research projects, offers training courses and provides information to stakeholders as well as networking. The objective of the support from Norway is defined as assist the advancement of gender equality and women’s empowerment in the PT. The Norwegian financial contribution for the agreement period 2007-2009 is NOK 6.5 millions.

In present situation it is important for the PNA to provide visual and effectual deliveries towards the female part of the population. PWRDC seems to have a key role in feeding the Palestinian stakeholders with information and knowledge. Most other partners consulted cooperate directly or indirectly with the Centre. The Centre’s relevance and sustainability in terms of deliveries based on stakeholders’ demands seems to be well in place. The need for the Centre in the PT towards nation building process and in efforts to increase women’s political and economic participation and gender equality the role of PWRDC is promising.

PWRDC could even strengthen its role given a more strategic coordination on women’s rights and gender issues between the stakeholders where UN take the lead. The possible improved coordination between the institutions consulted and other relevant stakeholders should be discussed in the future dialogue.

⁸ Unfortunately, due to unforeseen conditions, the Team did not meet with representatives from the Centre. The considerations made are therefore limited to secondary data.

3.5.7 Humanitarian Assistance

The budget allocation for Norwegian humanitarian assistance to the PT is NOK 80 millions for 2008. In addition, the Norwegian annual contribution to United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNWRA) is NOK 150 millions. The overall responsibility for the humanitarian assistance is with the MFA headquarters in Oslo.

However, the NRO is an important partner in the dialogue with the UN organisations on the ground and with MFA about the premises and the direction for the assistance. It is well documented that the actors within the humanitarian affairs have neglected the need to engender the humanitarian assistance response systems.

As a contribution to bridge the gap in gender analysis on the ground in humanitarian operations, the Inter-Agency Steering Committee published *“Women, Girls, Boys and Men – Different Needs - Equal Access - Gender Handbook in Humanitarian Action”* (IASC, 2006). This handbook provides the necessary tools in improving the deliveries and addressing the needs of victims of different gender and age in humanitarian crisis. Importantly, OCHA has identified the key bottleneck in deliveries of engendered humanitarian response as lack of gender competence in the UN Needs Assessments Teams. It is therefore recommended that Norway request UN to ensure that this competence is in place on the ground in the PT. For NRO, the close link between the UNSCR 1325 and humanitarian assistance has to be taken into consideration. As mentioned before, this relates to protection and women’s special needs due to vulnerability and not least securing equal access to resources.

4. Recommendations

4.1 Dialogue with Partners

The Team would recommend the Ministry of Foreign Affairs to put women and gender issues on the agenda for the political dialogue with the PNA and the de facto political leadership in Gaza. This would be in line with the GoN’s political commitment at a general level and in particular in its efforts to reach political solutions in the PT.

The Team would recommend NRO to strengthen the dialogue with the PNA, development partners and other donors, including UN on women’s rights and gender equality. This should be done based on PNA’s already stated commitments, including the PRDP, and common international commitments.

4.2 UNSCR 1325 Women, Peace and Security

To improve the political work on women’s rights and gender equality in a long-term perspective, NRO should enter into a dialogue with the PNA and other development partners to emphasise the importance of the UNSCR 1325, both as a tool for raising awareness about women’s issues and with the aim to strengthen implementation of the Resolution in PT. This is also expected to bring new focus on these dimensions into the cooperation both with present and possible new partners and not least contribute to improved results. A separate review of the portfolio connected to the political/peace process should take place in order to mainstream gender into the political context.

4.3 Ministry of Women's Affairs

The Ministry of Women's Affairs has a key mandate within the PNA structure and policies to strengthen PNA's strategic work on women's rights and gender issues. The Ministry is for the time being not a recipient of Norwegian funds, but has expressed needs for stronger donor cooperation to support their mandated role. As a consequence of the Norwegian priority to strengthening PNA institutions, it is recommended that NRO enter into a dialogue with the Ministry of Women's Affairs and define relevant modes for future cooperation. The process should explore the opportunities for enhancing NRO's strategic approach and the Ministry's catalytic role inside the government structure as well as with its civil society partners. An assessment of UNIFEM's cooperation with the Ministry should be included.

4.4 Implications for Partners

Partners met, such as Ministry of Education and Higher Education, Palestinian Central Bureau of Statistics, Independent Human Rights Commission, EUPOLCOPPS and AMAN have all expressed positive attitudes and willingness towards working more strategically on women's rights and gender equality. The challenges identified should be followed up in cooperation with the NRO.

4.5 Implications for NRO

4.5.1 Management

The Team recommends that the management should identify women's rights and gender equality as a main priority of the NRO. The responsibility for the gender work should be placed at the highest management level. It should be a matter of routine that management ensures that women's rights and gender equality aspects are included in all major processes and individual projects, throughout the project cycle. The management staff of NRO should have a gender balance to ensure that this particular field of cooperation is improved and would contribute to strengthened networking.

The Team recommends to strengthening the Norwegian engagement in the Middle East Region with a full-time Senior Gender Adviser with an overall responsibility to improve the cooperation with regards to women's rights and gender equality in the region. This would be an adequate response to the Norwegian political priorities, the importance of the Norwegian engagement in the region and the reality on the ground. The Senior Gender Adviser should preferably be stationed in Al-Ram but be a regional focal point for women's rights and gender issues and assist and advise the relevant Norwegian delegations in the Middle East. The inclusion of women in the peace negotiations and facilitation of bringing up women and gender issues on the agenda should be the key priority of this position. The job should have a clear mandate and should preferably not be involved in project management, but advise the project responsible staff members. Norad is willing to assist in this process.

The mandate of the present Gender Focal Point at NRO should be formalised to secure that this person can provide advise on all sectors and major processed in the Norwegian portfolio. This would require gender training of the focal point and development staff, including management.

Additional external resources could be brought in for short and longer-term consultancies. The MFA's Gender Budget Line could be used for this purpose.

4.5.2 Enhancing the strategic approach

A gender review of the portfolio on peace building should be undertaken and should include a regional approach. This analysis will contribute to a more strategic approach for cooperation in this field in order to comply with the UNSCR 1325 as part of the following up of the Review. The analysis could be done by an external consultant and funded by the Gender Budget Line. Norad can provide quality assurance of the review.

4.5.3 Quality Assurance - Gender Aspects

To improve the women's rights and gender equality work, internal procedures should be provided. Training of new staff should also take place. Cracking the gender methodology code is very much about asking the right question at the right time throughout the project/programme cycle. Documentation of the considerations made should take place. The Gender budget Line may be used to hire gender training experts. It is recommended to consider using experts based in the region to ensure a systematic and continuous follow up.

4.5.4 Planning and reporting

The gender focus should be strengthened in NRO's Annual Report, Strategic Plan as well as the Activity Plan. Political reporting should address gender and women's rights issues in an integrated, analytical manner. This reporting should include analysis of changes in the situation for women in general as well as address action taken at a political level. Status on situation for women and gender equality in the PT such as legislation and information on economic and political participation would be important input. Improved networking with a broad range of gender equality actors would provide a base for more substantial political reporting.



APPROACH PAPER:

Review of the Rep.Office in Al Ram Development Cooperation Portfolio and work with Women's Rights and Gender Equality 30 June-4 July 2008

1. Purpose of the Gender Equality Review

The overall purpose of the Review of the Rep. Office portfolio is to contribute to the promotion of women's rights and gender equality in Norwegian development cooperation as stated in Stortingsmelding no 11. On Equal Terms, 2008 and "Action Plan for Women's Rights and Gender Equality in Development Cooperation 2007-2009". The review will be offered to the embassies as a help to bring women's rights and gender equality to the forefront of their work. The lessons learnt from the Reviews will also serve as an important input to the broader work of establishing gender equality as a central element of Norwegian development cooperation.

The review will be tailor-made to the different needs, capacity and country context, but can consists of the following elements:

- Undertake a screening of parts of the general portfolio in order to identify how and to what extent and gender equality is taken into consideration at all stages of the programmes, and give advice on how to strengthen the gender equality perspective in the portfolio- related to country specific challenges.
- Undertake a screening of the women's rights and gender equality portfolio in order to assess and give advise on the embassy's follow-up to the "Action Plan for Women's Rights and Gender Equality in Development Cooperation 2007-2009" and White Paper no 11 (2007-2008), including in terms of alignment (PD) and tailoring to country context.,
- Identify how Norway can use relevant forums and channels, in coordination with other donors, in order to promote gender equality and if needed give advice, including on how CEDAW and 1325 can be used to support the dialogue and programmes at the national level.
- Organize two learning events for Rep.Office' staff; one for all the office staff and a more specialized one for the development staff , give concrete advice on how the booklet "Assessment of Sustainability Elements" can be used as a tool for addressing gender equality in the Rep.Office work. Identify entry points and methods for cross-fertilisation with issues such as conflict sensitivity, environmental sustainability and possible other cross cutting issues

2. Scope of the Review

The team will focus its Review on a selection of development programs in the Rep.Office's portfolio and on information related to the totality of the Norwegian development cooperation, hereunder humanitarian affairs, and the political dialogue. The Review will make use of already existing material and documents and will also as much as possible coordinate meetings with partners.

3. Approach to the Review

The suggested approach to the Review is as follows:

1. **Identification of development programs subject to review.** The Rep.Office identifies a selection of the portfolio of development programs to be reviewed. This should consist of a selection of 6-8 programmes (both targeted towards gender equality and programs of a general nature), preferably one from each desk officer. The documents should be Appropriation Documents, Agreements and Minutes from annual meetings/other meetings
2. **The Rep.Office will submit relevant program/project documents to the Review Team.** The Review Team will undertake an initial desk study before the visit to the country. Through the desk review the Team will identify key issues that subsequently should be discussed with Rep.Office staff and with representatives of cooperation partners in the country.
3. **Kick-off meeting with the Rep.Office.** The Team meets with the Rep.Office to assess the need for additional documents, meeting schedule and other practical matters. The Team should also meet with relevant Rep.Office staff responsible for the development programs subject to the review.
4. **Meetings with key stakeholders.** The Rep.Office will organize meetings with key stakeholders for some of the program/projects
5. **Drafting of report and wrap-up meeting.** The Review Team will prepare and present a short draft report with a summary of key findings, upon departure.
6. **Preparation of Final Report.** The Team will forward draft report to the Rep.Office for comments. Norad will also undertake internal quality assurance of the report. Based on comments from the Rep.Office and Norad's internal quality review the final report will be prepared by the Team.
7. **Distribution of the Final Report.** The final report should be distributed to cooperation partners in the country, as well as to the Norwegian Ministry of Foreign Affairs. Norad plan to establish a dedicated web-site where all reviews undertaken by Norad will be posted.
8. **Review team.** The Review is based on a one-week visit to the country by the Team and a prior desk review of documents.
The Review Team will be comprised of experts who have a broad background in women's rights and gender equality and familiarity with the Norwegian action plans.

ANNEX II

FIELD PROGRAM Gender Review Team, 30 June-4 July 2008

Review Team: Randi Lotsberg, Bjørg Skotnes, Marit Sørvald

**One to two NRO staff will accompany delegation to meetings in Ramallah*

Monday, 30 June

9:00	Pick up team from Meridian hotel to NRO
9:30-10:00	Review Team to meet with Management at NRO
10:00	Review Team to meet with Development Staff at NRO
12:00-14:00	Seminar with development meeting
16:00	Leave NRO back to hotel

Tuesday, 1 July

8:30	Pick up team from hotel
9:00-10:00	EUCOPPS meeting at NRO (KEI)
10:00	Leave NRO to Ramallah
10:30-11:30	UNESCO Documentation Center meeting (Rari)
11:30-12:45	Lunch in Ramallah
13:00-14:00	AMAN meeting (Rari)
14:00	Leave Ramallah back to NRO
16:00	Leave NRO back to hotel

Wednesday, 2 July

8:00	Pick up team from hotel to NRO
8:30	Leave NRO to Ramallah
9:00-10:00	MoE meeting (SBR)
10:00	Leave MoE
10:15-11:15	PCBS meeting (IMM)
11:15	Leave PCBS
11:30-12:45	Lunch in Ramallah
13:00-14:00	ICHR meeting (DEAS)
14:00	Leave ICHR back to NRO
16:00	Leave NRO back to hotel
19:00	Dinner with team (Glo, Rari)

Thursday, 3 July

8:00	Pick up team from hotel
8:30	Leave NRO to Ramallah
9:00-10:00	Meeting with Acting Minister of Women's Affairs, Salwa Hdeib (Rari)
10:00	Leave ministry back to NRO
16:00	Leave NRO back to hotel

Friday, 4 July

9:00	Pick up team from hotel
9:30-11:30	Seminar with all staff at NRO
11:30	Discussions, Q&A and feedback
12:30	Lunch at NRO
13:00-15:00	Continue discussions
15:00	Leave NRO back to hotel

ANNEX III

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ANNEX IV

Training Module. Policy and Status of work on Women's Rights and Gender Equality - A new deal for gender equality

Norwegian Government Soria Moria declaration makes W&GE a priority:

- Action plan on implementing SR 1325 on Women, Peace and Security (launched 2006)
- Poor evaluation (2006) of Norwegian strategy on gender equality in development cooperation 1997-2005
- Action plan on Women Rights and Gender Equality in Development cooperation 2007-2009
- Revitalised action to combat human trafficking and female genital mutilation, HIV/AIDS, Aid for Trade AP
- White Paper to Parliament launched January 2008
- Committed individuals in Government and Parliament

Why should we bother about Gender Equality and Women's Empowerment?

- Growth and sustainable development = aid effectiveness
- A human rights issue

The (Norwegian) aid budget:

- Gender mainstreaming in the entire budget: gender relevant objectives in all major budget lines including 150/70 and GAP.
- Ear-marking for W&GE in 163/71 HUM, 164/70 (Peace and reconciliation), CSO grants 160/70, scaling up for FOKUS
- Gender budget line 168/70 allows scaling up. 130 mill NOK+ through the embassies. support for country-level change agents and movements.
- Scaling up core funding for UNIFEM
- World Bank GAP GE as smart economics

Criteria for accessing the gender budget line:

- Incentive for increased activity on W&GE, Innovative, catalytic action targeting women, girls, men, boys to promote GE.
- Enhancing capacity and competence in partner countries, also transnational networks, groups and institutions. Cannot be accessed by NGOs based in Norway.
- Civil society, women's/gender Ministry, gender research, statistics and data, movement building

What is expected from Embassies/missions abroad?

- Head of mission to take responsibility
- Ensure capacity and competence among staff
- Prioritise participation in GE regional seminars
- Analyse the main challenges and opportunities, scope for alignment, partnerships and agents for change.
- Cooperate with likeminded donors
- Make use of local gender expertise: can be compensated from gender budget line!

Embassy strategic plans:

- Norad Review of all strategic plans 2009-2011
- Thematic priorities: Violence against women (50% of all Embassies) and political participation. Few on economic participation and even fewer on reproductive health and rights
- Gender mainstreaming: all say they do- almost none reflects this in the strategic plan
- Partners: women's organisations and often UN. Almost none with government as partner
- Budget: gender the less money than all other priority areas. decreasing from 2% to 1.5% (regionalbevilgning)

The Review

- Screening of portfolio - not for control but for learning
- Training, meetings and dialog - for mutual learning and inspiration
- Recommendations on how to bring gender equality to the forefront; internally and externally

ANNEX V

Training Session Gender Equality and Women's Rights

Paris Declaration in a gender perspective:

- Ownership: ensuring interests and voices of all citizens- women and men in national development strategies
- Mutual accountability: what is required in the gender area to carry these obligations and strengthen accountability mechanisms?
- Alignment: with strategies and administrative systems; GRB?
- Harmonisation: division of labour must include gender
- Managing for results: aid effectiveness must bring development results for both men and women

Gender equality in programs and projects:

- No gender
- Gender but not equality
- Women but not gender equality
- Gender cross cutting but no track of it anywhere

Tools for integrating gender in policies and programmes:

- ***Gender Analysis and Planning***: critical for government planning and to enable donors to identify country-specific gender equality priorities and strategies.
- ***Sex-disaggregated data and gender-responsive indicators***: Such data are essential to monitor progress in achievement of development results and to identify gender gaps and discrimination.
- ***Qualitative assessments***: To achieve development results and build better accountability, qualitative assessments can help provide a more comprehensive picture of what is happening and why.
- ***Gender sensitive poverty and social impact analysis***: use of poverty and social impact analysis to assess distributional impacts and thus to guide policy and programme reforms, especially those with potential to impact significantly on the poor.
- ***Gender Responsive Budgeting (GRB)***: Integration of gender in the overall budgeting process will help improve targeting and delivery of development benefits.

Gender mainstreaming- numbers and content:

- Participation of women and men at all levels; resource management, project planning and implementation
 - Impact assessments; women and men
 - Access to resources; employment and income, clean energy, water and sanitation
 - Consult with women and men to tailor development to their respective needs
- CEDAW- Convention on the Elimination of all forms of Discrimination Against Women
- Ratified by 185 countries

- Use General Comments by the CEDAW Committee as evaluation tools for assessing own and governmental programmes
- Use country report and General Comments as entry point for dialogue
- Encourage and support national efforts in reporting - and include NGOs
- Focus on follow up recommendations and provide experiences (standards) and methods from other countries

Sector wide approaches:

- Where and how does gender equality feature in the sector plan(s) and programmes?
- Is there adequate analysis and understanding of gender relations and dynamics in the sector?
- Does the sector plan take account of PRS and other national commitments to gender equality?
- Is there capacity at national and sub-national levels to implement sector gender commitments?
- Do the sectoral or technical working groups have access to the necessary gender equality expertise and resources?
- Is gender captured in the sector results framework, including gender sensitive indicators?
- Are the structures in place creating space for effective discussion on gender inequality in the sector?
- Is there a gender equality strategy and a budget line for this in the sector, or how are gender equality interventions supported in the sector at national and sub-national levels?

General Budget Support:

- Is aid channelled through GBS assessed against PRS indicators and are these gender-sensitive (see also PRS above)?
 - Is space being created for gender equality in policy dialogue surrounding the use and allocation of GBS?
 - Are/how are donors held responsible for raising gender issues in policy dialogue related to GBS?
 - Are the interrelationships between the monetised economy, subsistence economy and unpaid economy and women's position in this taken into account in assessment of GBS?
- Gender Budgeting**
- The process of addressing through the budget gender concerns and inequalities between groups
 - And the process of assessing impact of government expenditure and revenues on social and economic position of women and men and different groups

Principles of Gender Budgeting:

- Not preparation of separate women's budgets
- But ensuring that mainstream budgetary provisions addresses the concerns of men and women
- Concerns addressed through targeted expenditure or removing of barriers to access mainstream budget programmes

Benefits of Gender Budgeting:

- Efficiency- improved and better targeted resource allocation
- Equality- in access to resources and benefits

- Accountability- by governments on how they allocates revenues and expenditure towards priority needs
- Transparency- strengthen women's voice in decision making

Gender budgeting- lessons learnt

- Need gender analytical capacity among budgeting officers at all levels
- Need to have gender disaggregated data at all levels
- Requires political support
- Need To have strong National Machinery for technical support and sustainability
- Need a system of carrots and sticks

..... Training session (continued).....

Norad's Handbook in Gender and Empowerment Assessment (GEA) (2000)

What is Empowerment?

Increased opportunity for women/men to control their life.

Power to:

- make decisions
- have your voice heard
- put things on the agenda
- negotiate on something that is not negotiable
- and power within yourself to challenge past customs

Why?

- UN Declarations and Conventions -Human Rights, Women, Children, MFA Guidelines

By whom?

- Integration of GEA: MFA, NORAD, Partners, Consultants

What?

- Whether and to what extent women/men get improved access to resources; improvements in rights, participation, opportunities and control
- The empowerment factors cover basic as well as strategic development needs

How?

- Consider empowerment factors "and categorise" at a scale from very satisfactory to very unsatisfactory

Assessment at the different stages – Programme Cycle

Preparatory Phase – Stage 1

Mandate for dialogue

- Undertake initial screening and determine requests for partner country's documentation on gender aspects

Appraisal

- Ascertain appropriate information in the Draft Project Document
- Assess projects with regard to gender impact

Appropriation

- Summarise results from appraisal - Appropriation Document and Agreement. Special emphasis gender aspects

Agreement

- Agree with partner on key conditions and indicators - gender aspects (Agreed Project Summary)

Follow-Up - Stage 2

Follow up

- Progress Report
- Project Reviews
- Annual Meetings

Check follow up in Agreed Project Summary

Make a GEA of reports presented

Include relevant assessments in ToR - reviews/evaluations

Assess need for gender impact at the end of project

Completion – Stage 3

Completion Report

- Emphasis on the gender and empowerment aspects
- Visualise achievements

ANNEX VI

Training Module – UNSCR 1325 on Women, Peace and Security (2000) and Conflict Sensitivity

UNSCR 1325 Women, Peace and Security (2000):

- The first UNSC Resolution specifically addressing women in armed conflicts
- Aims at increasing women's participation in civil and military peace operations, peacemaking and peace building
- Include women in decision-making and improve women's participation
- Enhance the protection of women's human rights in conflict areas

UNSCR 1325 Women, Peace and Security (2000)

- Framework for targeted interventions: improving the situation for women in armed conflicts and post-conflict situations at various levels (UN, nation states, civil society, grass roots)
- Framework for utilising women as resources in conflicts and post-conflict areas
- The Resolution is political

Norwegian policy in UNSCR 1325:

- GoN's Plan of Action (2006) – MFA , Min. of Justice and the Police, Min. of Defence, Min. of Children and Equality
- An important aspect of Norway's support for peace and reconciliation (through multilateral institutions and peace processes where Norway has the role of facilitator).
- MFA responsible for annual monitoring and reporting
- Combines conflict sensitivity and rights approach

Potentials for improvements and stronger strategic use of the Resolution to ensure stronger pressure

Relevance for work on WR & GE in the Palestinian Territories

- Regional network
- National network and NGO network
- Examples of possible interventions for NRO in PT:
 - Work on Women's Rights (National legislation)
 - Secure women's access to resources
 - Humanitarian assistance (IASC's Gender Handbook on Humanitarian Action)

Assessment of conflict sensitivity:

- Development assistance will be affected and have an impact on the conflict itself -negatively or positively.
- Conflict sensitivity (programming) = programmes/projects are assessed and adjusted to the context of violent conflict - to avoid unintended negative impacts and maximise positive ones.
- As a minimum, any intervention must be conscious about risks.
- Conflict analysis: 1) what are the “root causes” for the conflict, 2) what are the conflict dynamics, and 3) who are the main actors (“dividers” and “connectors”).

Eight Core Questions (From the handbook on assessment of sustainability and risks)

- Will the aid intervention strengthen or weaken the main factors causing or influencing the violent conflict?
- Which actors (including non-combatants) gain and which ones lose by the aid intervention, and are these actors “connectors” or “dividers” in the conflict?
- How will the security situation affect the project/programme, and in what ways may implementation of the intervention have an impact on the security situation?
- How will the political actors and the main parties to the conflict perceive the intervention?
- What resources are brought into the context by the intervention, and what effects may these have on the conflict? May these resources invite corruption, theft and/or mismanagement of resources?
- Is the time factor well adjusted to the context and conflict dynamics, in terms of speed of implementation, process of consultations, sequencing and flexibility?
- Will the intervention affect the gender dimensions of the conflict, and/or position of specific vulnerable groups?
- How will the performance of the intervention, particularly attitudes and transfers of values, affect the actors?

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