

Women, Peace and Security

(2019 - 2022)



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Preface

This is Norway's fourth Action Plan on Women, Peace and Security. In this new plan, we focus, among other things, on women's participation and rights both in initial, informal peace talks and in formal peace negotiations. Norway will have a more systematic focus on women, peace and security in our efforts to support the implementation of peace agreements, strengthen the gender perspective in international operations and missions, and increase our efforts for women and girls in our humanitarian work.

The people targeted by such measures must also have influence. Men and women, boys and girls who are victims of sexual and gender-based violence must be safeguarded. Children who are born as a result of such abuse must be followed up. We must emphasise preventing and dealing with conflict-related sexual violence in all our peace and security endeavours.

A long-term, broad focus on women's rights is crucial if it is to be possible for women to play a part in conflict prevention and conflict resolution. Breadth and a long-term perspective are therefore emphasised in the plan. Women's different roles when encountering violent extremism, and the importance of the gender perspective in relation to this issue are also emphasised.

Coordination is decisive. Norway will therefore promote cooperation on women, peace and security at country level and in multilateral organisations. The new plan also increases the focus on measuring results.

Norway's efforts for women's participation in and influence on peace and security work began before the UN Security Council adopted Resolution 1325 in 2000. We have learnt from experience that we must recruit from the whole population, both women and men, if we are to achieve the best results. Our insight and capacity increase when we involve more people and consult more widely.

There is a long-standing tradition of endeavouring to promote women's rights in Norway's foreign and domestic policy, and this remains a priority. In the context of Norway's efforts to promote peace and security, this means that women's rights, needs and priorities must be taken seriously. This is necessary if the analyses are to be accurate, the mandates appropriate and the measures taken relevant and sufficient.

Norway's candidacy for the UN Security Council for the period 2021–2022 was launched as early as 2007. Norway wishes to contribute to targeted and systematic follow-up of the commitment to women, peace and security across the full breadth of the Security Council's work. We emphasise that women must be active participants in all peace and security efforts and that it is in both men's and women's interests that peace and security work is inclusive.

The gender perspective is also about men's experiences, needs and gender roles, and about the fact that, in the same way as women, men will profit when the conditions for peace improve. It must always be a leadership responsibility to ensure that peace and security endeavours benefit both women and men, and girls and boys.

The efforts for women, peace and security are not a gesture to women. They are about effectively preventing and resolving conflicts and building peace in a sustainable manner. Norway remains a consistent, long-term partner for a common, peaceful and secure future.

Øystein Sævi *Linda Hoffstad Helleland* *Frank Bakke-Jensen*
Nikolai Sletvold *Tor Mikkel Wærn*

WOMEN, PEACE AND SECURITY IN A NEW PLAN PERIOD

Norway's efforts for women, peace and security shall contribute to achieving our common goal of sustainable peace.



Photo: UN Photo/Kim Haughton

© On 2 December 1952, the first meeting of the Security Council was held in the UN Headquarters Building in New York. The Security Council Chamber was a gift from Norway to the UN.

We have seen changes in the global conflict situation in recent years. We are now facing several complex, intense and prolonged conflicts and crises. Many civilians are affected. The humanitarian suffering is enormous. Destroyed infrastructure, poor health services and lost education have consequences for millions of people. Climate change and health pandemics are increasing the vulnerability of many societies. This, in turn, can be detrimental to security.

Women and men, girls and boys have different roles and positions in the societies they live in. They can be affected in different ways by a conflict. Norway therefore has a clear focus on both women's and men's security and rights. Having access to the whole population's resources, knowledge and experience is decisive if we are to succeed in building peaceful societies where everyone is respected and included.¹ Norway makes active endeavours to ensure that women participate on an equal footing with men in processes that concern their lives and affect their future. The Action Plan on Women, Peace and Security sets out important guidelines for this work.

Momentum for women, peace and security

The celebration of the 15th anniversary of Security Council Resolution (SCR) 1325 in 2015 set two records in the Security Council. Never before had so many statements been made, and never before had so many supported a resolution as when SCR 2242 was adopted. There is widespread international support for the Women, Peace and Security Agenda. Despite the fact that a lot remains to be done in terms of implementing commitments, we note that there is optimism about what it is possible to achieve.

The Peace Agreement of 2016 between the Colombian Government and FARC has shown that women can influence peace processes and that it is possible to achieve a peace agreement containing strong pro- ▶

● Women human rights defenders

Women's ability and possibility to participate in peace and security efforts are linked to their life situation and to what extent women's rights are safeguarded. There is therefore a close connection between our efforts in the field of women, peace and security and our work on human rights, including efforts to promote women's rights and gender equality.²

Support for women human rights defenders is important if we are to build a solid defence for women's rights. Women human rights defenders are often at greater risk than their male colleagues because they break with traditional norms in many cases.

A Norwegian-led resolution on women human rights defenders was adopted by consensus at the UN General Assembly in December 2013. Helping to ensure that women human rights defenders are protected is an important objective for Norway, also in the context of women, peace and security.



1. Important normative references include the Security Council's resolutions on women, peace and security, UNSCR 2250 on youth, peace and security, the fundamental principle of the sustainable development goals (SDG) that no one shall be left behind, SDG 5 on women's rights and SDG 16 on peaceful and inclusive societies.
2. See white paper no 10 on human rights (2014-2015) and the Action Plan on Women's Rights and Gender Equality in Foreign Policy and Development Cooperation (2016-2020).

● Women, gender and violent extremism

Many violent extremist groups have made attacks on women's rights and security part of their strategy. Sexual violence is one form of extremist violence. Human trafficking, especially of girls and women, remains a critical part of the funding flows of some extremist groups.

Despite gross violations of women's rights committed by extremists, they also recruit women. Women are extremist ideologues who recruit both men and women, and they put pressure on their families and acquaintances to take part in extremist violence. Women play supporting roles in extremist groups and also commit violent acts themselves.

At the same time, however, women are influential peace activists who build resistance to violent extremism and run effective de-radicalisation, reintegration and reconciliation programmes.

Violent extremists make strategic use of traditional and modern ideas about society and community. Men's and women's roles are consciously exploited. The rise of violent extremism has led to more focus on the roles of men and women, and interest in both women's and men's situation, experiences and insights has increased.

Norway gives high priority to these perspectives and to cooperation with civil society in its work on preventing and combating violent extremism. See page 50.

▶ visions safeguarding both women's and men's rights, needs and priorities.

New and innovative inclusion mechanisms were established in connection with the Geneva-based peace talks on Syria (see page 16). The Peacebuilding Fund was the first fund of its kind to succeed in ensuring that, in line with the UN's objectives, more than 15 per cent of allocated funds went to women's rights and gender equality (36 per cent in 2017). Civil society organisations that had long agitated for more financial support for their efforts were among the recipients. The UN Secretary-General's Gender Parity Strategy of 2017³ gave added momentum to women's participation in and influence over all levels of the organisation, including peace and security work. State-supported networks of women mediators are emerging in more and more regions. These networks work strategically to promote women's participation in peace and reconciliation efforts at all levels. New initiatives are also being taken to increase the number of women in international operations.

New topics emerging

Since the previous Norwegian action plan on women, peace and security was finalised four years ago, there has been a greater focus on preventing and combating violent extremism in the security policy context. Security-related aspects of climate change are more to the fore. The number of refugees and internally displaced persons has substantially increased.

The new humanitarian and security policy challenges require a response from us. That response must have a clear gender perspective and it must involve women.

This development is reflected in new Security Council resolutions, for example SCR 2242 and SCR 2419, which link the efforts to combat violent extremism to commitments in the field of women, peace and security, and SCR 2331 and SCR 2388, which place human trafficking on the Security Council's agenda. ▶

New Norwegian action plan – focus areas and goals

Many Norwegian policy areas are relevant to the Agenda for Women, Peace and Security. The Action Plan on Women, Peace and Security defines what Norway will emphasise in particular. It focuses on areas where we can make a difference, be more effective and commit to achieving results.

The first four chapters of the plan cover four focus areas:

1. *Peace and reconciliation processes*
2. *Implementation of peace agreements*
3. *Operations and missions*
4. *Humanitarian efforts.*



© A girl waits with the belongings of her displaced family. She and her family are about to cross the flooded River Kosi in South Nepal.

● Women on the run

When people flee their homes, their vulnerability increases. Individuals are torn from their local communities. Social structures disappear. Law and order disintegrates when desperation prevails. Both women and men are more at risk than before: They lose their possessions and their roots, their opportunities for an education and an income are taken from them, and they are subjected to abuse and human trafficking.

Girls and women are particularly at risk. Sexual violence is a large and multi-faceted problem. Child marriages and forced marriages are on the increase as a result of fear and destitution. In a situation in which there is an acute need for sexual and reproductive health services, they are often in limited supply.

We therefore endeavour to ensure that women and men are heard and have their needs met when they have had to flee their homes. This is a key part of our humanitarian efforts and our work on international migration issues. Women's rights are given priority in Norway's diplomatic work in this field, for example in the recent UN negotiations on the Global Platform for Refugees and the Global Platform for Migration.

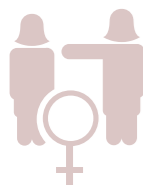
3. UN Secretary General's Gender Parity Strategy

● Women act both together and individually

Since women are often marginalised, women's groups have had good reason to join forces across dividing lines in order to thereby strengthen women's voice and position. It is positive when this happens. At the same time, however, we must take diversity seriously in our work and take into account that women can have very different needs and priorities.

Our endeavours for peace and security must reflect the fact that women are not a homogeneous group. Both women and men have different political sympathies. Women and men are both urban and rural, educated and illiterate. Just like men, women are indigenous people, belong to ethnic, religious and sexual minorities and have different functional abilities.

We must pay particular attention to women who face discrimination on several grounds, so that our efforts also safeguard their rights, needs and priorities.



► The text of the plan explains the objectives and rationale for our efforts in these four areas, and the approach that will be taken. The results framework (See pages 64-71) shows how the efforts are broken down into individual goals, sub-goals and indicators. They include both Norwegian contributions and Norwegian support for global processes, as well as our own expertise and capacity. The latter is a prerequisite if we are to strengthen Norway's contribution over time.

The purpose of measuring results is to improve goal attainment, to monitor key trends during the plan period and to enable us to identify needs and areas for improvement.

Certain adjustments have been made to the previous action plan:

As regards peace and reconciliation, we will place more emphasis on women, peace and security in the initial, non-public phases of peace processes. The chapter that was previously a peacebuilding chapter, will now be about support for the implementation of peace agreements. Operations and missions now also include national operations and missions, which means, among other things, that the women, peace and secu-

rity perspective will be applied in national contingency plans. There is also a stronger focus on how crime and armed conflicts overlap. The humanitarian efforts will have a stronger focus on refugees, internally displaced persons and human trafficking, abuse of boys and men, and a greater emphasis on women's sexual and reproductive health and rights. Preventing and combating conflict-related, sexual violence is a priority throughout, and is reflected in all focus areas.

Chapter 5, 'Sustaining peace', shows how the different phases of peacebuilding are connected. Reconstruction and reconciliation often turn into conflict prevention and conflict resolution. The broad efforts for women's rights have a central place in this context, and sub-chapter 5a, 'Women's rights and equality in countries affected by armed conflict', shows how we will monitor follow-up of the national action plan on women's rights and equality in these countries. The effort to prevent and combat violent extremism concerns all focus areas relating to women, peace and security, as highlighted in sub-chapter 5b, 'Women, gender and violent extremism'. ►

► The plan in a broader context

Norway endeavours to ensure that all relevant political plan documents integrate women, peace and security. For example, the fundamental principles of the Women, Peace and Security Agenda are reflected in the white paper *Setting the Course for Norwegian Foreign and Security Policy* and in the Government's *Plan of Action against Human Trafficking*. The importance of women's participation and the integration of the gender perspective is emphasised in the *Strategic Framework for Norwegian Efforts in Fragile States and Regions*, and in the white papers *The Sustainable Development Goals and Norwegian Development Policy* and *Opportunities for All: Human Rights in Norway's Foreign Policy and Development Cooperation*. The new *Norwegian Humanitarian Strategy*, which has been developed in connection with this action plan, integrates the gender perspective into the humanitarian response and emphasises women's needs, right to participation and influence. We also focus on women's situation, roles and rights in our work on climate and security. *The Long-term Plan for the Armed Forces (2017-2020)* integrates women, peace and security in both security policy and capacity building. The white paper *Norway and a Changing World* (which will be presented in 2019) also integrates women, peace and security.

Women, peace and security have high priority in our cooperation with the UN, NATO and regional organisations. It is one of the main priorities in Norway's campaign for membership of the Security Council and in our efforts in relation to the Security Council and in the Peacebuilding Commission.

Transnational challenges such as violent extremism, climate change and the huge number of refugees have led to changes in national action plans for women, peace and security in many countries. Coordination and work to achieve consistency are no longer just about efforts abroad. More and more countries that are not in conflict are now including national measures in their action plans for women, peace and security.

Norway already has different national policy documents that govern the domestic aspects of our efforts. We want to avoid duplication of efforts and contribute to coordination. We therefore emphasise how the Action Plan on Women, Peace and Security is linked to other ongoing efforts, also in the domestic policy context. We do this, for instance, by highlighting three examples in text boxes describing how we deal with women asylum seekers, how we approach radicalisation in Norway and how we work to combat violence against women in our own country.

● Integration of the gender perspective

The gender perspective must be an integral part of our work on peace and security. The gender perspective is about how societal institutions, structures and systems, programmes, reforms and measures affect women's and men's, girls' and boys' power and resource situation, and their needs and priorities. This action plan places particular emphasis on how armed conflicts affect women's and men's, girls' and boys' experiences and needs.

The gender perspective is integrated when it influences our own and our partners' initiatives and approaches to capacity, analyses, goal hierarchies, risk management, budget, monitoring and evaluation during different phases of conflict and peace efforts.



CHAPTER 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.



Photo: Rajda ALSAQAF / UN Women 2018

© The Syrian Women's Advisory Board, pictured with Staffan de Mistura, UN Special Envoy for Syria.



© Panel on South Sudan during the Oslo Forum.

© Idun Tvedt, Norwegian Special Envoy to the Philippines.



Photo: Ija C. Hendel



© Three former FARC soldiers celebrate the peace agreement in November 2016.

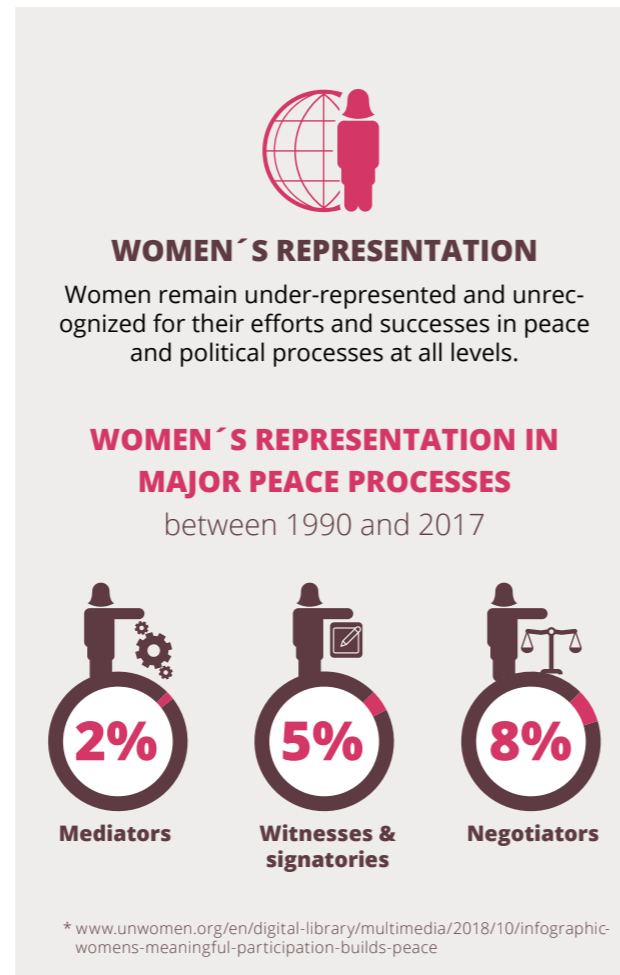
Photo: Hilde Salvesen

In many cases, women are still left on the sidelines when peace agreements are negotiated. There are few women facilitators and peace mediators, and few women at the negotiating table. Civil society has little access and influence, and there are still very few peace agreements that integrate the gender perspective and women's rights in a satisfactory way.

Peace agreements often lay the political and institutional foundation for a country's future, stability and development. It is crucial, therefore, that peace agreements are not discriminatory, but take account of the rights and needs of all citizens. Women's participation is key in this connection, but everyone who is involved in a peace process, both men and women, have a responsibility to strive for holistic, non-discriminatory solutions.

Inclusive processes can strengthen the credibility and legitimacy of an agreement, as well as the population's sense of ownership to it.⁴ Such processes often lead to more complex agreements because more people are involved, but the probability of the agreement being implemented is also higher.⁵ For that reason, inclusive processes are often about taking steps to ensure that peace agreements are actually implemented and that the peace lasts.

Norway is involved in a number of peace initiatives in different parts of the world, not just formal peace processes as in Colombia and the Philippines, but also in dialogue initiatives with one or more parties to a conflict, where the goal is to bring the parties to the negotiating table. ▶



4. T. Paffenholz, N. Ross, S. Dixon, A.-L. Schluchter og J. True: Making Women Count - Not Just Counting Women: *Assessing Women's Inclusion and Influence on Peace Negotiations*.

5. Jana Krause, Werner Krause, Piia Bränfors. *Women's Participation in Peace Negotiations and the Durability of Peace*. University of Amsterdam

▶ Women's participation

Norway has long focused on women's participation and influence at all levels of peace and reconciliation efforts.

One of these levels is the facilitator/mediator level. According to studies carried out by the Council on Foreign Relations, only two per cent of facilitators/peace mediators in all major peace processes between 1990 and 2017 were women.⁶ In recent years, Norway has therefore placed strong emphasis on its work with the Norwegian and Nordic network of women mediators. In 2017, within the framework of the Nordic network, Norway took the initiative to cooperate with other regional women mediator networks. (See page 17.)

The Ministry of Foreign Affairs includes both women and men in its delegations to peace negotiations. Our first female special representative to a peace process was appointed in 2014. In 2018, we had women special representatives in both peace processes where Norway is a formal facilitator: Colombia and the Philippines. The proportion of women in Norwegian facilitation teams has varied from 46 to 65 per cent in recent years.⁷ The gender

balance in our own teams is important in itself, but it is also important as motivation for others to do the same.

The head of the Norwegian facilitation team has chief responsibility for ensuring that women, peace and security is an integral part of the team's work, and is responsible for appointing a member of the team to follow this up systematically in the team's day-to-day work. A good gender balance must be ensured in our own facilitation teams.

The parties appoint their own delegations to negotiations. The fact that few women are included in part reflects women's under-representation in the prevailing power structures, both in government and among armed groups. Norway therefore focuses on raising the parties' awareness of the importance of having a certain gender balance in their delegations. Norway also focuses on supporting the women who participate in the process if desirable.

Women's presence is no guarantee, however, of a gender-sensitive peace agreement. Norway therefore works with both the men and the women in the delegations in order to ensure a good result. ▶

● Women mediators – still some way to go

The UN Secretary-General has made it a goal that women shall fill half of all leading positions in the organisation by 2028. In 2018, gender balance was achieved for the first time in the Secretary-General's management team. There is also a strong focus on increasing the number of women peace mediators. Nevertheless, there are still few women leading mediation teams.

This is not unique to the UN. More than before, the focus is on handling and resolving conflicts regionally, and it is only in exceptional cases that the African Union (AU), OSCE and other mediation bodies appoint women to lead peace processes.

6. <https://www.cfr.org/interactive/womens-participation-in-peace-processes>

7. It must be pointed out, however, that the numbers are small, and that there are large variations from year to year.

Women's influence on the Syria talks



Participation by women and representatives of civil society in the peace process for Syria is a political priority for Norway. Norway supports the UN Special Envoy and his initiative to make the political process more inclusive.

We support the Civil Society Support Room (CSSR) in Geneva, where NOREF (the Norwegian Centre for Conflict Resolution)⁹ contributes administrative and technical support for holding consultations with civil society.

Through UN Women, Norway contributes funding for the work of building a consolidated and strong Syrian women's movement. UN Women also contributes to women's representation through an advisory board consisting of 12 women (Women's Advisory Board - WAB), who advise the UN Special Envoy for Syria.

Both CSSR and WAB are innovative mechanisms in the UN context. Norwegian funds have ensured that more than 100 representatives of Syrian civil society, including several dozen women, have been able to contribute to the UN-led political process. This support has helped more than 50 women's organisations in and outside Syria to come together, challenge each other and agree on a common message.

► Norway takes steps to enable different women's groups and civil society organisations to be heard and to provide input during the negotiations. The Colombia process contributed to several innovative mechanisms that were intended to ensure that women's experiences and needs were taken seriously and women's rights respected, for example a sub-commission on gender issues.⁸ We have also seen innovations in connection with the Geneva-based Syria talks. (See page 16.)

It is an important goal for Norway to strengthen the link between peace and reconciliation initiatives at the grassroots level and formal peace processes, and in many cases Norway endeavours to build bridges between these levels.

The room for manoeuvre is different in dialogue initiatives and informal preliminary negotiations. It is difficult to involve several actors in processes that the parties themselves have not yet formally committed to. However, a facilitator can contribute to raising awareness and boosting knowledge among those involved and to increasing civil society's capacity. If the ground is not prepared already in the preliminary stages,

civil society and local women will often lag behind if and when a formal process starts.

Gender-sensitive peace agreements

The fact that few peace agreements sufficiently integrate a gender perspective and safeguard women's rights and needs could be due to a number of different factors. It could be because the parties or the peace mediators do not regard this as important. It could be due to limited knowledge on the mediation team's part, varying and unsystematic use of relevant expertise, or inadequate consultation of civil society. Norway therefore offers expert assistance and endeavours to raise awareness and competence among the negotiating parties and mediators. One example of the latter is the annual *UN High-Level Seminar on Gender and Inclusive Mediation Processes* to which Norway contributes.¹⁰

In formal peace processes in which Norway plays a role, we urge the parties to listen to the experiences and input of women and representatives of civil society concerning the different issues discussed during the negotiations, and to integrate a gender per- ►

► spective in their agreements. This advice is not always followed, however. What we can do is to increase our capacity to promote the gender perspective in negotiations and to build bridges between civil society and the negotiating table.

Conflict-related sexual violence is a widespread problem and it therefore has a central place in peace and reconciliation processes. Such violence affects women, men and children, but girls and women are disproportionately affected and in a different way than boys and men. It is therefore particularly important to involve both women and men and to approach these issues from a gender perspective.

Norwegian support for civil society efforts for peace and reconciliation is not limited to countries where Norway has a formal role in peace processes. Women's organisations do an important job for lasting peace – locally, nationally and globally.

© In March 2018, representatives of all regional networks of women mediators met for the first time in Oslo.



Photo: Brian Cliff Olguin

Network of women mediators

In 2015, the Nordic Network of Women Mediators was launched in Oslo. It took its inspiration from a South African initiative that brought together women with mediation experience from Southern Africa for courses and the exchange of experience. Since then the five Nordic countries have developed their own national networks and drawn up goals for the Nordic umbrella network. The Norwegian network has more than 50 members, most of whom are participating in or have participated actively in peace processes. This forum has become an important arena for sharing experience and network building.

In parallel, new regional networks are emerging. The African Union (AU) has launched AU FemWise, Italy has started the Mediterranean Network and the UK has taken the initiative for a Commonwealth network.

Within the framework of the Nordic network, Norway therefore invited representatives of all the established networks of women mediators to an initial meeting. The meeting, which was held in Oslo in March 2018, demonstrated the benefits of getting together.

The networks agreed to take steps towards establishing a global alliance of regional networks that will promote women's participation in peace and reconciliation processes at all levels, and to work to ensure that peace agreements safeguard women's rights.

8. Dag Nylander and Hilde Salvesen. *Women and the gender approach in the Colombia peace process*. NOREF report. October 2017.

9. Together with Swisspeace.

10. The seminars are organised in cooperation between the UN Department of Political Affairs (DPA), the Peace Research Institute Oslo (PRIO), and the Finnish organisation Crisis Management Initiative (CMI).

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 endeavour to *prepare the ground* for an inclusive process by raising the parties' awareness at an early stage, also in informal processes where the parties have not yet come to the negotiating table.

We will contribute to enabling *local women's organisations and activists to present their priorities*, among other things by supporting civil society through technical assistance and by building bridges between civil society and the formal negotiating table.

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*. We will strategically promote the gender perspective and consideration for women's rights with the goal of ensuring that more facilitators/peace mediators – both women and men – actively support women's rights and integrate the gender perspective in their work.

We will raise the *issue of conflict-related sexual violence*, work to ensure that survivors' rights are safeguarded and ensure that perpetrators are held criminally liable and that transitional justice¹¹ is put in place.

As part of the Nordic *network of women mediators*, Norway will be a driving force for close cooperation with the other regional networks of women mediators in order to achieve these goals.

THE BUILDING BLOCKS

Create a space for women to enter, remain and contribute effectively in peace processes requires an enabling environment. This includes:



Equality before the law



Inclusivity as a social & cultural norm



Security & protection from violence



Social services (e.g. childcare)



Presence & support for women's movement



Access to knowledge & training



Financial support



Logistic support (e.g. visas, transportation)

* www.unwomen.org/en/digital-library/multimedia/2018/10/infographic-womens-meaningful-participation-builds-peace

11. The concept of 'transitional justice' refers to processes and initiatives that are intended to ensure that those responsible for abuses are held liable for them during the transitional phase between armed conflict and peace, or between dictatorship and democracy. Such processes are important in order to establish trust in and the legitimacy of a new regime – in the eyes of the population and of the international community. The final goal will be to establish a basis for reconciliation and prevent recurrences. White paper 13 (2008–2009) *Climate, conflict and capital – Norwegian development policy adapting to change*.

CHAPTER 2.

IMPLEMENTATION OF PEACE AGREEMENTS

Norway will 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.



☺ Norway often works closely with civil society organisations. Sanam Anderlini is Founder and Executive Director of the International Civil Society Network (ICAN) and head of the Women's Alliance for Security Leadership (WASL).



☺ The boot of a female Afghan soldier. Norway has helped to increase the participation of Afghan women in the military and police forces.



☺ Beate Lauritzen is an instructor on the Mid-Level Management Course organised by the UN as part of the Training for Peace programme, which Norway supports.



☺ South Sudanese women have built a powerful coalition. They have provided input to the peace negotiations and are now preparing for the implementation phase.

The implementation phase of a peace agreement is a critical part of the peace and reconciliation process, which involves putting what has been negotiated into practice. The implementation of a peace process does not just mean the end of an armed conflict, it is also an opportunity to initiate structural changes and develop institutions based on rule of law principles, respect for democracy and human rights. It will not succeed if half the population is excluded from the process and their rights and needs are not safeguarded.

Inclusive implementation

Targeted efforts are being made to ensure that women are represented in and have influence on negotiations. Some peace processes have succeeded in including civil society and various women's groups in such a way that women's rights have been taken into account in the peace agreement. The agreement between the Colombian authorities and FARC is one example of this.

For an agreement to create change, however, it has to be implemented. Women are often marginalised in the bodies tasked with monitoring the peace agreement, in legislative bodies whose job is to turn the peace agreement into practical politics, and in the budget discussions that make practical follow-up possible.

Coalitions of women that have grown stronger during the negotiating phase often split up once a peace agreement has been signed. This is natural given that they represent different interest groups, but such splits can undermine women's voices and influence. Support for women's organisations should therefore continue after the negotiations have ended. Work with coalitions and networks should be prioritised when needed.

Rights and needs

In many cases, insecurity and violence, including gender-based violence, continue after a formal peace agreement has been signed. The level of violence sometimes even increases. The implementation phase should therefore focus on protection and due process for both women and men. Violence and abductions targeting women human rights advocates undermine their possibility of setting the agenda in their countries. It is necessary, therefore, to have a particular focus on their needs and to support their efforts.

Women's participation in decision-making processes and reintegration programmes that are gender sensitive are decisive if women who have been members of rebel groups are to have the same opportunities as men in a corresponding situation.¹²

Awareness-raising work relating to women's and men's gender roles is important. Both women and men who have belonged to rebel groups return to their local communities, and power structures are renegotiated to some extent. ▶



Photo: UN Women Afghanistan

- ▶ Norway does not work alone. Our contribution primarily consists of resources and policies on the partner countries' terms and based on their needs. We often work through civil society organisations, other states and multilateral organisations, including the UN Secretariat, UN Women, the UN's funds and programmes, and various regional organisations. Many of them have a key role in implementation at country level. It is therefore important to cooperate with these organisations if we are to change conditions on the ground for both women and men.

● The obligations of the State

UN Security Council Resolution 1325 obliges UN member states to work to ensure women's participation and rights in connection with the implementation of peace agreements. This is not only a matter of implementing special provisions concerning women's rights, it is also a matter of ensuring that the interpretation of other provisions safeguards both women and men.

We have indications that the provisions of peace agreements that safeguard women's rights are not implemented to the same extent as other parts.¹³ This means that good agreements do not function as intended. The interpretation of other provisions in a peace agreement must also be monitored, so that the agreement attends to the needs of the whole society. The implementation phase must therefore be followed up as systematically and with as much determination as the negotiation phase.

● Resource distribution and reintegration

Working from a gender perspective also entails looking more closely at how resources are prioritised. In post-conflict situations. Job creation is often prioritised as a stabilising measure, but women are often overlooked. The focus tends to be on economic opportunities for men.

When the peace agreement between FARC and the Colombian authorities was signed, many former FARC soldiers gave birth to children. This gave rise to extensive socio-economic needs, particularly among single mothers.

Stabilisation and reintegration programmes must be gender sensitive, support women's access to the labour market and provide opportunities to break gender stereotypes.

Economic opportunities for women can also help to fulfil other rights, for example women's political rights and right to participate.

12. Wenche Iren Hauge (2016). Gender Dimensions of Disarmament, Demobilization and Reintegration (DDR). PRIO Paper, Oslo

13. See, for example, data collected by the *Peace Accords Matrix Barometer* Initiative in Colombia ved Kroc Institute for International Peace Studies, University of Notre Dame, and Rebecca Gindele et al. Implementing the Final Colombian Peace Agreement, 2016–2018. Are gender stipulations and women's inclusion lagging behind? *PRIO GPS Policy Brief 1*. PRIO: Oslo, 2018.

Norway's goals are as follows:

Where Norway is involved in the implementation of peace agreements, we will endeavour to facilitate women's participation and to safeguard both women's and men's rights, needs and priorities. Norway will endeavour to ensure that multilateral organisations' efforts in support of the implementation of peace agreements involve women and integrate the gender perspective.

Where peace negotiations have been inclusive and the agreement has safeguarded women's rights, we will continue to support civil society and to work with the parties in order to *contribute to implementation* of the agreement.

Where the negotiations have not been inclusive, we will *endeavour to ensure an inclusive implementation phase*. Where peace agreements *do not safeguard women's rights*, we will *endeavour* to make the most of the opportunities that arise when the peace agreements are implemented, so that both women and men benefit.

We will endeavour to ensure that *women participate in key decision-making processes in post-conflict situations, at both*

the local and national level. Electoral and constitutional commissions are particularly important, but women also need to have a place in the mechanisms established to monitor follow-up and implementation of the peace agreement.

We will endeavour to ensure that *women's organisations are strengthened, that they are formally affiliated* to the bodies that are tasked with implementing the peace agreement, and that they are in a position to contribute.

We will endeavour to ensure that *legitimate and representative security structures* are put in place that meet the *security needs* of both women and men.

We will continue to prioritise *preventing and combating sexual violence*.

We will endeavour to maintain *the gender perspective* in all Norwegian efforts to promote *security sector reform and transitional justice* in post-conflict countries.

We will endeavour to ensure that the gender perspective is included in the reconstruction of post-conflict countries. Being able to provide for themselves and their family and having access to education and health services, freedom from violence and being able to pursue their case in the legal system are fundamental preconditions if both women and men are to make a new life for themselves in peacetime. (See also page 48.) ▶

SIGNED PEACE AGREEMENTS



ONLY 3 OUT OF 11

peace agreements signed in 2017 contained gender-sensitive provisions



* www.unwomen.org/en/digital-library/multimedia/2018/10/infographic-womens-meaningful-participation-builds-peace

- ▶ We will endeavour to ensure that *adapted measures are put in place during the reintegration phase* for women who have previously been members of rebel movements.

We will support awareness-raising measures that *combat gender stereotypes, challenge discriminatory gender norms and promote gender equality*.

- ⊕ *Victoria Sandino was a representative of FARC in the peace negotiations, and now represents the FARC party in the Colombian Senate. Luz Mendez is a member of the Advisory Council of the Global Fund for Women, Guatemala.*



CHAPTER 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.

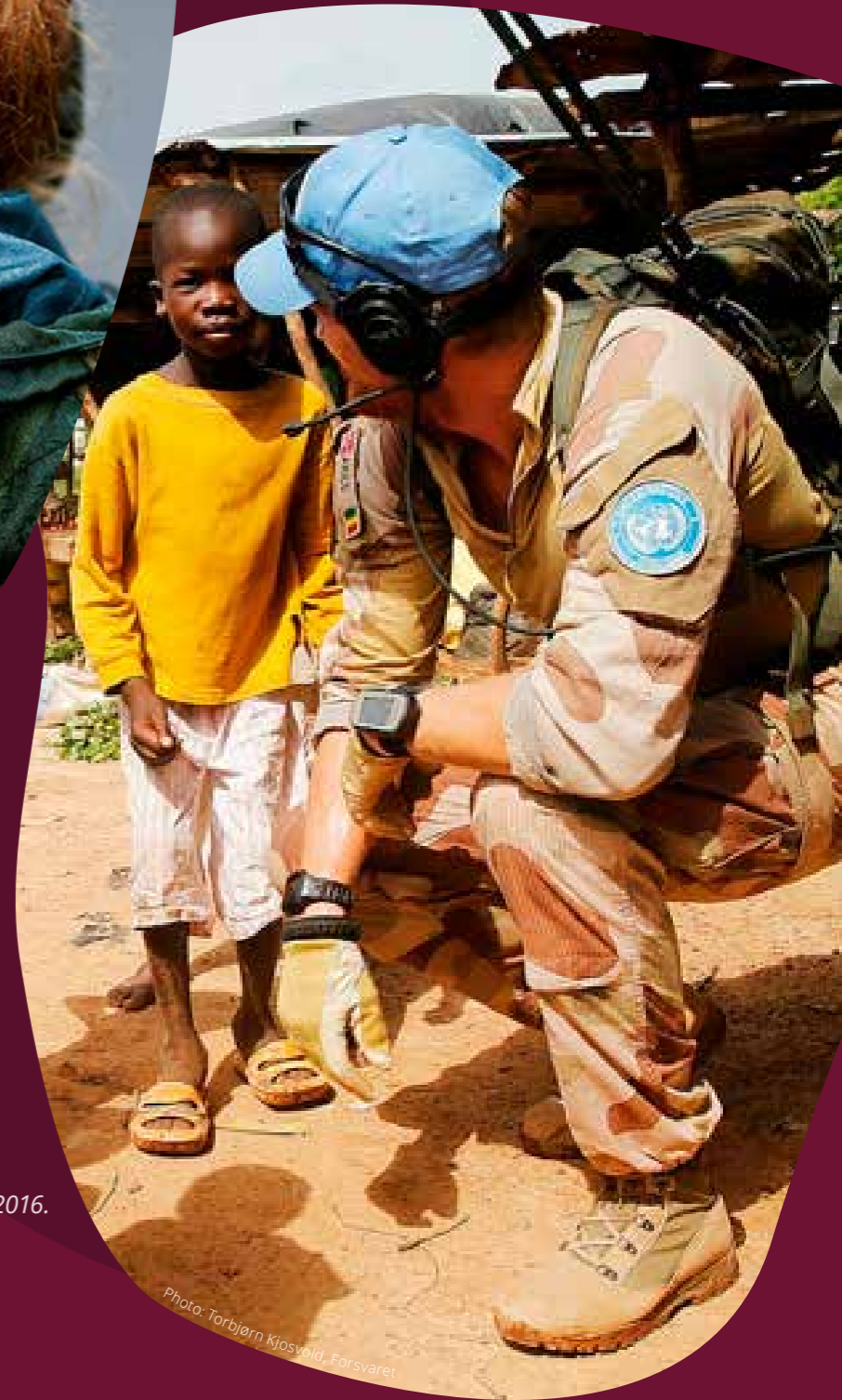


☺ Major-General Kristin Lund (right), Force Commander of the UN Peacekeeping Force in Cyprus (UNFICYP) in the period 2014-2016.



Photo: Torbjørn Kjosvold, Forsvaret

☺ A conscript in the Hunter Troop (Jegertroppen), the Norwegian Armed Forces' all-female special-forces training programme.



☺ A Norwegian UN soldier on foot patrol in Bamako, Mali, in 2016.

Photo: Torbjørn Kjosvold, Forsvaret

Peace operations have developed from military monitoring operations to become increasingly complex operations with significant peacebuilding elements. These operations contribute to security, while at the same time supporting political processes and reconciliation measures, reform and development of the security sector, development of the rule of law and the facilitation of humanitarian efforts and long-term social and economic development.

The security policy landscape in Europe has shown that geopolitics involving the use of military force between states has again become relevant. The situation is such that Norway, to a greater extent than for many years, may be challenged on its own territory. We are also being challenged in new ways, for example in the digital world. Operations and missions in Norway, or in Norway's vicinity, are therefore relevant to this action plan, on a par with operations and missions in other parts of the world. When operations and missions are mentioned, this refers to operations and missions by the Armed Forces and the police both in and outside Norway. When measuring results, we nonetheless put most emphasis on international operations and missions, where we can make a difference globally.

Developments in recent years have shown how crime and armed conflict overlap. This makes crises and conflicts more unpredictable. It is more difficult to understand and deal with situations. The military and the police need to cooperate closely in order to find expedient ways of dealing with situations.

Following Government decisions, Norwegian military forces, police advisers and other advisers from the judicial sector participate in operations outside Norway. Participation in international missions and operations in order to contribute to international stability and security is an established part of Norway's security policy. Norwegian participation takes place within a number of organisational frameworks, such as the UN, NATO and other organisations and coalitions. Norwegian support aims, among other things, to strengthen the UN's and NATO's capacity to plan and carry out operations, including taking measures aimed at including the gender perspective and at ensuring increased participation by women.

All participation shares a general focus on safeguarding the security and safety of the civilian population in the area of operations. Moreover, Norwegian forces and police advisers are expected to contribute to ensuring that local authorities and international forces respect the rights of everyone in the area of operations. Our goal is to influence our alliance partners and the organisations in which Norway participates to include the gender perspective in a way that is in compliance with human rights and other international norms and rules. ►



© Colleagues deployed to the Multidimensional Integrated Stabilization Mission (MINUSMA) in Mali.

► A comprehensive approach to human security in operations

In relation to the concept of security, this action plan places particular emphasis on human security. This contributes to more integrated and comprehensive planning and handling of armed conflict.¹⁴ One of the main tasks of military forces and the police in an area of operations is to protect the civilian population. In modern conflicts, the civilian population is often very badly affected, compared with uniformed personnel. Civilians are often targets in modern conflicts. Sexual and gender-based violence is used as a tactic of war or terrorism, either separately or as an integrated part of other operational methods. The intensification of transnational threats and the complexity of today's conflicts requires a better overall understanding of the threat situation.

Security Council resolutions on women, peace and security cover many extensive activities that governments, the UN and international and national actors, including the military and police, are responsible for following up. It is therefore necessary to clarify the division of roles and responsibility between those who, together, are working towards the common goal of peace and security. ►

● The gender perspective in the Armed Forces

NATO defines gender as follows: 'the social attributes associated with being male and female learned through socialisation and that determine a person's position and value in a given context. This also means the relationships between women, men, girls and boys, as well as the relations between women and those between men. Notably, gender does not equate to an exclusive focus on women.'

Armed conflicts, natural disasters and other humanitarian crises affect women, men, girls and boys in different ways. When planning operations, the Armed Forces therefore systematically include the gender perspective as a factor. It is included in plans in accordance with NATO's operations planning. The Armed Forces' work on the gender perspective is part of the effort to understand and deal with sociocultural conditions in the area of operations. In operations, gender is included together with other social, cultural and demographic dimensions in the operational environment that can influence how we act.

A consistent and thorough understanding of the operational environment and its demography is crucial. The gender perspective helps to provide insight into how an armed conflict affects women and men, girls and boys in different ways. The gender perspective is used to achieve results and attain goals.

14. See, among others, Houge, Anette Bringedal & Inger Skjelsbæk (2018). *Securitising Sexual Violence: Transitions from War to Peace*, and Chapter 1 in Kate Fitz-Gibbon, Sandra Walklate, J McCulloch & JaneMaree Maher (eds.). *Intimate Partner Violence, Risk and Security. Securing Women's Lives in a Global World*. Routledge.

Sustainable Development Goal 16

Sustainable Development Goal 16 is about promoting peaceful and inclusive societies for sustainable development, providing access to justice for all and building effective, accountable and inclusive institutions at all levels.

- ▶ The Armed Forces have a special role as an actor that creates security and endeavours to take a holistic approach to human security in operations at the strategic, operational and tactical level. This means that the role and responsibility of the military, as one among several actors, are both re-examined and clarified when faced with modern security threats.

Our military forces are trained to carry out a broad spectrum of tasks. The use of military force is at one end of the spectrum. At the other end, they engage in efforts to ensure that the use of force is not necessary, by engaging in close cooperation with civilian actors and authorities. They carry out mentoring, and seek to include all parties that contribute to stability, while identifying destabilising factors. The gender perspective is one of several aspects that must be taken into consideration.

The goal of military operations is always to create peace and stability, and a well-functioning society that is capable of looking after its own security and of restoring vital societal functions.

The Armed Forces try to develop their competence in how controlled power can be used to create security in relation to different forms of vulnerability that can arise among women, men, girls and boys in areas of operations, both in the short and long term. It is important to continue to work on reducing the negative consequences of operations.

Women, peace and security must be seen in connection with protecting civilians, civil-military cooperation and compliance with international humanitarian law.

The police are a core component in security sector reform, whether by working directly to protect civilians or through building the capacity of local police, and thereby helping to ensure that abuse and other criminal offences are prevented, investigated and prosecuted.

The police have a particular focus on resolving conflicts by building trust, without using force or threatening to use force. The human-rights perspective is an integral part of this approach. ▶

Ⓢ On duty as police adviser for the Police Support Unit of the Liberian National Police.



▶ Conflict-related sexual violence

Sexual violence in armed conflicts constitutes serious abuse. It is a violation of humanitarian law and a major and persistent security challenge. Sexual violence is sometimes used strategically and tactically by armed groups, while at other times it is part of the heightened level of violence.¹⁵ In both cases, this kind of violence poses a major threat and has a destabilising effect both during and after a conflict.

Research has shown that this kind of violence does not necessarily decrease after a conflict has ended. It is therefore necessary that preventive measures are based on a long-term perspective.¹⁶ It is necessary to be aware of this issue in the period prior to, during and after a conflict.

For the Norwegian police service, preventing and dealing with sexual violence is an integral part of the national approach. These issues are part of police training, and Norwegian police officers encounter and deal with them on a daily basis. Our police advisers therefore bring important knowledge and expertise with them when they go on international missions. The topic has a central place in the training of police advisers and military personnel before they are deployed abroad. ▶

The role of the police

The police are responsible for maintaining public order and safety, enforcing the law and preventing, detecting and investigating criminal activities. The police play a central role in society's overall efforts to ensure the safety and general welfare of citizens, in particular through preventive and law-enforcing activities. Carrying out tasks relating to the Action Plan on Women, Peace and Security is therefore a key concern for the police.

Expertise in this field is emphasised in both basic training and further education at the Norwegian Police University College, for example in the form of training in questioning children and adolescents, questioning vulnerable individuals and investigating violent and sexual crimes. The topics 'domestic violence' and 'violence against and sexual abuse of children' are part of the three-year curriculum for the bachelor's programme in several of the five main areas: Police and Society, Methodology, Public Order Policing and Preparedness, Crime Prevention and Investigations. Units with specialist responsibility, national assistance schemes and local specialists in this field help to ensure that the necessary expertise is in place.

The expertise of the Norwegian police force in this field is in demand internationally – for instance in connection with participation in UN peacekeeping missions.



Ⓢ Local woman in Senou, near Bamako in Mali.

15. Inger Skjelsbæk (2018). Perpetrators of Sexual Violence in Armed Conflict. I Timothy Williams & Susanne Buckley-Zistel (red.). *Perpetrators and Perpetration of Mass Violence: Action, Motivations and Dynamics*. Routledge.

16. Inger Skjelsbæk (2012). Responsibility to protect or prevent? Victims and perpetrators of sexual violence crimes in armed conflicts. In *Global Responsibility to Protect*, 4 (2), 154-171.

● Circle of Leadership

In autumn 2017, like many other member states that contribute police and troops to UN operations, Norway signed a voluntary compact that, among other things, commits serving personnel to comply with UN standards against sexual exploitation and abuse. The compact binds countries to assist the UN in investigating abuse committed by a country's own citizens while in the UN's service. As of 4 September 2018, 98 countries had signed the compact.

At the same time, heads of state/government from countries that contribute police and troops, including Prime Minister Erna Solberg, joined a Circle of Leadership under the auspices of the UN Secretary-General, whereby they distanced themselves from all forms of sexual exploitation and abuse committed by UN personnel. As of 14 September 2018, 67 present and former heads of state/government had joined the Circle of Leadership.

● Coordinated operational efforts against conflict-related sexual violence

In 2017, the Norwegian Defence University College began work on a handbook for use by the UN. The intention is to ensure that military forces in UN operations are capable of preventing and responding to conflict-related sexual violence.

In 2018, the Ministry of Defence, the Ministry of Foreign Affairs and the Ministry of Justice and Public Security worked jointly to expand the handbook to also include the police and civilian personnel. The handbook will be launched by the UN and will apply in all UN member states.

The Norwegian Defence University College is also supporting NATO's efforts to combat conflict-related sexual violence by developing a handbook for NATO.

► Sexual exploitation and abuse

Norway is concerned about the increasing number of cases of sexual exploitation and abuse (SEA) committed by personnel in UN and other peacekeeping operations against the local population in the host country. Such abuse increases the burden on individuals and local communities that are already at risk and affected. It damages trust in the operation and in deployed personnel, undermines the legitimacy of the operations and is an obstacle to achieving the operational goals. Professionalising those involved in operations and holding them accountable is a precondition for stopping such abuse.

Capacity building

Capacity building is about how an organisation develops its ability to carry out its mission, among other things through competence development and recruiting the right personnel.

Women military and police personnel can be important in terms of operationalising the gender perspective in operations and missions. In some contexts, it may be easier for women personnel to establish contact with and gain access to local milieus dominated by women. This leads to broader perspectives and a broader understanding of the situation. Having a high percentage of women in operations and missions can thus help to increase trust and goal attainment. Nor should the effect that meeting Norwegian women in uniform has on local women police officers or military personnel be underestimated.

This does not mean that the women in the organisation are responsible for implementing the action plan or for systematically integrating the gender perspective in the organisation's activities. **The organisation** must ►

- have ownership and take a systematic approach. **The head of the unit** is responsible for following up the action plan.

The introduction of universal conscription in Norway from 1 January 2015 has resulted in a higher proportion of women among conscripts than before. In 2017, the percentage was around 25 per cent. In the long term, the Armed Forces wish to utilise universal conscription to recruit more women to different categories of jobs, units and specialised roles.

Almost half of Norwegian police personnel are women. The proportion of women students admitted to the Norwegian Police University College in 2018 was 46 per cent. At the beginning of 2018, 32 per cent of leaders in the Norwegian police service were women.

Determined efforts are being made to increase the proportion of women leaders in the police service, for example by implementing the **General Plan for Gender Balance in Leading Positions 2017-2022**.

Women are therefore well represented in the Norwegian police, and the recruitment of women to the profession is high. This also makes it possible to have a high proportion of women in our contributions to international missions. Job security in Norway and good arrangements for leaves of absence make it possible for both women and men to take part.

In 2016–2017, around 35 per cent of police personnel and 10 per cent of military personnel Norway deployed internationally were women.

Norwegian women who attain leading positions in the police and Armed Forces can also be nominated for leading positions in international operations, including UN and NATO operations. The recruitment of women and women leaders is therefore important both in our national efforts and if Norway is to contribute to improving the gender balance at all levels of international operations.

● Norwegian women leading the way

Norway provided the services of Major-General Kristin Lund as Force Commander for the UN peacekeeping operation in Cyprus (UNFICYP) during 2014-2016. She thereby became the first female UN Force Commander. Among other things, she took the initiative for a women's network of actors from both sides of the conflict.

Since autumn 2017, she has been the UN Secretary-General's highest representative – Head of Mission – in the United Nations Truce Supervision Organization (UNTSO) in the Middle East.



Police Superintendent Ann-Kristin Kvilekval has led the police unit in UNFICYP since autumn 2017.

Assistant Chief of Police Ingrid Dagestad has had several leading positions in the UN and international missions, most recently as Deputy Commissioner in UNMIL until 2016. As an instructor, she continues to make an active contribution to promoting new women leaders in the UN.

● Examples and experience

Norwegian police personnel and Norwegian Special Operations Forces have provided training for *Afghan women police* since 2007.

The Armed Forces have also established a separate *Women's Hunter Troop* among Norwegian conscripts. The intention is to develop new expertise among women soldiers, so that they can take part in special operations both in Norway and abroad.

The Nordic Centre for Gender in Operations, which Norway is part of, is NATO's centre of excellence for implementation of the gender perspective in operations. It holds courses for around 230 military personnel every year. In addition, as of 2018, 16,000 persons have completed the e-learning course developed by the centre.

Satisfactory driving skills, language skills and weapons training are the required qualifications for serving as a police adviser in UN peace operations. For many countries, these requirements still constitute a barrier to women participating in international operations. A good example of the effect of capacity building in this area is *driving instruction* provided in Malawi in 2014, where around 60 women took part. A year later almost 50 women from *Malawi* were deployed in international operations.

Since 2010, Norway has contributed to the UN mission in Haiti by providing a *special police team* with expertise in sexual and gender-based violence. The Norwegian-initiated team has broken new ground and its contribution has been widely praised. The experience from Haiti has been very important to the development of specialised police teams as a method in UN-led operations. This has been reflected in new requests from the UN for assistance from the Norwegian police service.

NORCAP/NORDEM contributes expertise in gender and women's participation in operations and missions. They provide strategic and technical assistance in order to ensure an equally comprehensive effort on behalf of girls and women as for boys and men.

● Violence against women and domestic violence in Norway

In overviews and indexes that measure security, violence against women is one of the main challenges in the Norwegian context. It is a serious problem in society and a violation of fundamental human rights.

The Government's efforts target all forms of domestic violence, including forced marriages, female genital mutilation, abuse of children, and violence and abuse between intimate partners. These issues are highlighted in several inter-ministerial action plans. The measures in these plans include prevention, protection, help and treatment services, prosecution and activities aimed at strengthening cooperation and coordination.

The police play a key role in preventing and combating violence and abuse. Efforts in this field have intensified greatly in recent years, and the police have been given a number of new means of safeguarding and protecting those at risk. Non-molestation orders and bans on contact, mobile personal safety alarms, electronic monitoring of offenders, as well as blocked addresses are some of the measures that can be taken.

In addition, the Government has intensified follow-up of people at risk. Information has improved and individuals are followed up more closely. The establishment of Project November at Stovner Police Station in Oslo, where several services were established under the same roof, is one example of this. Other examples include the establishment of 12 victim care centres and the online portal *dinutvei.no*. Here, the focus is on the victims.

A separate research programme has been established on domestic violence, with allocated funding of NOK 50 million over a period of five years (2014–2019). The programme is intended to contribute to increasing our understanding of what domestic violence is. Knowledge about the extent, causes, nature and consequences of such violence is decisive if the support services are to be of good quality.

In its further work, the Government will fulfil its obligations under, and comply with the requirements of, the Council of Europe's Convention on Preventing and Combating Violence against Women and Domestic Violence (the Istanbul Convention), effective in Norway from 1 November 2017.

Norway's goals are as follows:

Norway is working to integrate women and men's security, rights and needs in all areas of operations and missions that Norway is part of.

The gender perspective is to be included in the planning, implementation and evaluation of operations and missions in which Norway takes part.

Norwegian participants in exercises, training, operations and missions are to have competence in the gender perspective.

Norway will contribute to international competence and capacity building.

Through international cooperation, Norway will help to ensure that NATO's and the UN's policy and operational guidelines relating to women, peace and security are implemented.

We emphasise work on conflict-related sexual violence in operations. This entails a cross-sector approach that includes the full range of measures – from preventive measures and combating violence as it takes place to criminal prosecution and reconstruction of society.

Norway wants more women in conflict areas to be able to participate in security efforts, conflict management and peace processes. This also includes ensuring that these women's security is sufficiently assured.

We also work to recruit women to leading positions nationally and internationally, and to get more women to join military units with an operational capability, as well as deploying units.

The Armed Forces and the police will continue to have zero tolerance for sexual harassment, maltreatment and abuse in operations and missions in accordance with national and international guidelines and national laws.

Norway will continue to actively support measures that strengthen compliance with the UN's zero tolerance policy for sexual exploitation and abuse.

CHAPTER 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.



Photo: SARC | Nadim Sherum

© Children on the way to school in Aleppo, Syria, 2017.

● Grand Bargain and New Way of Working

Norway has endorsed the Grand Bargain declaration, which is about increasing the effectiveness of humanitarian efforts, innovation and better coordination with long-term development. This means flexible and predictable funding, better coordination, stronger partnerships with local and national actors, inclusion of those affected by crises, increased use of cash and digital tools in humanitarian efforts, and harmonised reporting requirements. These guidelines and objectives also affect the efforts for women, peace and security.

Better coordination between humanitarian efforts and long-term development is also an important part of the ongoing reform process in the UN, which Norway supports. The New Way of Working initiative is one concrete example. It brings together different UN agencies, national and local actors and the development banks. The intention is to strengthen coordination at country level in order to prevent humanitarian crises, reduce future needs and seek more sustainable solutions.

Armed conflicts hit civilians hard. Many are forced to flee within their own countries or across national borders. Violations of humanitarian law and human rights lead to great human suffering and critical humanitarian needs, especially where conflicts are prolonged, as in Syria and South Sudan.

Sexual and gender-based violence is a persistent problem that degrades individuals and societies. Many parties in armed conflicts commit sexual violence, often as a weapon of war. Girls and women are most often the victims, but sexual violence against boys and men is a bigger problem than previously thought.¹⁷ Boys and men can have different challenges and needs than girls and women in the same situation. Sexual and gender-based violence often leads to stigmatisation and exclusion, undermines stability and breaks down social structures. Children who are conceived as the result of rape during an armed conflict are particularly vulnerable. This also applies to children of those who are seen as belonging to 'the enemy'.

The number of child marriages and forced marriages often increases during humanitarian crises. Women and children who have fled their homes are at particular risk of human trafficking and sexual exploita-

tion. Women of reproductive age are vulnerable when health services and infrastructure are weakened or collapse during humanitarian crises. Deaths in connection with pregnancy and childbirth substantially increase.¹⁸

Women's groups and local civil society organisations are often present, even if large actors are not. They know what the challenges are and can help to find solutions that will work locally. Through its partners, Norway will help to ensure that local actors that are capable of complying with the humanitarian principles are able to act and have freedom of action to participate in the humanitarian response, and to ensure that also women's organisations are among those who are heard and involved. This is about dealing with a crisis in a sustainable way, building resistance, preventing conflict and facilitating peacemaking. ▶

- ▶ We will not achieve the goals for a good and effective humanitarian effort if the gender perspective is not integrated in a way that ensures that women's, men's, boys' and girls' different needs are met. Women must be involved on a par with men. Young women must also be heard and taken seriously in the humanitarian response.

Norway's humanitarian efforts

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.

It is an explicit requirement that organisations that receive funding from the Ministry of Foreign Affairs' humanitarian budget must integrate the gender perspective in their work. This is also the position we take in agreements with humanitarian organisations and donor groups in the UN and the Red Cross/Red Crescent movement, as well as in governing bodies of UN entities. The integration of the

gender perspective is important if we are to ensure that women's and girls' rights and participation are given priority, and that our efforts also safeguard vulnerable boys and men. Women's participation is an important resource in all parts of the humanitarian effort.

The organisations have done a lot of good work to integrate the gender perspective, in both guidelines and their practical work. We will cooperate with our partners to further strengthen implementation of the perspective. The use of digital tools will rationalise and simplify the administration of grants.

Norway is endeavouring to ensure that the whole humanitarian system works as well for girls and women as for boys and men. We work normatively, politically and diplomatically in relation to the humanitarian sector. We support organisations that have a good and clear gender perspective in their work, and organisations that have a specific mandate to promote women's rights and gender equality.

Through our cooperation with our partners, we contribute to increasing competence and ▶

● Vulnerable groups

Different groups of people are affected in different ways during humanitarian crises. Our humanitarian efforts aim to safeguard those who are most at risk and marginalised, i.e. those who are often designated as vulnerable groups. The applies in particular to children, the elderly and those who are discriminated against on various grounds, including religious and sexual minorities and people with disabilities.

Vulnerable groups must also be included when planning humanitarian efforts so that the efforts meet their needs.



Ⓢ An Afghan girl begging on the streets of Kabul.

17. See, inter alia, *All Survivors Project*

18. Gudrun Østby, Henrik Urdal, Andreas Forø Tollefsen, Andreas Kotsadam, Ragnhild Belbo and Christin Ormhaug (2018). Organized Violence and Institutional Child Delivery: Micro-level evidence from sub-Saharan Africa 1989–2014. *Demography* 55 (4): 1295–1316. Gudrun Østby, Henrik Urdal, Andreas Forø Tollefsen, Andreas Kotsadam, Ragnhild Belbo and Christin Marsh Ormhaug (2018) How Does Organized Violence Affect the Chances of Giving Birth at a Health Facility?, *Conflict Trends*, 8. Oslo: PRIO.

The gender perspective in the asylum chain

In connection with the new Immigration Act of 2007¹⁹ emphasis was placed on the need for a special gender perspective in assessments under refugee law. The Ministry of Justice and Public Security has prepared guidelines for gender-related issues in asylum cases.²⁰ The guidelines address factors in both the refugee assessment and the processing of asylum applications where gender-related issues can have a bearing.

In the asylum process, a gender-sensitive approach must be taken at all stages of the case processing. Asylum seekers must be informed that gender-related arguments can form the basis for a right to protection in Norway. The asylum interview must be conducted in such a way that the applicant feels that it is safe to provide information. Women, for example, should be asked whether they want the interviewer and/or interpreter to be a woman. Other special needs should also be met as far as practically possible.

The gender perspective is taken into account in the reception process. Among other things, the Norwegian Directorate of Immigration (UDI) has developed several specific tools for identifying asylum seekers with special needs at an early stage of the process. For example, the UDI has issued a circular containing guidelines for identifying people staying in reception centres who may be victims of human trafficking, domestic violence (including forced marriage and female genital mutilation) or child marriage.

In recent years, the UDI has organised several training programmes on domestic violence for staff at reception centres. A system of compulsory dialogue groups has been introduced. The aim is to contribute to reducing violence at and outside reception centres, and to promote awareness-raising work on violence.

- capacity in operational efforts. Norway is one of the biggest donors to the Gender Standby Capacity Project (Gen Cap), a standby task force tasked with supporting the integration of the gender perspective in operational humanitarian efforts.

Norway also supports the system of Regional Gender Violence Advisors (REGA). REGA consists of experts who work from UNFPA's regional offices and are attached to the individual humanitarian country teams with a view to intensifying the work of preventing and combating sexual and gender-based violence.

We emphasise women, peace and security in concrete thematic initiatives, such as health and education during crises, and in the work on mine clearance and arms control. Women's knowledge and abilities must be used in humanitarian efforts on a par with men's. Women must have equal opportunities, including to engage in income-generating work, for example in connection with mine clearing.



Photo: Torbjørn Kjosvold

🕒 A Yazidi woman with children visits the temple in Lalesh.



Photo: Håvard Bjelland/Kirkens

19. Proposition No 75 to the Odelsting (2006–2007).

20. G-08/2012.

Norway's goals are as follows:

Women and men, girls and boys who are affected by crises must have more influence and be included as participants rather than as recipients of humanitarian aid.

The gender perspective must be an integral part of the whole humanitarian effort.

Women's rights and participation must be given particular emphasis.

Humanitarian organisations must also take into consideration that *girls and women, boys and men may have different needs*. We will therefore emphasise practical follow-up of the organisations of which Norway is a member or that receive Norwegian funding. We do this, among other things, by requesting, as far as possible, gender-disaggregated data in reporting, and by raising the gender perspective at annual meetings. In that connection, it must be assessed whether and, if relevant, how commitments relating to women, peace and security are followed up.

Norway will continue to support measures that help to *strengthen the gender perspective in humanitarian work*. We will contribute to increasing competence and capacity in this area. We will work politically and diplomatically to ensure that the UN and other key actors prioritise the efforts for women's rights and participation, and take a gender-sensitive approach in their humanitarian efforts.

Norway will intensify its efforts against *sexual and gender-based violence* by increasing its support for relevant measures and by taking new initiatives. We will be a driving force for a stronger international effort, and will support prevention measures and measures that follow up survivors. We will work in a comprehensive way and use the full range of political instruments at our disposal.

Norway has ratified the Lanzarote Convention on the Protection of Children (*girls and boys*) against Sexual Exploitation and Sexual Abuse, and will work to ensure that other countries also ratify the convention. A report from the Lanzarote Committee shows that children affected by the refugee crisis are at particular risk of becoming victims of sexual violence.

We will focus in particular on the vulnerability that arises *when people become refugees*, and we will prioritise efforts to protect against human trafficking, child and forced marriage, and exploitation in prostitution. ▶

● Youth, peace and security

In 2015, the Security Council adopted Security Council Resolution 2250, which, among things, underlines the need to look more closely at how conflict and crises affect youth. It is clearly stated that youth must participate in peace and security efforts.

There are clear links between the Agenda for Youth, Peace and Security and the Agenda for Women, Peace and Security. Several fundamental premises for the two are the same, for example that inclusive peace and reconciliation processes are crucial to achieving sustainable peace.

Norway has a broad focus on education and health that helps to further young people's rights and improve their opportunity to exert influence, also in the peace and security context.

Norway supports the UN's study on youth, peace and security, which highlights participation by youth and the importance of listening to their experiences and perspectives. This applies in particular to the work on preventing violent extremism.

We support the YouthCan network, and champion the voices and influence of youth through the UN group of friends of the prevention of violent extremism that Jordan and Norway took the initiative for.

Many young women work for peace within the framework of youth, peace and security. Many young men have become advocates of women's participation in this context. For Norway, it is important to draw attention to young people's capacity and competence in conflict prevention, peace and reconciliation and peacebuilding, and to shed light on the vulnerability of youth in exposed situations, war and conflict.

Norway will endeavour to ensure that young women's voices are heard on a par with young men's, and to ensure that young women are involved in peace and security

- ▶ Norway will give high priority to *psychosocial support* for survivors. Children who are conceived as the result of rape during an armed conflict are particularly vulnerable. We will contribute to combating stigmatisation and also help boys and men who are victims of sexual violence. Awareness raising efforts targeting warring parties, the police and local leaders, trauma treatment and follow-up of survivors are examples of measures that we may support.

Norway will support measures that ensure that girls' and women's *sexual and reproductive health and rights* are safeguarded during conflicts and humanitarian crises. Norway will emphasise cooperation with UNFPA and other organisations with a humanitarian mandate that provide such services during conflicts and humanitarian crises.

Norway will endeavour to ensure that the gender perspective is included in processes relating to *humanitarian disarmament and arms control*. We will help to ensure that the states parties to the *Arms Trade Treaty* implement the provision on gender-based violence globally. Norway will continue its work to ensure that the gender perspective is integrated in the work on *clearing mines and other explosives*.

CHAPTER 5.

SUSTAINING PEACE

Preventing conflicts, building and sustaining peace

An increased focus on conflict prevention and gender equality is in line with Norway's policy. Norway supports women's participation and integration of the gender perspective in conflict prevention and the work for sustainable peace. The four focus areas in this action plan form the framework for this work, together with the Action Plan for Women's Rights and Gender Equality in Foreign and Development Policy (2016–2020) – Freedom, Power and Opportunities.



● **Because it is both right and smart**

Many studies have shown that women's security is linked to states' security (see also page 55). There is a clear connection between a lack of gender equality and the risk of conflict.

Women's organisations, especially from countries in the Global South, have fought for recognition of this connection. The Norwegian-supported Global Index for Women, Peace and Security (see page 48) demonstrates how women's participation, access to justice and security are connected.

In the conflict prevention context, it is often pointed out that development and rights are linked to peace. We therefore have to work across sectors and structures. These connections are not the same everywhere and under all conditions, however. Injustice does not necessarily lead to conflict. Gender equality does not always lead to peace.

The Women, Peace and Security Agenda is about operational effectiveness and about achieving lasting peace. But it is also about safeguarding people's rights and dignity in a very vulnerable situation, irrespective of whether or not it has an effect on national security.

The year 2015 was a memorable year. The world agreed on the Sustainable Development Goals, which are based on the recognition that all countries have challenges and that every country has responsibility for the welfare, freedom and security of its inhabitants. Peace and security, rights and development are interlinked, and we must work in a more holistic way.

The UN carried out three reviews of its peace and security efforts,²¹ which all concluded that more had to be done to prevent conflict and to resolve conflicts by political means, and that peace and reconciliation processes must be more inclusive. The main content of the Women, Peace and Security Agenda was thereby placed at the core of the UN's work on peace and security.

A year later, the UN General Assembly and the Security Council adopted identical resolutions on 'sustaining peace', which followed up key recommendations from these studies.²² More clearly than before, the UN's member states acknowledged that conflicts are often rekindled and that conflict resolution is very often followed by new unrest that requires active conflict prevention and a consistent, coordinated effort. We have to look at the causes of conflict, and at how we can work on fundamental structures and factors that lead to greater dissatisfaction and unrest. The humanitarian summit meeting in the same year emphasised the connection between humanitarian efforts and long-term development, and the importance of working in a more inclusive way and through local partners.

When the new UN Secretary-General was appointed, he made the prevention agenda a main issue and highlighted gender equality as a priority. Norway supports the UN Secretary-General's reform agenda.

Over the full range of the UN's work, we see a greater focus on conflict prevention and on the underlying causes of conflict. In relation to the Women, Peace and Security Agenda, this means work on the agenda involves more and more issues.

21. High-Level Independent Panel on Peace Operations (HIPPO). *The Challenge of Sustaining Peace, The Report on the Review of the UN Peacebuilding Architecture and A Global Study on UNSCR 1325: Preventing Conflict and Transforming Justice Securing the Peace.*

22. See also the World Bank's report *Pathways for Peace: Inclusive Approaches to Preventing Violent Conflict.*



Photo: UN Women Afghanistan

● Global Index for Women, Peace and Security

The Global Index for Women, Peace and Security (2017) was developed by the Georgetown Institute for Women, Peace and Security and PRIO's Centre for Gender, Peace and Security with Norwegian support. It is the first index where data on women's participation and access to justice are seen in conjunction with security statistics.

The index provides an overall picture of what opportunities and limitations women encounter in various contexts. It thereby gives an indication of what is required if women are to be able to participate in peace and security processes and to influence them, and of how we can better target our efforts for women, peace and security.

Women's rights and security often come under pressure when unrest increases in an area. The level of violence often increases already before an armed conflict breaks out. Women's mobility is restricted, as a result of concern or fear, or of conservative ideological thinking.

When we encounter extremism, we often see the same thing: that restrictions on women's rights are an early sign of radicalisation. Monitoring the status of women's rights can therefore help us to identify vulnerable situations. If we are able to respond to this information, this could help us to prevent conflict.

5a.

Women's rights and gender equality in countries affected by armed conflict

The Norwegian Action Plan for Women's Rights and Gender Equality describes how we organise our broad, long-term work to strengthen women's rights, thereby ensuring that women can contribute to building resistance, preventing conflict and sustaining peace.

Among other things, the global study on the implementation of Security Council Resolution 1325 documented that the proportion of women that have access to farmland is significantly lower in countries affected by conflict than in other countries. Without access to resources such as property, credit, livestock, seafood and agricultural produce, women have less influence on peacebuilding.²³ We know that girls' education forms the basis for political and economic participation, and that violence against women can have a destructive effect on women's participation in and influence on key processes.

The global gender equality situation is showing progress in terms of women's situation in many countries – through increased participation in employment and in politics, and through laws that improve women's position in the family and raise the problem of violence against girls. Participation by women is recognised as valuable both in itself and as a driving force for economic growth and stability.

At the same time, however, girls and women are persistently and systematically oppressed in several countries and regions. Various groups of countries are making active endeavours in global arenas to undermine standards for women's rights. Women's sexual and reproductive rights are under particular pressure, but equal ▶

▶ economic rights and equality within the family are also sources of conflict.

Norway therefore has a long tradition of working for women's rights and gender equality as part of its foreign policy and development policy, because we know this works and because it is necessary.

Norway's efforts in support of women's rights and gender equality in its foreign policy and development policy focus on five areas:

- Girls' right to education
- Women's political rights and participation
- Women's economic rights and participation
- A life free from violence and harmful customs
- Sexual and reproductive health and rights

The Action Plan on Women, Peace and Security 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 situations.²⁴

We are therefore strengthening our monitoring of how our embassies and sections in the ministry that work in countries in conflict and post-conflict situations are following up the Action Plan for Women's Rights and Gender Equality. We will also continue to measure how large a proportion of Norwegian assistance to countries in conflict and post-conflict situations is marked with a gender equality marker.

● Responsible businesses and women in vulnerable areas

The gender perspective is strongly emphasised in Norway's work for responsible business. A company can integrate the gender perspective by thinking about how actual or potentially unfortunate effects of its activities affect women especially or affect them in a different way than men. It also means adjusting actions the companies take to identify, prevent, reduce and deal with such consequences, to ensure that their efforts are effective and expedient.

It is particularly important that business and industry give consideration to women's human rights in conflict and post-conflict areas.

● MeToo – putting our house in order

The MeToo campaign showed that sexual harassment, exploitation and abuse are widespread, and unfortunately also in the aid sector and in other international missions and operations.

Norway's Ministers of Foreign Affairs and of International Development therefore sent a letter to all recipients of Norwegian aid and assistance, stating that organisations are expected to have ethical guidelines and good systems for preventing, reporting and dealing with such matters, so that a safe working environment is ensured.

It was also pointed out that the issue of sexual harassment, exploitation and abuse would be given higher political priority and that it would be raised at meetings with our partners. The organisations are also held accountable for preventing sexual exploitation and abuse by aid workers of people in crises.

Since then, the Minister of Foreign Affairs has reminded the Foreign Service as a whole about the ministry's guidelines and expectations of employees at home and abroad, both local employees and Norwegians working at Foreign Service missions abroad. The Foreign Service has introduced a mandatory e-learning program in this context.

23. *Preventing conflict, Transforming Justice, Securing the Peace – A Global study on the implementation of the United Nations Security Council Resolution 1325*. 2015, p. 81.

24. We use the definitions of the *Uppsala Dataset for Conflicts* and its sample of countries in conflict and post-conflict situations. We limit ourselves to the countries in which Norway is an active aid donor.

Security Council Resolution 2242

Through Security Council Resolution 2242, the fight against violent extremism was for the first time linked to the Women, Peace and Security Agenda.

Among other things, the resolution addresses the connection between transnational organised crime and human trafficking, sexual violence and terrorism. The resolution describes how such factors can prolong and aggravate conflicts and intensify their long-term effect on the civilian population.

The work on preventing and combating violent extremism is therefore linked to all the focus areas in the Action Plan on Women, Peace and Security: peace and reconciliation processes, the implementation of peace agreements, operations and missions, and humanitarian efforts.

5b. Women, gender and violent extremism

Preventing and combating violent extremism is an important part of the efforts for sustainable peace. Norway therefore supports women's participation and integration of the gender perspective in that connection, as an integral part of the four focus areas in the action plan, and as measures in their own right.

Terrorist groups such as Isis and al-Qaida are a global threat. They exploit local conflicts and vulnerable states' inability to exercise control. Targeted stabilisation efforts that also help to address the underlying causes of the growth of violent extremism are therefore important. Women have important roles to play in this context.

In some cases, women's key role in the family and community has been exploited in a way that threatens their safety and challenges their loyalty to the family. It is important that women's security is taken seriously when preventive measures are being developed, that families and local communities are involved in a way that bolsters the community rather than nurturing suspicion, and so that it is possible for women to seek help without placing their children or spouse under suspicion.

Undermining women's rights is a common goal among most extremists – including far-right extremists. Women are affected often and at an early stage by violent extremists' ideology and warring activities. Restrictions are imposed on women's rights and freedom of action. At the same time, women are sometimes subjected to systematic abuse, often in the form of sexual violence. That is why it is important to have a particular focus on women's rights as they are affected by violent extremism. ▶



- ▶ The return of foreign fighters and their family members, either to their home country or to a third country, represents a potential security threat. Both men and women are becoming radicalised and, while men are in the majority, more women are also joining terrorist groups. This makes it even more necessary to handle this issue in a gender-sensitive manner. Questions relating to foreign fighters who are pregnant or have become mothers are particularly challenging for how we should respond.

Many violent extremist groups restrict, twist or exploit men's and women's gender roles strategically and succeed in mobilising both men and women to their cause. Their ability to reach people with their propaganda and communicate with their supporters has become more important for Isis after their loss of territory in Syria and Iraq.

Counter-narratives cannot be our sole strategy in our fight against their propaganda. We must succeed in communicating the values we want to protect and help to build safe local communities that safeguard the interests of the whole population. Gender equality and non-discrimination are both ends and means in this connection. ▶

Violent extremism and cultural rights

Norway supports prizewinning film-maker and human rights activist Deeyah Khan. Through Fuuse Films, she turns the spotlight on both human and political aspects of violent extremism. Through the digital magazine Sister-hood, she has established a platform for women of Muslim origin. Deeyah Khan is UNESCO's goodwill ambassador for artistic freedom and creativity.

Women's cultural rights are being violated in many countries, especially in connection with conflict and post-conflict situations. Both women's access to culture and their possibility of participating in culture themselves are restricted. In a report from 2017, the UN Special Rapporteur for Cultural Rights focuses in particular on how fundamentalism and violent extremism impact on women's cultural rights.²⁵

The Security Council emphasises that women's rights, including their cultural rights, are essential in the fight against fundamentalism and violent extremism. Women's cultural rights are part of the defence of equality and universal values.



Deeyah Khan

25. A/72/155.

Isil and men's and women's gender roles

Isil uses gender roles strategically. They use different rhetoric when addressing different groups. In their communication with women in the West, they emphasise the agency role and how women contribute to Jihad by joining them. They paint a picture of a woman who, despite the limits set by the caliphate, has agency and influences history. In their communication with other groups, a more traditional picture of women's role is depicted. The different kinds of rhetoric are sometimes in direct opposition to each other.²⁶

Similarly, Isil differentiates its message when communicating with different groups of men. They often play on traditional perceptions of the male role, where men have power over both women and property. At the same time, however, the social model that is presented also has modern traits: equality across ethnic background, language and culture. The Islamic identity is emphasised above other identities, making other differences less important, and uniting women and men. For some people, it may be particularly attractive that the extremists give young men considerable authority.

It is clear from Isil and other violent extremists' propaganda that Isil has a gender perspective and takes an active approach to gender roles. We need to do the same.

We have to understand what drives women and men into radicalisation and why most people nonetheless choose peaceful methods when faced with the same challenges. We therefore support Norwegian and international research that looks more closely at these aspects.

Norway's efforts

The prevention of violent extremism and efforts for women, peace and security have much in common. Since 2015, the Norwegian Government has played a leading role in international work on preventing violent extremism, with particular focus on the gender perspective and women's role. Several of our most important preventive measures are women, peace and security partnerships.

In 2015, Norway organised a high-level conference in Oslo on combating violent extremism and radicalisation, as well as a separate conference for youth (Youth Against Violent Extremism). In that connection, Norway took the initiative for a global alliance of women's organisations in order to bring together actors that work to prevent and combat violent extremism. International Civil Society Action Network (ICAN) led this work, and Women's Alliance for Security Leadership (WASL) was launched in the same year, with Norway's prime minister participating.

Norway also established a youth network, YouthCAN, which includes many women.

In both 2016 and 2018, the UNDP and Norway organised high-level conferences in Oslo on the prevention of violent extremism, which highlighted women's participation. ICAN and WASL also made significant contributions.

Norway is endeavouring to integrate the gender perspective more effectively in a concerted global effort to prevent violent extremism. The UN is important in this context. Norway supports the Secretary-General's Action Plan on Violent Extremism and is working to achieve a greater consensus at the UN.

At the UN, Norway and Jordan have established a Group of Friends for the prevention of violent extremism, where the gender perspective and concerted efforts have a key place. ▶

▶ Norway regularly contributes to putting the role of both women and young people on the agenda. Norway is also ambassador to the UN Women's flagship for women, peace and security, which includes the prevention of violent extremism.

Norway's endeavours to prevent and combat violent extremism must include women, also young women. Our work must integrate the gender perspective and take both men's and women's different gender roles and particular challenges seriously. We therefore support targeted measures in this area.

We will also monitor the proportion of Norway's contributions to combating violent extremism that is marked with a gender equality marker, which indicates that women's rights are either the principal objective or a significant objective of the programme.

The Action Plan for Women, Peace and Security also has links to the Government's Action Plan against Radicalisation and Violent Extremism. To prevent violent extremism it is necessary that domestic political measures in countries that are not in conflict areas are coordinated with organisations and actors working in such areas.

Abir Hajibrahim,
Syria, WASL



Fatima Al-Bahadly,
Iraq, WASL

Hamsatu Allamin,
Nigeria, WASL



Visaka Dharmadasa,
Sri Lanka, WASL

Women's Alliance for Security Leadership

WASL currently has around 90 member organisations from more than 30 countries, mainly in Africa, the Middle East, Asia and South Eastern Europe. Among other things, its members are engaged in the de-radicalisation of Isil prisoners in Lebanon, they help women who have sewn bomb belts in Pakistan to find a new living, they mobilise radicalised youth in Iraq behind community values rooted in Islam, and they help women who have been affiliated to or been abducted by Boko Haram, and the women's local communities in Nigeria, so that these women and their children can be reintegrated and the women can participate in reconciliation initiatives.

WASL runs extensive local programmes, while at the same time managing to communicate their experience and get their message across in international forums, for example through websites and print publications. The platform 'Global Solutions Exchange', which was launched by Norway's prime minister together with UN Women's leader and WASL in 2016, is an important arena for dialogue between national authorities, multilateral organisations and civil society on the prevention of violent extremism.



WOMEN'S ALLIANCE FOR SECURITY LEADERSHIP
Preventing Extremism by Promoting Rights, Peace & Pluralism

26. Mah-Rukh Ali. *ISIS and propaganda: How ISIS exploits women*. University of Oxford 2015. E.M. Saltman & M. Smith (2015): Till Martyrdom Do Us Part. Gender and the ISIS Phenomenon. *Institute for Strategic Dialogue*. Ester E.J. Strømme (2017): Jihadi Brides or Female Foreign Fighters? Women in Da'esh - from Recruitment to Sentencing. *GPS Policy Brief*, 1. Oslo: PRIO.

National Action Plan against Radicalisation and Violent Extremism

The Government's Action Plan against Radicalisation and Violent Extremism in Norway, which was launched in July 2014, is based on the Council of Europe's Action Plan against Violent Extremism and Radicalisation (2015–2017). The national action plan is dynamic, i.e. it will be possible to adjust existing measures and to develop new measures in step with developments in the field and changes in the threat situation. Several ministries and directorates are responsible for the action plan. The Ministry of Justice and Public Security is the coordinating ministry.

Reports show that more men than women become radicalised or become extremists. Originally, the action plan did not contain gender-specific measures because it was assumed that the plan's policies and measures covered women and men equally well. We have had to reassess the need for differentiation, however, as a result of new knowledge. This is because women and men have different motivations for joining extremist groups and play different roles in extremist groups, circles and organisations. Work is now being done to develop measures that take account of these differences.

The Penal Code does not just prohibit armed participation in a terrorist organisation. It also prohibits participating in, recruiting members into or providing financial or other material support for a terrorist organisation. Women and men who return from Syria or other conflict zones and who have had been affiliated to Isis or other terrorist organisations will thus be subject to criminal prosecution for such acts in Norway. Moreover, women and men will be entitled to the same rehabilitation measures while serving their sentences and afterwards.



Photo: Hilde Salvessen

27. For example *Women, Peace and Security Index and Sexual Violence in Armed Conflict Data (SVAC)*, see Ragnhild Nordås et al. *Four Things Everyone should know about Wartime Sexual Violence*. 2017.
28. The research must be underpinned by systematic statistical studies in combination with qualitative studies. See the discussions in Sara Davies and Jacqui True (eds.). *Oxford University Press Handbook on Women, Peace and Security (WPS)*. Oxford: Oxford University Press (December 2018) og i Dan Reiter. The positivist study of gender and international relations. *Journal of Conflict Resolution*. 59, 2015.
29. No country has complete gender equality, regardless of which measure we apply. See, for example, *Women, Peace and Security Index 2017*.
30. For an overview, see for example Ragnhild Nordås et al. *Four Things Everyone should know about Wartime Sexual Violence*. *Monkey Cage*, 9. juni 2014, AND Dara Kay Cohen: *Rape During Civil War*. Ithaca: Cornell University Press, 2016.
31. Elin Bjarnegård et al. Gender, peace and armed conflict i *SIPRI Yearbook 2015: Armaments, Disarmament and International Security*. Stockholm: SIPRI, 2015.
32. First studied by Mary Caprioli in *Gendered conflict*. *Journal of Peace Research*, 37, 2000. This article tests several key arguments in feminist research. The study has been followed by several scholarly articles, for example Erik Melander. Gender equality and intrastate armed conflict. *International Studies Quarterly*, 49, 2005, and Susanne Schaftenaar. How (wo)men rebel. Exploring the effect of gender equality on nonviolent and armed conflict onset. *Journal of Peace Research*, 54(6), 2017. This PRIO-owned journal has played an important role in publishing research of this kind in recent years.
33. For an overview, see Erika Forsberg og Louise Olsson. Gender inequality and internal conflict in *Oxford Research Encyclopedias of Politics*. Oxford: Oxford University Press, 2016.
34. See, for example, Jana Krause et al. Women's Participation in Peace Negotiations and the Durability of Peace. *International Interactions* (2018), and Teodora-Ismene Gizelis. Gender empowerment and United Nations peacebuilding. *Journal of Peace Research*, 46, 2009, and A country of their own: Women and peacebuilding. *Conflict Management and Peace Science*, 28, 2011, on women's role in peacebuilding.
35. See the overview of different arguments in Joshi Madhav and Peter Wallensteen (eds.). *Understanding Quality Peace*. Milton Park and New York: Routledge, 2018.
36. See, for example, Elin Bjarnegård and Erik Melander. *What does a feminist foreign policy have to do with men?* LSE blog post, 8. juni 2017, and Karim, Sabrina og Kyle Beardsley. *Equal Opportunity Peacekeeping: Women, Peace, and Security in Post-Conflict States*. Oxford: Oxford University Press, 2017.

Women, peace and security in research

Statistics-based research has increased substantially within the research field of women, peace and security in recent years. Norway is contributing to this development.²⁷ Several of the conclusions of the global study on the implementation of SCR 1325 are based on such research.²⁸

Men's and women's different roles are the point of departure, and the fact that unequal access to resources and power is a fundamental distribution issue in all societies.²⁹ This means that men and women are affected in different ways by crises and war. Women and men are affected by violence in different ways, for example sexual violence,³⁰ and they often participate in different ways in committing acts of violence.³¹

One of the most important findings is that there appears to be a strong link between a lack of gender equality and the risk of armed conflict.³² This could be because gender inequality affects the possibility of recruiting soldiers and tolerance of violence in a society.³³

There are also a smaller, but growing, number of studies that document women's participation and capacity as key actors for sustainable peace.³⁴



Photo: Julie Lunde Lillesæter, Difer Media

① *Three prominent Norwegian researchers and participants in the public debate in the field of women, peace and security: Torunn Tryggestad, Helga Hernes, and Inger Skjelsbæk. All three are members of the PRIO Centre on Gender, Peace and Security.*

The studies show that, in order to create a peace that benefits the whole population, peace processes must be based on an approach that takes account of both men's and women's security and access to power and resources.³⁵ All the methods that are used must therefore be based on this perspective particularly in the case of peacekeeping operations.

It is argued that peacekeeping efforts must be based on thorough analyses of gender equality development in the country in question if they are to succeed.³⁶

IMPLEMENTATION OF THE ACTION PLAN

It is a precondition for implementation of the action plan that efforts for women, peace and security are spelled out and are an integral part of planning and reporting. The work must be knowledge-based. Partnerships and inclusive consultation forums underpin the efforts.



Experience transfer must be strengthened. The Action Plan for 2015–2018 will be reviewed after the end of the plan period. This may entail some adjustments being made to the practical approach to implementation of the Action Plan 2019–2022.

Dedicated funding is provided at the same time as endeavours are made to integrate women, peace and security in all our efforts and via several budget lines.

The practice of priority countries will be continued. The guidelines for the Foreign Service's work will be updated in order to strengthen the broad effort over time.

No single body, section or embassy is expected to be able to deliver on all parts of the action plan. It is through joint efforts that we will achieve our ambitions and fulfil our commitments as they are described here.

Planning and reporting

As in the preceding plan period, an internal annual plan will be prepared for all the ministries involved, including key sections and delegations,³⁷ in order to ensure the progress and implementation of the Action Plan on Women, Peace and Security.

The responsible ministries report annually on their implementation of the action plan based on the results framework (See pages 64-71). The report should include the indicator matrix and an overview setting out the results. The baseline data and target figures will be stipulated by the end of 2019 based on the figures for 2018.

The indicators are quantitative and only capture parts of the efforts made within the framework of the action plan. The report is therefore supplemented by selected thematic topics each year, for example descriptions of work methods, partners and arenas, efforts in priority countries or results for each focus area.

The report should include an appendix listing relevant research and publications that Norway has contributed to. Any evaluations of Norway's work on women, peace and security will also be included in the report.

The report is shared with civil society within the framework of the Cooperation Committee and published on the government website regjeringen.no. The report is written in English in order to ensure that English-speaking colleagues and international partners have easy access to its contents.

The results and implementation of the Action Plan for 2019–2022 will be reviewed in 2021, so that lessons and experience from the current period can be included in the next plan. ►

37. The sections in the Ministry of Foreign affairs that cover security policy, peace and reconciliation, humanitarian affairs, human rights and cooperation with multilateral organisations, as well as Norway's delegations to multilateral organisations, should be involved. The priority countries are not included since there are separate plans for them.

► Support for research

This action plan is based on research on women, peace and security and key UN reports, including the global study on SCR 1325 from 2015 and the UN Secretary-General's annual reports on women, peace and security.³⁸ Recommendations from studies and reports that more specifically address Norway's work in this field are also reflected as far as possible.³⁹

Norway's work on women, peace and security must be knowledge-based. We therefore support research that addresses the full breadth of the agenda. Our dialogue and cooperation with research institutes in Norway and abroad will continue.

Through the Research Council of Norway's NOR-GLOBAL-2 research programme, research on matters relating to women, peace and security can receive long-term funding. Existing framework agreements can be used for more short-term contract research.

Cooperation and regular dialogue with civil society

The Norwegian authorities cooperate with both Norwegian civil society organisations and international and local organisations, by providing financial support and through political-professional dialogue.

Inclusive processes and dialogue with different actors are important in relation to developing good policies and goal attainment. We need different experiences and perspectives and will make use of the available expertise and ensure ownership

to plans and initiatives. Such dialogue also ensures that we are accountable and it challenges us to deliver more and better.

The bi-annual meetings between Norwegian civil society and all the ministries that are responsible for implementing the action plan will be continued within the framework of the Cooperation Committee. Direct contact is made when necessary, also during periods between formal meetings.

Cooperation with regional actors

We cooperate with the UN and various regional actors. NATO, the OSSE, the Council of Europe and the African Union are important partners in relation to women, peace and security, but other organisations also play an increasingly important role in this field, and Norway should cooperate with these organisations as well.

We note that increasing endeavours are being made to resolve conflicts regionally. Norway will therefore be a clear advocate for women, peace and security at both the regional and global level.

Coordination and cooperation with like-minded countries

There is widespread support for the Women, Peace and Security Agenda. Many countries actively support the agenda and are making important efforts.

Norway will actively contribute to cooperation and coordination efforts. We will support the good ►

- work done by others and endeavour to ensure a concerted effort both at country level and in international organisations. We will contribute to experience transfer, complementarity and a synergy perspective.

Funding

Women, peace and security must be an integral part of all work on peace and security. This means that our efforts are funded via several budget lines and as part of larger initiatives.

The annual report on implementation of the Action Plan on Women, Peace and Security for 2017 showed that targeted measures aimed at women in countries in conflict and post-conflict situations are increasing, while the use of gender equality markers for wide-ranging assistance efforts in conflict and post-conflict countries and humanitarian measures is decreasing.

To ensure that women, peace and security is given priority within the broad spectrum of Norway's efforts for peace and security, we monitor the proportion of assistance and humanitarian support for countries in conflict and post-conflict situations that is marked with a gender equality marker as a principal objective and significant objective.

The proportion of funds for peace and reconciliation, for security sector reform and for global security and disarmament that is marked with a gender equality marker will also be monitored.

At the same time, the plan is to continue the Norad-administered allocation of around NOK 25 million per year for civil society efforts for women's participation and rights in the peace and reconciliation context. This allocation is available to non-Norwegian organisations. Norwegian organisations are encouraged to integrate work on women, peace and security in broader agreements they enter into with Norad or the Ministry of Foreign Affairs.

In order to strengthen follow-up at country level, we plan to earmark NOK 50 million of what is referred to as 'the women's allocation' for 'women, peace and security' every year during the plan period (2019–2022). The money will be spent on targeted measures aimed at women, peace and security. Embassies in priority countries for women, peace and security will be given priority, although money can also be allocated to efforts in other countries where Norway has a special peace and security engagement.

Norway will help to enable women's organisations that are active in conflict areas to contribute to the peace and reconciliation process and to humanitarian efforts, among other things by supporting the UN's Women Peace and Humanitarian Fund. ►

38. See page 20 for key references. It is also worth mentioning the Geneva Institute's research and report from 2016 by T. Paffenholz, N. Ross, S. Dixon, A.-L. Schluchter and J. True. *Making Women Count - Not Just Counting Women: Assessing Women's Inclusion and Influence on Peace Negotiations*.

39. E.g. K.M. Kjellstad. *Training for Peace – i hvilken grad bidrar forskning til bedre trening?* NUPI 2011; B. Lauritzen. *FN Sikkerhetsråds resolusjon 1325, er visjonen en realitet?* Universitetet i Bergen 2015; J.C. Møller. *Norwegian Police as Capacity Builders in Haiti. Experiences from a Specialized Police Team in the United Nations*, Hedmark University College 2016; Swedish Institute for Public Administration: *Evaluation of Norway's support for advocacy in the development policy arena* (sub-chapter on women, peace and security), Norad-report 2016/5; A. Stand, A. Suhrke, T. Wimpelmann, S. Hamidi: *A Question of Implementation. Strategies for supporting the Women, Peace and Security Agenda in Afghanistan*. Norad-report 2017/1; L. Kvarving's ongoing doctoral work on Norway and NATO's implementation of women, peace and security commitments, and Inger Skjelsbæk & Torunn L. Tryggstad (2018). *Donor States Delivering on WPS: The Case of Norway*, Chapter 40 i *The Oxford Handbook of Women, Peace, and Security*. Oxford University Press.

► Priority countries

The Action Plan for 2015-2018 introduced priority countries for women, peace and security. Five countries were chosen, and a sixth was added in 2016. The embassies in the priority countries have received special follow-up from Norad and the Ministry of Foreign Affairs, and four of the six embassies have adopted work plans for women, peace and security during the plan period. All six set concrete goals for their efforts. The ambassadors to the priority countries have met the responsible state secretary at the Ministry of Foreign Affairs every autumn and held strategic talks about the challenges, and opportunities to promote women, peace and security in their different countries, and discussed potential roles for Norway. Representatives of the embassies in priority countries have met for two to three days every year to develop their competence and engage in experience transfer from one country's situation to another.

The review carried out with embassies and country desks in connection with the action plan indicates that defining priority countries has contributed to greater attention being devoted to the field and to more strategic, consistent and coherent follow-up.

The system of selected priority countries will therefore be continued. Since it is desirable to follow up the work at country level over time, we will continue to prioritise the six countries that were chosen in the preceding phase: Afghanistan, Colombia, Myanmar, Nigeria, Palestine and South Sudan. The Philippines, Mali and Syria will come in addition. The countries that have been chosen fall into one of two categories:

1) Countries where Norway has a special role and therefore a special responsibility and opportunity to contribute, such as *Colombia* and the *Philippines*, where Norway is a formal facilitator of peace processes. Together with the other troika countries, the UK and the US, Norway has had a long-term engagement with *South Sudan*, where support for women's participation in the peace process and in political life has a central place. In *Afghanistan*, Norway has had a deep and broad engagement in the peace and reconciliation process as well as in the security context. Norway chairs the Donor Group for *Palestine* (AHLC). Norway became engaged in the peace process in *Myanmar* at an early stage and it was among the first countries to enter into closer cooperation with the authorities after the country became more open to the rest of the world.

2) Countries where we see a potential for new learning and new types of cooperation, such as *Nigeria*, where work on women, peace and security converges with the work on preventing and combating violent extremism, and *Syria*, where Norway has contributed to innovative inclusion mechanisms in the peace talks in Geneva and has plans to follow this up. Our focus on *Mali* gives us an opportunity to see the work on women, peace and security in conjunction with Norway's development work in areas characterised by several types of vulnerability.

3) Norway's delegation to the African Union (AU) is included in the same follow-up system as the priority countries in relation to women, peace and security. The goal is to ensure that strategic efforts are made for women, peace and security ►

► in cooperation with a key regional organisation, and where there has been significant cooperation on women, peace and security over time. Our cooperation with the AU's Special Representative for Women, Peace and Security is particularly worth mentioning, as well as our work with the Regional Networks of Women Mediators.

The annual meetings at political level with the embassies' leadership will continue, as will the annual gatherings for responsible advisers at the embassies and/or country teams.

As in the preceding period, embassies in and country teams for priority countries will be closely followed up by Norad and the Ministry of Foreign Affairs. The Global Index for Women, Peace and Security is used in country analyses.

The embassies in or country teams for the priority countries are to prepare a work plan for women, peace and security, and can receive help from Norad and the ministry. Once the Action Plan for 2015-2018 has been reviewed, the format and structure of these work plans will be reassessed and adjusted in relation to experience gained.

As before, the priority countries for women, peace and security will be prioritised in the Norad-administered allocation for civil society's work on women's participation and rights in the context of peace and reconciliation.

In the new plan period, NOK 50 million will be made available per year (see above) for targeted measures addressing women, peace and security at country level. The goal is that the embassies,

particularly in the priority countries, will be given greater freedom of action and more opportunities to make a difference.

Our efforts for women, peace and security will nonetheless primarily be an integral part of our broad work on peace and security. This should be reflected in our work and spending at country level.

Guidelines for the Foreign Service's work

The fact that we undertake to work in a particularly targeted, strategic and long-term manner in selected countries does not mean that we fail to actively address this issue elsewhere. Norway will look for possibilities and opportunities to promote women's participation and rights in all work on peace and security.

By making expert resources at the ministry and Norad available, we will actively support work in vulnerable countries where there is conflict and where Norway contributes substantial resources to the focus areas set out in this plan. This applies, among other things, to efforts to prevent and combat sexual violence.

Guidelines for the Foreign Service's work on women, peace and security were prepared in connection with the Action Plan for 2015–2018. The aim of the guidelines is to ensure that the whole of the Foreign Service is able to deliver, and that the policy guidelines are followed up in all countries in conflict and post-conflict situations where Norway is engaged, so that our foreign service personnel are able to make a difference even when the ►

- women, peace and security agenda is just one of several areas for which they are responsible.

The guidelines for the Foreign Service's work on women, peace and security will be updated by the end of 2019 to ensure that they reflect the Action Plan for 2019–2022.

An inclusive process and broad ownership

The preparation of the Action Plan for 2019–2022 has been based on dialogue with key partners and internal consultation processes, as well as the annual reporting on the implementation of the Action Plan for 2015–2018.

The plan has been drawn up in a collaboration between all the ministries that are responsible for its implementation: the Ministry of Foreign Affairs, the Ministry of Defence, the Ministry of Justice and Public Security and the Ministry of Children and Equality. Norad has contributed input to the text and analyses, and other directorates have also been included to a greater extent than before. This shows that the foreign and domestic policy aspects of our efforts are more closely linked than previously.

Both the Norwegian Police University College and the Norwegian Defence University College have made substantial contributions, and other research institutes, especially PRIO, have provided input and contributed to finalising the plan.

Four meetings have been held with civil society, which has also contributed written input to the process. Our embassies in the priority countries

for women, peace and security (2015–2018) have consulted their partners on particular focus areas and on what possibilities Norway has to make a difference.

The direction of the plan has been discussed with like-minded countries. The plan has been discussed at meetings with representatives of the UN and other multilateral organisations.

Our goal is that the plan will be owned by the whole Norwegian system: foreign service missions and delegations, relevant ministries, directorates, academia and civil society. Our hope is that this plan will give direction to and basic guidance for our efforts, with the result that all Norway's peace and security work will involve women and safeguard both women's and men's rights, needs and priorities.



Results framework

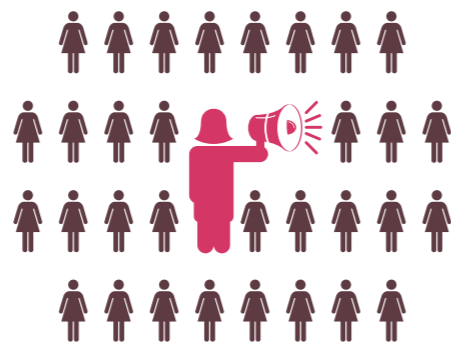
for the Action Plan on Women, Peace and Security

The Security Council's resolutions on women, peace and security constitute a strong normative framework. Norway's efforts for women, peace and security shall contribute to achieving our common goal of sustainable peace.

We will endeavour to ensure that women's participation and influence are strengthened in Norwegian contributions to peace and security, and that our efforts safeguard women's and men's rights, needs and priorities. At the same time, we will endeavour to ensure that the international effort under the auspices of the UN and regional organisations is correspondingly strengthened.

Theory of Change: 1) 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.

The collection of information about results for the indicators set out below will be supplemented by an evaluation during implementation of the action plan. The plan is that the evaluation will have a clearer qualitative focus, particularly on changes that are difficult to capture using quantitative indicators. Learning will be a key goal for the evaluation.



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
Outcome 1.1	
Peace and reconciliation processes facilitate participation by women in all phases.	1.1.a) Percentage of women in UN mediation teams, at different levels. 1.1.b) Percentage of women in the parties' delegations to formal peace negotiations where Norway has a formal role. 1.1.c) Percentage of formal peace and reconciliation processes in which Norway has a formal role, where inclusion mechanisms or a formalised dialogue with women in civil society /civil society organisations have been established.
Outcome 1.2	
Peace and reconciliation processes facilitate respect for both women's and men's rights, needs and priorities.	1.2. Percentage of peace agreements, in processes where Norway has a formal role, that ensure both women's and men's i) political rights, ii) economic rights, iii) protection against sexual and gender-based violence, and iv) where mechanisms for transitional justice are established that include the gender perspective.
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.

Results	Indicators
Output 1.2.1	
Norway helps to ensure that parties to negotiations and mediators have sufficient capacity to integrate the gender perspective.	1. 2. 1 a) Percentage of peace and reconciliation processes in which Norway has a formal role that address both women's and men's i) political rights, ii) economic rights, iii) protection against sexual and gender-based violence, and iv) due process. 1.1.1 d) / 1.2.1 b) Percentage of Norwegian peace and reconciliation funding marked 'women's rights and gender equality' as i) a principal objective and ii) a significant objective.
Output 1.1.2	
Norway helps to ensure that women's organisations have the capacity and opportunity to participate in peace and reconciliation processes.	1.1.2 a) Percentage of peace and reconciliation processes in which Norway has a formal role where Norway supports participation by women's organisations i) politically and diplomatically, ii) financially, and iii) by providing technical assistance. 1.1.2 b) Percentage of dialogue initiatives in an early phase where Norway has identified women's organisations or groups that can play a role in a resultant process.
Output 1.2.2	
Norway helps to ensure that women's organisations have the capacity to stand up for women's rights, needs and priorities in peace and reconciliation processes.	1.2.2 Percentage of peace and reconciliation processes in which Norway has a formal role where Norwegian-supported women's organisations stand up for women's rights, needs and priorities.
Outcome 2.1	
Women's participation is facilitated in the implementation of peace agreements.	2.1 Percentage of implementation processes in which Norway is involved that include women in key implementation mechanisms.
Outcome 2.2	
When implementing peace agreements, steps are taken to safeguard both women's and men's rights.	2.2 a) Percentage of implementation processes in which Norway is involved where clauses in the peace agreement that specifically address women's rights are followed up with the same frequency as other clauses. 2.2. b) Percentage of implementation processes in which Norway is involved where women's rights, needs and priorities are followed up in the implementation of the peace agreement's (general) clauses.

Results	Indicators
Output 2.1.1	
Norway contributes to ensuring that the authorities, the UN and regional actors have sufficient capacity to include women in the implementation of peace agreements.	2.1.1 a) Percentage of implementation processes in which Norway is involved where Norway assists a) the authorities, b) the UN and c) any regional actors i) politically and diplomatically, ii) financially and iii) technically, in order to ensure that women participate in the implementation of the peace agreement.
Output 2.2.1	
Norway contributes to ensuring that the authorities, the UN and regional actors have sufficient capacity to integrate the gender perspective in the implementation of peace agreements.	2.1.1 a) Percentage of implementation processes in which Norway is involved where Norway assists a) the authorities, b) the UN and c) any regional actors i) politically and diplomatically, ii) financially and iii) technically, in order to ensure that the gender perspective is included in the implementation of the peace agreement.
Output 2.1.1 /2.2.1	
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.	2.1.1 b)/2.2.1.b) Percentage of implementation processes in which Norway is involved where Norway supports participation by and contributions from civil society in the implementation process by providing i) political and diplomatic assistance, ii) financial assistance, and iii) technical assistance.
Outcome 3.1	
International operations and missions facilitate participation by women.	3.1 a) Percentage of women in UN operations and missions. 3.1 b) Number of Norwegian women in leading positions in international operations and missions.
Outcome 3.2	
International operations and missions facilitate the safeguarding of both women's and men's rights, needs and priorities.	3.2 Percentage of UN operations that have a 'gender adviser' as part of the leadership of the operation.

Results	Indicators
Output 3.1.1	
Norway helps to ensure that international operations and missions include women	<p>3.1.1 a) Percentage of women in Norwegian contributions to international missions and operations.</p> <p>3.1.1 b) Percentage of operations in which Norwegian armed forces are involved and where capacity-building of women in the security sector is included.</p> <p>3.1.1 c) Number of missions (and assignments) where the Norwegian police contribute to capacity-building in order to enable women from other countries to serve in international operations and missions.</p>
Output 3.2.1	
Norway helps to ensure that international operations and missions have sufficient capacity to integrate the gender perspective.	<p>3.2.1 a) Number and nationality of persons who have received training in the gender perspective at the Nordic Centre for Gender in Military Operations.</p> <p>3.2.1 b) Percentage of assistance for security sector reform marked 'women's rights and gender equality' as i) a principal objective and ii) a significant objective.</p>
Outcome 4.1	
Humanitarian efforts facilitate women's involvement.	4.1 Percentage of humanitarian efforts under UN auspices that systematically involve women who are affected by the crisis in their work.
Outcome 4.2	
Humanitarian efforts facilitate the safeguarding of both women's and men's rights, needs and priorities.	4.2 Percentage of humanitarian efforts under UN auspices that have formal competence in the gender perspective in the form of an adviser or unit with special responsibility for follow-up.

Results	Indicators
Output 4.1.1	
Norway helps to ensure that Norwegian-supported humanitarian organisations involve women.	4.1.1 Percentage of organisations that receive Norwegian humanitarian support that report that women who need humanitarian aid are involved in their humanitarian work.
Output 4.2.1	
Norway helps to ensure that Norwegian-supported humanitarian organisations integrate the gender perspective in their humanitarian work.	<p>4.2.1 a) Percentage of organisations that receive Norwegian humanitarian support that report that the gender perspective is integrated in their humanitarian work.</p> <p>4.2.1 b) Percentage of organisations that receive Norwegian humanitarian support that report gender-disaggregated data in their reporting.</p> <p>4.2.1 c) Percentage of Norwegian humanitarian assistance to countries affected by war and conflict that is spent on measures marked 'women's rights and gender equality' as i) a principal objective and ii) a significant objective.</p> <p>4.2.1 d) Percentage of Norwegian humanitarian assistance to countries affected by war and conflict that is spent on measures marked with a marker for efforts i) against sexual and gender-based violence and ii) for sexual and reproductive health and rights.</p>

Norway's work in relation to Norwegian institutions	
Operative goal 1	
A better gender balance in Norwegian institutions' peace and security work.	1) Percentage of women in the Norwegian police at all levels (maintain the gender balance). 2) Percentage of i) female military personnel in the Armed Forces, including among ii) officers iii) specialists, and iv) conscripts.
Operative goal 2	
Increased competence/capacity in relation to women, peace and security among Norwegian personnel involved in peace and security work.	3) Percentage of members of Norwegian mediation teams who have been given training or have further developed their competence in relation to women, peace and security during the year. 4) Number of persons in the Armed Forces who have specific tasks relating to gender in their job descriptions, broken down by i) strategic level, ii) operational level, and iii) tactical level. 5) Percentage of Norwegians deployed on international operations and missions who have participated in courses/training on i) women, peace and security and ii) preventing and handling sexual violence.
Operative goal 3	
Plans and procedures are geared to integrating women, peace and security in peace and security efforts.	6) Percentage of peace and reconciliation processes in which Norway has a formal role where women, peace and security is an integral part of the facilitation team's work. 7) Percentage of dialogue initiatives in an early phase in which Norway is involved where women, peace and security is an integral part of the Norwegian team's work. 8) Percentage of facilitation teams that have appointed a person with particular responsibility for following up women, peace and security. 9) i) Number of cases where Norwegian personnel deployed abroad are reported to the police or charged with committing non-consensual sexual acts, exploitation or abuse, and ii) the percentage of such cases followed up by Norwegian authorities.

Prevent conflicts, build and secure peace	
The five focus areas in the Action Plan for Women's Rights and Gender Equality are followed up in countries in conflict and post-conflict situations.	Percentage of countries in conflict and post-conflict situations where our embassies and sections report on support for girls' education.
	Percentage of countries in conflict and post-conflict situations where our embassies and sections report on support for efforts promoting women's political rights and participation.
	Percentage of countries in conflict and post-conflict situations where our embassies and sections report on support for women's economic participation.
	Percentage of countries in conflict and post-conflict situations where our embassies and sections report on support for initiatives to combat i) violence, including sexual violence against women, men and children, and ii) practices that are harmful to girls and women.
The action plans for women's rights and gender equality and on women, peace and security are followed up using development assistance funds.	Percentage of countries in conflict and post-conflict situations where our embassies and sections report on support for initiatives promoting women's and girls' sexual and reproductive health and rights.
	Percentage of Norwegian bilateral assistance to countries affected by war and conflict that is marked 'women's rights and gender equality' as i) a principal objective and ii) a significant objective.
Norsk innsats for våpenkontroll og forebygging og bekjempelse av voldelig ekstremisme inkluderer kvinner og integrerer et kjønnsperspektiv.	Prosentandel av norsk bistand til global sikkerhet og nedrustning som er merket «kvinneres rettigheter og likestilling» som i) hovedmål og ii) delmål.
	Prosentandel land der tiltakene Norge støtter for forebygging og bekjempelse av voldelig ekstremisme i) fremmer kvinners deltakelse og ii) integrerer kjønnsperspektivet.

Front cover photos:

Professor Pauline Riak, Juba University, member of the High Level Revitalization Forum (HLRF) and researcher representative in the Reconstituted Joint Monitoring and Evaluation Commission (RJMEC), pictured with Signe Gilen, Minister Counsellor at the Norwegian Embassy in Juba. Photo: EVE Organization.

The FAST group (Fly Away Security Team) on foot patrol in a village near Bamako airport, Mali. Photo: Torbjørn Kjosvold, the Norwegian Armed Forces.

Elisabeth Slåttum, at the time Norwegian Special Envoy to the Philippines, at the end of a round of negotiations. Photo: Norwegian Embassy in Manila.

Police Chief Superintendent Yngve Isaksen Wiik with a mother and her baby daughter, named Happy, who he delivered during a night shift in the Protection of Civilians site PoC3 in Juba. Yngve had previously worked as an ambulance driver, and therefore knew what to do when Happy's mother went into labour. Sadly, we do not know what happened to the girl during the fighting in Juba in July 2016. It was not possible to find the family again after conditions in the camp were normalised. Photo: Terje Løland.

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