

Annual report 2021

# Implementing Norway's National Action Plan 2019 - 2023 Women, peace and security



Norwegian Ministries

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# INTRODUCTION BY THE SPECIAL ENVOY ON WOMEN, PEACE AND SECURITY

The Women, Peace and Security agenda was a cornerstone of Norway's foreign policy and international peace and security efforts in 2021, led by the Minister of Foreign Affairs. It was one of four main priorities during our first year as an elected member of the UN Security Council for the period 2021-2022, and remained a high priority for our Missions abroad – particularly in the 10 priority countries. But the work on Women, Peace and Security in 2021 was still impacted by the global Covid-19 pandemic and its consequences both in terms of working methods, access and resources.

During 2021, the world also experienced further instability and security crises, including the military coup in Myanmar and the Taliban takeover in Afghanistan. Despite substantial international progress on the Women, Peace and Security agenda in recent years, these crises made it abundantly clear that the international community still has a long road to travel to adequately include women in affairs of security policy, in the responses to crises and peace efforts, as well as in the protection of women and their human rights.

The continued efforts of colleagues who fight for women's meaningful participation and impact in matters of peace and security, including my predecessors Marita Sørheim-Rensvik and André Mundal who led these efforts in 2021, are highly appreciated. As are the crucial commitment by colleagues in the Ministry of Defence, the Ministry of Justice and Public Security, and the Ministry of Culture and Equality. Moreover, the awe and inspiration I feel when I meet with women from conflict countries, partner countries, international organisations and local civil society is unsurpassable. I encourage you all to continue the fight and assure you of Norway's steadfast support also in the years ahead.

Special Envoy on Women, Peace and Security



Signe Gilen

## ACRONYMS AND ABBREVIATIONS

A4P – Action for Peacekeeping Initiative  
AA – Assembly Areas  
AAP – American Academy of Pediatrics  
AIHRC – Afghanistan Independent Human Rights Commission  
AoR – Area of Responsibility  
AU – African Union  
AWLN – African Women Leaders Network  
BIWAB – Bangsamoro Islamic Women Auxiliary Brigade  
CAHR-IHL – The Comprehensive Agreement on Respect for Human Rights and International Humanitarian Law  
CC – Syrian-led Constitutional Committee  
CDM – Civil disobedience movement  
CEDAW – Convention on the Elimination of All Forms of Discrimination Against Women  
CERF – Central Emergency Response Fund  
CPCS – Centre for Peace and Conflict Studies  
CPD – Country Programme Document for South Sudan  
CPP – Communist Party of the Philippines  
CRSV – Conflict-Related Sexual Violence  
CSA – Monitoring Committee of the Agreement on Peace and Reconciliation  
CSW – Commission on the Status of Women  
CTSAMVM – Ceasefire & Transitional Security Arrangements Monitoring & Verification Mechanism  
DCAF – Geneva Centre for Security Sector Governance  
DDR – Disarmament, Demobilization and Reintegration  
DPO – Department of Peace Operations  
ECHO – European Civil Protection and Humanitarian Aid Operations  
ELN – National Liberation Army (*Ejército de Liberación Nacional*)  
EMP-ABB – Alioune Blondin BEYE Peacekeeping School (*Ecole de Maintien de la Paix*)  
ERDIN – Strategy for Resilience and Integrated Development in the North  
EU – European Union  
FARC – Revolutionary Armed Forces of Colombia (*Fuerzas Armadas Revolucionarias de Colombia*)  
FBA – Folke Bernadotte Academy  
GBV – Gender-based Violence  
GIMAC – Gender is My Agenda Campaign  
GNWP – Global Network of Women Peacebuilders  
IASC – Inter-Agency Standing Committee  
ICAN – International Civil Society Action Network  
IGAD – Intergovernmental Authority on Development  
IMS – International Media Support  
JPF – Joint Peace Fund  
LAW – Legal Action Worldwide  
MAC – Military Affairs Commission  
MARA – Monitoring, Analysis and Reporting Arrangements  
MCO – UN Multi Country Office (UN Women Myanmar Office)  
MIFTAH – The Palestinian Initiative for the Promotion of Global Dialogue and Democracy  
MILF – Moro Islamic Liberation Front  
MINUSCA – UN Multidimensional Integrated Stabilization Mission in the Central African Republic  
MINUSMA – UN Multidimensional Integrated Stabilization Mission in Mali  
MONUSCO – UN Organization Stabilization Mission in the Democratic Republic of the Congo  
MoWA – Ministry of Women’s Affairs

MPTF – Multi-Partner Trust Fund  
NAC – Norwegian Afghanistan Committee  
NAD – Negotiations Affairs Department  
NAP – National Action Plan  
NATO – North Atlantic Treaty Organization  
NCA – Nationwide Ceasefire Agreement  
NDFP – National Democratic Front of the Philippines  
NPA – New People’s Army  
NRC – Norwegian Refugee Council  
NSCDC – Nigeria Security and Civil Defence Corps  
NWI – Nobel Women’s Initiative  
OLB – Organic Law for the Bangsamoro Autonomous Region of Muslim Mindanao  
OSE – Office of the Special Envoy  
O-SGSE – Office of the Secretary-General Special Envoy  
PBC – Peacebuilding Commission  
PBF – Peacebuilding Fund  
PBSO – Peacebuilding Support Office  
PCHR – Palestinian Centre for Human Rights  
PDF – People’s Defence Force  
PFPPA – Palestinian Family Planning and Protection Association  
PSEA – Protection from Sexual Exploitation and Abuse  
PPS – Peace Process Secretariat  
PSC – African Union Peace and Security Council  
R-ARCSS – Revitalised Agreement on the Resolution of the Conflict in the Republic of South Sudan  
RCO – Resident Coordinator Office  
SAP – State Action Plan  
SGBV – Sexual and gender-based violence  
SRHR – Sexual and reproductive health and rights  
SSHF – South Sudan Humanitarian Fund  
UN – United Nations  
UNAMA – United Nations Assistance Mission in Afghanistan  
UNCT – United Nations Country Team  
UNFICYP – United Nations Peacekeeping Force in Cyprus  
UNFPA – United Nations Population Fund  
UNMISS – United Nations Mission in South Sudan  
UNOAU – United Nations Office to the African Union  
UNSC – United Nations Security Council  
UNSCR – United Nations Security Council Resolution  
UNVM – United Nations Verification Mission in Colombia  
VAPP – Violence Against Persons (Prohibition) Act  
W-CSO – Women-led and women’s rights civil society organisations  
WAB – Syrian Women’s Advisory Board  
WASL – Women’s Alliance for Security Leadership  
WCLAC – Women’s Centre for Legal Aid and Counselling  
WGPSP – Women, Gender, Peace and Security Programme  
WILPF – Women’s International League for Peace & Freedom  
WPHF – Women’s Peace and Humanitarian Fund  
WPS – Women, Peace and Security  
YWL – Young Women Leaders for Peace

## THIRD ANNUAL REPORT

This is the third annual report on the implementation of Norway's National Action Plan (NAP) on Women, Peace and Security (WPS), 2019-2023. We have been closely tracking and reporting on gender-specific measures in our national and foreign policies, humanitarian action and diplomatic engagement in line with the Secretary-General's recommendations in his 2019 report. The basis for this report is an extensive results-based measuring framework, which presents our expected results relating to: a) the extent to which Norway facilitates women's participation in peace and security efforts; and b) the extent to which Norway helps to ensure that women's rights, needs and priorities are respected and addressed in peace and security work.

The first part of this report presents **the 2021 results**, divided into five sections reflecting the five chapters of the National Action Plan. These are: i) peace and reconciliation processes; ii) implementation of peace agreements; iii) operations and missions; iv) humanitarian response; and v) sustaining peace. The narrative chapters are based on data collected in line with the results framework. All the quantitative data are available in the appendix of this report, and the results framework can be found in full in the National Action Plan. The results framework also includes operational indicators that measure the results of our own plans and procedures, training and resource use. Reporting on these indicators is included in full in the appendix, and selected findings are highlighted in the relevant chapters.

Our efforts to promote the WPS agenda draw on a broad range of diplomatic, political and financial tools. We work at the local, national, regional and global level in a range of arenas, with various partners and across regions. Not all of this work is reflected in the results measured by the indicators.

We make no attempt to describe and synthesise the results of all relevant programmes and initiatives in this report. The results of our WPS programmes are subject to the same reporting requirements as other programmes funded by Norway. More information about the various programmes and initiatives – and their results – can be obtained on request from the Norwegian Ministry of Foreign Affairs.

The second part of this report consists of **country narratives** to illustrate the progress, achievements and challenges at country level. During the period our NAP covers, Norway has defined ten priority countries for WPS: Afghanistan, Colombia, Mali, Mozambique, Myanmar, Nigeria, Palestine, the Philippines, South Sudan and Syria. Our Permanent Mission to the African Union (AU) is part of the same follow-up system. As of 2021, our embassies and teams in these countries report annually on progress made in relation to the expected results set out in the NAP. They report on the indicators that are most relevant to their work. While not all-encompassing, these narratives provide an account of our key focus areas and the results achieved in the ten countries where we work most systematically.

Reporting is also included on special grants for civil society organisations' work on ensuring women's participation and rights in peace and reconciliation efforts. While these special grants are only one of many different types of relevant grants, they are earmarked for work on WPS.

## SAMPLES AND TARGETS

In the following, the data for 2021 are presented with some explanatory notes. It should be noted that, while Norway's National Action Plan on Women, Peace and Security highlights ten priority countries, the plan guides *all* Norwegian peace and security efforts. Norway is involved in more than fifty countries affected by conflicts and crises, and we support WPS efforts in a substantial number of these countries. The baseline and results information that follows (the number and selection of countries) therefore varies, depending on Norway's level of engagement in a given year, and includes priority countries and other countries.

We do not set targets for the UN or other partners. As for our own national institutions, the Norwegian Ministry of Defence does not set target figures for women's participation, but is endeavouring to steadily

increase the proportion of women in the military with the aim of deploying more women to international missions. Moreover, no targets are set for the number of personnel in the Norwegian Armed Forces who have specific tasks relating to gender in their job descriptions, as the purpose of this indicator is to check whether the units that should have such positions actually do. The number of operations in which the Norwegian Armed Forces participate, and which include capacity building of women in the security sector, depends on the operations Norway is involved in, and target figures are therefore not set.

For most of our work, however, we have decided to set ambitious targets. While we recognise that our role as a facilitator of a peace process or a supporter of the implementation of a peace accord is limited, we must aim high. We may not control the end result, but our goal has to be for women to participate and for women's rights to be taken into account in *all* processes that we are involved in – in all phases and at every level.

# 1. PEACE AND RECONCILIATION PROCESSES

One of the main priorities in Norway's current National Action Plan (NAP) is to increase the focus on women's rights and participation in early peace dialogue initiatives and throughout the entire process, including the implementation of peace agreements. In many cases, women remain underrepresented and their efforts in peace and political processes are unrecognised. Norway works to promote inclusive processes that can strengthen the credibility and legitimacy of peace agreements as well as a sense of ownership among the population.

During the current NAP period, our efforts have helped to encourage more early engagement of women, more gendered conflict and actor analyses, new WPS procedures, further training of our early dialogue teams and more global awareness regarding the importance of the inclusion of women in all phases of peace and security processes.

Informal processes can become formal processes, new processes can be initiated, and external factors can have an impact on both the broader results and those that specifically involve women's participation and rights.

Where Norway takes part in a peace process, whether it has a formal role or provides technical assistance or support to the UN or NGOs, we emphasise the importance of women's rights and equal participation and strive to strengthen gender balance and gender perspectives at all levels. We have contributed to the establishment of new dialogue initiatives, supported the development of new NAPs and fostered inclusive peace processes. For instance, in Yemen, Norway supports the UN Special Envoy's work on WPS, politically and financially, and supports the UN Population Fund's (UNFPA) work on sexual and gender-based violence (SGBV) and other humanitarian issues.

In 2021, Norway had a formal role in three peace negotiations and was involved in the early phase of four peace and reconciliation processes. As in 2020, it should be noted that several of the processes came to a standstill and were disrupted due to the COVID-19 pandemic, making it difficult to define which of the processes were active. Dialogues and activities were moved to digital platforms, increasing the potential for more inclusive processes, but also reducing the effectiveness of initiatives by inhibiting the ability to work. The lack of opportunities to meet physically in 2021 continued to slow efforts down.

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## **Outcome 1.1**

**Peace and reconciliation processes facilitate participation by women in all phases.**

## **Outcome 1.2**

**Peace and reconciliation processes facilitate respect for both women's and men's rights, needs and priorities.**

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We do not set target figures for the UN or other countries. However, the goal is that all of the processes we are involved in have inclusion mechanisms, support women in civil society, and address the needs of both women and men. In addition, gender parity is expected in our delegations (which are to consist of at least 40 % women and 40 % men) and Norway consistently strives to strengthen gender balance and gender perspectives.

The efforts of Norway's peace and reconciliation teams are in line with Norwegian priorities and contribute to the achievement of results under the NAP.

Going forward, Norway will continue to support peace and reconciliation processes, and we will continue to implement the commitments made in the NAP. Recommendations from the Secretary-General's report and

lessons learned from our term on the UN Security Council will be incorporated into Norway's WPS efforts in connection with the preparatory work on the fifth NAP, set to begin this year.

Several challenges remain regarding the implementation of the agenda. The political space for women to participate remains restricted, and there are significant security concerns for women who do participate. Decision-makers in various communities limit the space for women to take on leadership and mediation roles. In some cases, security concerns and fear of reprisals against family members prevent women from participating. As women gain increased visibility, they come under attack for their work and are subject to threats and reprisals both online and offline. Threats directed at women can force them to withdraw from their political work, as well as being a heavy psychological burden. The visibility of women mediators is limited in countries with authoritarian regimes and in contexts where armed opposition and extremist groups do not respect freedom of speech. For instance, the Taliban takeover of Afghanistan in August 2021 put an end to an inclusive peace process and forced local partners to maintain a low profile.

Additionally, there is a lack of political will at national level to support sustainable and inclusive peace. This is reflected in the exclusion of women from decision-making processes. Women are mainly seen as local stakeholders who contribute during conflict-sensitive analyses and consultations, rather than as serious participants in decision-making.

## 2021 IN NUMBERS

Norway has been active in helping to ensure that peace and reconciliation processes facilitate participation by women in all phases (**outcome 1.1**). In 2021, Norway had a role in three formal peace negotiations. All three were a continuation of negotiations that had been initiated earlier. The total number of participants was reduced drastically in 2021 compared to earlier years. However, the percentage of women in the parties' delegations, increased from 10 % in 2020 to 14 % in 2021 (**outcome 1.1b**). Norway was also involved in four early dialogue initiatives in 2021.

Regarding the participation of women in Norwegian peace and reconciliation teams (**output 1.1.1a**), there has been a steady increase since 2018. In 2021, for the first time, more than half of the total participants involved were women (55.6 %). In formal processes, women made up 47.1 %, while in early dialogue initiatives, women made up 70 %. In two of the four early dialogue initiatives Norway was involved in, the entire team consisted of women. Furthermore, Norway worked strategically to prepare the ground for women's participation in 50 % (2 of 4) of the early dialogue initiatives (**output 1.1.1c**).

To ensure that mediators have sufficient capacity to integrate a gender perspective in formal processes, Norway aims to address the political and economic rights of both women and men, and ensure protection against SGBV, as well as due-process protection (**output 1.2.1a**). In the three formal peace negotiations (100 %), Norway is addressing protection against SGBV. Political and economic rights are addressed in 66.7 % of the processes (2 of 3), and due-process protection is addressed in 33.3 % (1 of 3) of the processes.

In all three formal processes (100 %), Norway worked strategically to ensure women's participation in negotiation and mediation delegations (**output 1.1.1b**), meeting the target of 100 % as set out in the NAP. In this context, Norway worked with civil society to increase women's influence on broader peace and reconciliation efforts.

Norway aims to work closely with civil society in order to implement the WPS agenda. However, this is not always reflected in the work carried out. In 2021, only one of three formal processes (33.3 %) included mechanisms for formalised dialogue with women in civil society or civil society organisations (**outcome 1.1c**). In early dialogue initiatives, Norway has identified women's organisations or groups that could play a role in a resultant process in only 25 % (1 out of 4) of the cases. The target is set at 100 %. The number for 2021 represents a dramatic decrease from 2020 (71.4 %). Reaching out to and consulting women takes time and requires actor analyses. However, normalising women's participation early in the process is key to ensuring their continued involvement.

Part of the work with civil society is to ensure that women's organisations actually have the capacity and opportunity to participate. Therefore, Norway supports the participation of women's organisations in all three processes where we have a formal role, either through political/diplomatic, financial or technical assistance (**output 1.1.2a**). In two processes (66.7 %), women's organisations were supported through political/diplomatic and financial assistance. One process (33.3 %) received technical assistance. In two out of three cases (66.7 %), these organisations work to stand up for women's rights, needs and priorities (**output 1.2.2**).

Regarding peace and reconciliation funds earmarked for women's rights and gender equality (**output 1.1.1d** and **1.2.1b**), 2021 saw a significant increase in the percentage of funds in which women's rights and gender equality were targeted as significant objectives. Throughout 2018-2020, this percentage never exceeded 30 %; in 2021, the percentage was 55 %, with a total of NOK 221 million. However, 2021 saw a slight decrease (from 10 % in 2020 to 9 % in 2021) in earmarked funding where women's rights and equality were targeted as principal objectives.

One aim of the NAP is to increase competence and capacity within the WPS agenda among Norwegian personnel involved in peace and security work (**operative goal 2 (3)**). In 2021, 29.5 % of members of Norwegian facilitation teams received further competence-building in relation to WPS. Of these, 41.2 % were involved in formal processes, while 22.2 % were involved in early dialogue initiatives. While this is below the target of 100 %, the facilitation teams mainly consist of colleagues that have worked in this area for several years and have built up solid capacity on the subject over time.

Finally, Norway aims to ensure that plans and procedures are geared towards integrating the WPS agenda. In 2021, two out of three processes (66.7 %) in which Norway had a formal role had WPS as an integral part of the facilitation team's work (**operative goal 3 (6)**). Of these three, all of them (100 %) had appointed a person with a specific responsibility for following up the agenda, in line with our target (**operative goal 3 (8)**). In the 4 early dialogue initiatives Norway was involved in, only two (50 %) had WPS as an integral part (**operative goal 3 (7)**).

## 2. IMPLEMENTATION OF PEACE AGREEMENTS

In line with the National Action Plan, Norway works to promote the participation of women in, and increase their influence on, the implementation of peace agreements. The implementation of a peace process signals the end of an armed conflict, while also providing an opportunity to initiate structural changes and develop institutions based on shared values such as democracy, rule of law and human rights. In order to achieve these goals, women need to be represented in, and have influence on, negotiations to safeguard their rights and needs. Peace will not be achieved if half the population is excluded from the process.

Regarding support for the implementation of peace and ceasefire agreements in 2021, Norway monitored support in Colombia, Mali, Mozambique, the Philippines and South Sudan. It should be noted that the sample is small, made even smaller by the fact that reports from one of our embassies were unavailable at the time of reporting. As a result, only four of the five supported processes provide the basis for this year's report.

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### *Outcome 2.1*

**Women's participation is facilitated in the implementation of peace agreements.**

### *Outcome 2.2*

**When implementing peace agreements, steps are taken to safeguard both women's and men's rights.**

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In the work to achieve our goals, Norway maintains close contact with the national authorities, civil society and the UN, including the UN Secretariat, UN Women and UN funds and programmes. Many of these have a key role in implementation at country level and cooperation is key to ensure better implementation on the ground for both women and men.

Despite the efforts made, women's participation in pre-mediation and mediation efforts is still lacking. The domination of men limits the space for women's opportunities and active participation. In some cases, we see inclusion in peace processes, but exclusion in implementation processes. For instance, while local women's rights organisations played a key role in peace negotiations in the Philippines and Colombia, they remain excluded from implementation. At the local level, lack of information about the peace agreement and a formal mechanism for its implementation are major barriers to effective participation. There is also a lack of political will to support and sustain an inclusive peace. While women highlight key gaps, making concrete recommendations and holding different actors accountable, progress in translating this into action remains slow. This results in the lack of integration of gender dimensions in formal systems and processes.

Several challenges marked the implementation of peace agreements in 2021. As in 2020, COVID-19 has continued to exacerbate insecurity and violence against women and girls in conflict-affected communities. The mobility restrictions imposed by the pandemic prevented local women peacebuilders from interacting with national and international policymakers in person. There was limited awareness among women, especially in local communities, regarding transitional justice institutions and how they function. Engaging local authorities was challenging due to the conservative nature of governments in these countries, which perpetuated women's political exclusion and limited their participation.

Violent clashes between armed groups and security forces increased, obstructing the delivery of humanitarian aid to vulnerable communities and personal protective equipment to frontliners. Women human rights activists and defenders faced a heightened threat of reprisals, backlash and arrests. There was still a tendency in society to minimise the importance of sexual violence offences. There is still a need to create awareness around sexual

and gender-based violence (SGBV) and work to ensure that authorities are committed to supporting the women survivors. This includes funding for the implementation of SGBV prevention programmes.

Women participating in various implementation processes have faced an increase in security risks and risks of reprisals. Such risks are combined with obstacles from decision-makers in communities who try to limit women's space and their opportunity to take on leadership roles, such as the role of peace mediator. There has also been an increase in online attacks on women journalists, who have faced high levels of harassment. For instance, journalists in the Philippines experienced major security risks, including cyber-attacks, intimidation and arrests. For example, despite winning the Nobel Peace Prize in 2021, the prominent Filipina journalist Maria Ressa faced charges of cyber libel and harassment.

## 2021 IN NUMBERS

In 2021, Norway monitored support for five implementation processes. Of these, four provide the basis of this year's report. Norway works to strengthen women's participation in key implementation mechanisms (**outcome 2.1**). In one of the processes, women made up 1-5 % of the people involved. Two processes consisted of between 10-30 % women. For the final process, it was impossible to provide a concrete number of how many women were involved in the implementation mechanisms as the implementation of the peace agreement was the responsibility of multiple ministries and institutions, causing the number to fluctuate.

In general, Norwegian support for women's participation and rights in connection with the implementation of peace agreements is consistent and in line with our 100 % target. Norway provides either political/diplomatic, financial or technical assistance in all implementation processes we are involved in. Assistance is provided to the authorities, the UN and to regional actors (**output 2.1.1a**). Norway supports the UN financially in all four processes, and politically/diplomatically in three processes (75 %). Political/diplomatic and financial support is provided to the authorities and regional actors in 50 % of the processes (2 of 4). Political/diplomatic and financial support is systematic, while the technical support provided is more limited. Support is also provided for the reintegration of non-state actors who are parties to peace agreements, such as the Revolutionary Armed Forces of Colombia (FARC) in Colombia.

Norway also provides support to ensure that the gender perspective is integrated in the implementation of the peace agreements in all four processes reported on in 2021, in line with our 100 % target (**output 2.2.1a**). Political/diplomatic and financial support is provided to the UN in all processes (100 %). Such support is also provided to the authorities and regional actors in 50 % (2 of 4) of the processes.

In order to safeguard women's rights in the implementation of peace agreements, we monitor clauses specifically related to women's rights. All the reported implementation processes that Norway supports include clauses that specifically address women's rights. Additionally, women's rights, needs and priorities are followed up in the general clauses of the peace agreements in 75 % (3 of 4) of the cases. In 2020, this number was 20 % (1 of 5), indicating a positive shift (**outcome 2.2b**).

However, only 25 % (1 of 4) of these clauses are followed up with the same frequency as other clauses (**outcome 2.2a**). For instance, in Colombia, the gender components of the peace agreement are subject to slower implementation than the general clauses, as the Kroc Institute for International Peace Studies has noted. According to their reports, only 12 % of the clauses focused on gender have been implemented. In comparison, 30 % of the general clauses have been implemented. While Norway's goal is that clauses addressing women's rights are to be followed up with the same frequency as other clauses, it is worth noting that our job is limited to making consistent contributions by providing assistance and recommendations, while recognising that we do not control the final result.

Finally, Norway supported participation by and contributions from civil society in all four processes (**output 2.1.1b** and **2.2.1b**). This assistance came as either political/diplomatic or financial support, or both.

## 3. OPERATIONS AND MISSIONS

In all operations and missions, the security and safety of the whole population must be safeguarded; naturally this includes women. In line with the National Action Plan, Norway's goal is to ensure a gender perspective in operations and missions with regard to how the organisation and the personnel operate, in the selection of participants and when building competence. The protection and enablement of women peacebuilders and women human rights defenders is a key priority for Norway, and we have worked to highlight the protection of women human rights defenders during Norway's term as an elected member on the UN Security Council.

In 2021, Norway continued to support efforts to increase women's equal and effective participation in UN peace operations. This includes championing the Women, Peace and Security pillar of the UN Secretary-General's Action for Peacekeeping Initiative (A4P) and supporting Canada's Elsie Initiative for Women in Peace Operations.

Since Norway takes an active role in UN operations and works with the UN to increase women's participation and strengthen women's rights, we monitor the UN's progress in a number of areas.

However, we do not set target figures for the UN or other partners.

Norway has continued to actively promote an increase in the number of women participants in UN peacekeeping operations. For example, Norwegian Major General Ingrid Gjerde was appointed to the position of Force Commander of the UN Peacekeeping Force in Cyprus (UNFICYP) in March 2021. In May, Norway, together with the UN Department of Peace Operations, co-hosted the high-level event 'From Mandate to Mission',<sup>1</sup> where women leaders from Mali analysed WPS implementation in the UN Multidimensional Integrated Stabilization Mission in Mali (MINUSMA) and put forward recommendations for the mandate renewal in 2021.

Norway worked to increase the number of women in the UN Police (UNPOL) in 2021, by bringing its gender approach further to an international context through the funding of a programme led by the UN Police Division. In addition, former district chief of police in Norway, Christine Fossen, was appointed Police Commissioner for the UN Mission in South Sudan (UNMISS) in August 2021.

### 2021 IN NUMBERS

As in 2020, we saw an increase in the proportion of women in UN operations (**outcome 3.1a**). While the increase is small, from 7 % in 2020 to 7.3 % in 2021, it occurred despite a general decrease in the total number of participants in UN operations and missions (from 82 000 to 77 424).

There was a significant decrease regarding the percentage of women in deployments of Norwegian personnel to international operations and missions (**output 3.1.1a**), from 11.5 % in 2020 to 8.4 % in 2021. This decline comes as a result of a general decrease in the deployment of Norwegian personnel to international operations and missions, from 1 195 people in 2020 to 752 in 2021. The Ministry of Defence does not set targets, but aims to increase women's participation and strengthen the rights of both women and men, and respond to their needs and priorities in international operations and missions. Norway has room for improvement in achieving this aim.

<sup>1</sup> Additional co-hosts included the UK, France and Mali.

In 2021, 23 Norwegian police officers were deployed to international operations and missions (**output 3.1.1a**). Of these, seven were women (30 %). There has been a steady decline in the deployment of women police officers since 2018, when the percentage of women officers exceeded the target of 40 %. The commitment to deploying women police officers remains strong but, as Norway's contribution of police officers is numerically small, modest changes to the number of personnel cause the statistic to fluctuate. Nevertheless, efforts to maintain and strengthen the increased participation of women in deployments of Norwegian police officers continue.

We are pleased to note a substantial increase in the percentage of UN operations that have a 'gender adviser' as part of the leadership of the operation (**outcome 3.2**). In 2021, 75 % of UN operations (9 of 12) reported having a 'gender adviser' in order to facilitate the safeguarding of the rights, needs and priorities of both women and men. Compared to 53.8 % in 2019 and 2020, this is a welcome improvement.

In 2021, there were four missions and assignments where the Norwegian police contributed to an improved gender balance and increased competence in WPS, sexual and gender-based violence (SGBV) and the gender perspective (**output 3.2.1b**), which exceeded the target of three. These figures are small, but they indicate a commitment to do more.

Norway aims to work for a better gender balance in Norwegian institutions' peace and security work. This includes strengthening the proportion of women in the Norwegian police (**operative goal 1 (1)**). The percentage and number of women in the Norwegian police increased from 46 % in 2020 to 47 % in 2021. The proportion of women in leading police positions also increased from 24 % in 2020 to 25 % in 2021, continuing a trend of increased women leadership. The percentage of women admitted to the Norwegian Police Academy was 60 % in 2021, the highest reported percentage so far. In coming years, the Norwegian police will be close to achieving a gender balance. However, it remains important to continue to focus on giving women police personnel equal management and leadership opportunities.

Like the Norwegian police, there was also an increase in the percentage of women personnel in the Norwegian Armed Forces (**operative goal 1 (2)**). In 2021, 15 % of all military personnel were women, compared to 13.7 % in 2020. Additionally, there was a slight increase in the percentage of women specialists, from 16.1 % in 2020 to 17.2 % in 2021, and women conscripts, from 30.5 % in 2020 to 32 % in 2021. The percentage of women officers remained constant at 11.3 %.

## 4. HUMANITARIAN RESPONSE

In line with the National Action Plan (NAP), Norway strives to strengthen its efforts to comply with international law in humanitarian crises, to protect the rights of women and men and meet their needs in humanitarian responses, and to enable the meaningful participation of affected women in humanitarian efforts. Our overarching goal is that women, men, girls and boys who are affected by crises have more influence and are included as participants in, rather than recipients of, humanitarian aid. The gender perspective must be given an integral role in the entire humanitarian effort, and women's rights and participation must be given particular emphasis.

The gender perspective is integrated into all of Norway's humanitarian efforts. The Norwegian Humanitarian Strategy (2019-2023) stresses that humanitarian efforts must reflect the fact that women and girls, boys and men have different needs, and that such efforts should comply with the National Action Plan for Women, Peace and Security.

The Humanitarian Strategy also highlights protection, including combating sexual and gender-based violence (SGBV), and safeguarding women's rights. NOK 1 billion has been allocated to help combat SGBV in humanitarian crises (2019-2021). Norway requires all humanitarian partners to assess and mitigate the risk that their work could have a negative impact on women's rights and gender equality, and to be familiar with UN Security Council Resolution (UNSCR) 1325 and implement this in a way that promotes the intention of the resolution in the best possible way.

In July 2021, the Norwegian Ministry of Foreign Affairs became a signatory to the Compact on Women, Peace and Security and Humanitarian Action (WPS-HA), and is currently one of fourteen members of the WPS-HA Compact Board. This entails participating in the technical working groups to implement, monitor and report on progress, and work actively to implement and operationalise the commitments made.

Norway continued to provide annual funding to the Women's Peace and Humanitarian Fund (WPHF) in 2021, and supported the Rapid Response Window. The WPHF Rapid Response Window ensures that support can be provided when women are deployed to a peace process at short notice.

Narrative reports from our partners demonstrate that they base their operations on both international guidelines and organisation-specific procedures and practices. They report on participatory exercises, focus groups and concrete initiatives to reduce obstacles to women's participation. Many of the organisations specifically report working on women's participation in decision-making and leadership structures, and of working specifically with local women-led organisations. Furthermore, several reports track global and local gender parity levels. Our partners underline how gender is integrated into all areas of their work, including the implementation of programmes, policies and procedures, and in reporting and result assessments. Not all of these efforts are captured by quantitative reporting.

Organisations report that they have carried out gender analyses that include women and men, girls and boys, and have established feedback mechanisms that are intended to ensure communication with all stakeholders. Women and girls are targeted both in broader programmes and in specific programmes that aim to address the needs and priorities of girls and women. Programmes to prevent and respond to gender-based violence (GBV) are a priority for many of our partners, as are adequate health services. We have also received reports on the establishment of safe spaces in emergency settings, places where women and girls can be free from harm and harassment, and promote their own safety and decision-making. Partners also emphasise gender training for their employees, which may include guidance or checklists for staff, mentoring sessions or online courses.

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### *Outcome 4.1*

**Humanitarian efforts facilitate women's involvement.**

### *Outcome 4.2*

**Humanitarian efforts facilitate the safeguarding of both women's and men's rights, needs and priorities.**

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Although our partner organisations have much to report that is positive from last year in terms of gender integration in humanitarian response, they also report challenges. Some of the highlighted difficulties in the narrative reports include shortfalls in funding for gender programming, stigma associated with SGBV in local contexts, and organisational difficulties related to participation in local contexts. While our partners endeavour to work with local women-led organisations, several of these are small-scale organisations with limited financial and administrative management capacity or restricted participation due to local conditions.

## 2021 IN NUMBERS

In 2021, Norway provided NOK 4.6 billion in humanitarian aid. We register that 76 % of all humanitarian aid was qualified for use of a gender marker – gender being either the principal or a significant goal of the partnership – which is approximately the same result as in 2020 (**output 4.2.1c**). We have also made efforts to trace how many of our partners' responses had a gender adviser or unit responsible for following up gender aspects, report on gender-disaggregated data, and map how many of our partners' responses involved women's organisations and/or local women. The results are outlined below, and the reporting of numerical data can be found in the appendix of this report.

For the purposes of this report, data have been collected on performance on WPS indicators in the humanitarian efforts of six UN actors that receive substantial funding from Norway. These are the UN Refugee Agency (UNHCR), the World Food Programme (WFP), the UN Children's Fund (UNICEF), the UN Population Fund (UNFPA), the International Organization for Migration (IOM) and the World Health Organization (WHO). While Norway does not set targets for the UN, it is nevertheless meaningful to know that priorities are aligned in relation to WPS. All of the UN entities mentioned above report that the humanitarian efforts carried out under their auspices systematically involve women who are affected by the crisis in question (**outcome 4.1**). This signifies a steady increase from 2018, which provides the baseline date for the results framework, from 60 % in 2018 to 100 % in 2021. The inclusion of affected populations is crucial to ensure a targeted and accountable response. In addition, we highlight the importance of providing formal competence in the gender perspective at country and field level (**outcome 4.2**). The percentage of humanitarian efforts under UN auspices that report having formal competence has remained approximately the same since 2018, ranging between 30-35 %.

Additionally, data have been collected from the 20 most important humanitarian partner organisations<sup>2</sup>. The reports show similar results to those of 2020, albeit with a slightly negative development on a few indicators. Of the 20 organisations, 15 reported that women who need humanitarian aid are involved in their humanitarian work (**output 4.1.1**), compared to 16 of 20 in 2020. The same decline from 2020 applies to the percentage of organisations that reported that a gender perspective is integrated in their humanitarian work (**output 4.2.1a**), meaning that their work takes the rights, needs and priorities of women and men into account. Similarly, 12 of 20 organisations carried out reporting using gender-disaggregated data (**output 4.2.1b**), compared to 14 in 2020. While we would much rather see these figures developing in the opposite direction, it should be noted that this may reflect issues with reporting rather than the situation on the ground. It should also be noted that the information is received directly from our partners themselves, and that the level of detail and reference points – ranging from examples from the field to policies and principles – vary between organisations.

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<sup>2</sup> These include the Norwegian Red Cross, the Norwegian Refugee Council (NRC), NORCAP, Norwegian People's Aid, Norwegian Church Aid, Save the Children Norway, the WFP, UNHCR, the International Committee of the Red Cross (ICRC), UNICEF, the UN Relief and Works Agency for Palestine Refugees in the Near East (UNRWA), UNFPA, WHO, the Mines Advisory Group (MAG), Humanity & Inclusion, IOM, the HALO Trust, the UN Office for the Coordination of Humanitarian Affairs (OCHA), Caritas and Plan International.

## 5. SUSTAINING PEACE

Preventing conflicts, as well as building and sustaining peace, are important aspects of Norwegian foreign and development policy. In line with the National Action Plan (NAP), Norway has developed a greater focus on conflict prevention and gender equality. Norway supports women's participation and the integration of the gender perspective in conflict prevention and the work for sustainable peace.

Both Norway's National Action Plan on Women, Peace and Security and the Action Plan for Women's Rights and Gender Equality in Foreign and Development Policy govern how Norway's peacebuilding efforts are implemented in countries in conflict and post-conflict situations. The plans are interlinked. For instance, girls' education

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*The five focus areas in the Action Plan for Women's Rights and Gender Equality in Foreign and Development Policy*

- 1. Girls' right to education**
  - 2. Women's political rights and participation**
  - 3. Women's economic rights and participation**
  - 4. A life free from violence and harmful customs**
  - 5. Sexual and reproductive health and rights**
- 

and women's health are decisive for women's ability to take part in peace and security efforts. Women's participation in peace processes is political empowerment in a conflict situation. A life free from violence implies, for instance, addressing conflict-related sexual violence.

The UN peace architecture, including the Peacebuilding Commission, the Peacebuilding Fund (PBF) and the Peacebuilding Support Office, is an important structure for ensuring that different parts of the UN system and member countries work in a coherent manner on peacebuilding, conflict resolution and sustaining peace across the UN's three pillars on peace and security, development and human rights. S/RES/2171(2014) establishes that conflict prevention is also a core task for the UN Security Council, and the term 'sustaining peace' was first used in S/RES/2282(2016). In 2021, Norway contributed to sustaining peace within the UN system both through our role as elected member of the UN Security Council and our support to components in the UN peace architecture.

During our term as an elected member of the UN Security Council (2021-2022), Norway worked to highlight Women, Peace and Security (WPS) as one of four main focus areas. We worked to promote the inclusion of WPS in mandates and Security Council resolutions, as well as underlining the importance of women's full, equal and meaningful participation in appropriate settings. In addition, we continue to work to promote the agenda in all aspects of our work and strengthen the three-way communication between our missions, Oslo and our mission in New York. We also work in close contact with civil society and our embassies, maintaining ongoing dialogue with relevant partners on the ground and working strategically to implement the commitments made in regard to the WPS agenda. As an elected member of the UN Security Council, Norway, together with Niger, initiated a resolution focusing on the protection of education in conflict (S/RES/2601(2021)). The resolution stressed the disproportionate impact that conflict situations have on the education of women and girls, heightening the risk of child labour, child recruitment and forced marriage.

Norway provided development aid to 49 countries in conflict and post-conflict situations in 2021. It will remain important to keep a close eye on our overall work for women's rights and gender equality to ensure that Norway continues to support women's agency in various ways. Based on reports from our missions and specialist sections, we note that the percentage of countries in conflict and post-conflict situations delivering on the five focus areas in the Action Plan for Women's Rights and Gender Equality in Foreign and Development Policy is either increasing or at approximately the same level as in 2020. Several of these accounts are included in the **narrative country reports** in the following chapter.

It is important to Norway to recognise and support the contribution of civil society to peacebuilding efforts. This focus was maintained throughout 2021. A few of the successful collaborations in this context are highlighted here. Support and advice have been provided to the Norwegian Permanent Mission to the UN on conflict-related

sexual violence (CRSV) and peacekeeping-related matters. This includes input to the Special Committee on Peacekeeping Operations' (C34) negotiations on CRSV and protection; talking points for the Norwegian Minister of Foreign Affairs in relation to meetings with the Special Representative of the Secretary-General on Sexual Violence in Conflict; the drafting of a concept note and briefing points for the CRSV briefing of the UN Military Staff Committee; input to the Norwegian statement at the annual UN Security Council Open Debate on Sexual Violence in Conflict; and the establishment of a consulting group of external experts for the Norwegian Prime Minister, including NORCAP, the Norwegian Defence University College, the Norwegian Institute of National Affairs and the Peace Research Institute Oslo. In addition, a study on the multi-layered implementation and operationalisation of the protection mandates in UN peacekeeping operations was conducted with the Effectiveness of Peace Operations Network partners, which focuses on the UN Multidimensional Integrated Stabilization Mission in the Central African Republic (MINUSCA), the UN Multidimensional Integrated Stabilization Mission in Mali (MINUSMA), the UN Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO) and the UN Multidimensional Integrated Stabilization Mission in the Central African Republic (UNMISS). The study evaluates how each mission approaches the intersections between protection mandates (protection of civilians, human rights, CRSV and child protection) in UN peacekeeping operations, with a comparative analysis and overarching recommendations.

## 2021 IN NUMBERS

Norway has committed to working towards 50 % of all bilateral aid qualifying for the use of a gender marker as either the principal or a significant objective. Norway is giving high priority to measures that promote women's and girls' reproductive health in humanitarian crises and has allocated NOK 9.6 billion to sexual and reproductive health and rights (SRHR) for the period 2020-2025. Norway's substantial multilateral aid, such as core support to UN Women, the UN Population Fund (UNFPA), the Department of Political and Peacekeeping Affairs, the UN Development Programme and the Department of Peace Operations, is not included in these figures. Core support to UN Women and the UNFPA increased from NOK 75 million and NOK 401 million respectively in 2016 to NOK 100 million and NOK 538 million in 2021. Norway's contribution to the PBF amounts to NOK 500 million for the period 2020-2024.

We measure the percentage of Norwegian missions and specialist sections in conflict and post-conflict situations that report on support for the five focus areas in the Action Plan for Women's Rights and Gender Equality in Foreign and Development Policy. For all of the five focus areas, 50 % or more of the missions and specialist sections reported on this support. These numbers have remained relatively stable throughout the reporting period of the current NAP.

We register that 29 % of all Norwegian assistance for global security and disarmament is qualified for use of a gender marker – gender being the principal or a significant goal of the partnership. This marks a decrease from 2020, where the total percentage was 39.

Finally, it is worth noting that the most substantial programme that Norway supports in this field is outside the scope of this reporting because it covers many different countries and initiatives: the cooperation with the International Civil Society Action Network and the Women's Alliance for Security Leadership. With core support of NOK 40 million (2018-2022), Norway contributes substantially to work in 60 different countries.

# PRIORITY COUNTRIES

The goal of this section is to gather narrative information on key results from the Women, Peace and Security (WPS) work carried out by and/or with support from Norway in the priority countries of the National Action Plan on Women, Peace and Security.

## AFGHANISTAN

In late 2018, the US commenced direct talks with the Taliban to seek a political solution to end Afghanistan's four decades of conflict. After an agreement was signed between the US Government and the Taliban in February 2020, intra-Afghan negotiations commenced on 12 September 2020.

The first months of 2021 in Afghanistan continued in the same manner as the year before, awaiting major decisions by the newly elected US President Joe Biden. Many organisations worked consistently to improve women's participation in the negotiations between representatives of the Afghan Republic and the Taliban in Doha. The Norwegian Embassy in Kabul worked with several organisations, including UN Women, the Afghanistan Independent Human Rights Commission (AIHRC) and the Afghan Ministry of Peace.

During the period of the intra-Afghan negotiations (2020-2021), Norway was present in Doha with a small team. Norway's experience in regard to WPS aspects and the gender dimensions of mediation has been central to Norwegian efforts in Afghanistan, and Norway has encouraged the two parties to strengthen the gender aspect in their negotiations. The efforts undertaken have ranged from proposing suitable expression of the gender perspective in text proposals developed by the two parties to encouraging the parties to include and increase the number of women delegates in their negotiation teams.

After the announcement of the withdrawal of international forces by 11 September 2021, the Taliban seemed less interested in negotiating, and the Taliban's military offensive and success on the battlefield made WPS work on the ground more difficult. When the Taliban entered Kabul on 15 August, the country entered a period marked by uncertainty and restraints, especially for women and girls. Schools were shut down and women were told to stay at home and not go to work. The Taliban occupied the offices of the AIHRC, and thousands of women's activists and other civil society activists were evacuated or fled the country. Western embassies closed temporarily, and officials left the country.

Even though the UN Assistance Mission in Afghanistan (UNAMA) and many NGOs remained, and women activists quickly took to the streets to fight for their basic rights, it was difficult to continue WPS work on the ground within Afghanistan. The focus shifted to international advocacy to promote an inclusive government, equal rights for all Afghan women and men, and maintaining safe passage out of the country for Afghans accepted as refugees to Western countries. Norway helped evacuate a number of women peacebuilders, human rights defenders and journalists to Norway, where they could safely continue their work.

There are challenges regarding women's participation in all parts of society in Afghanistan. Women and girls do not have full access to education, nor to the labour market.

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## PEACE AND RECONCILIATION PROCESSES

Norway stressed the importance of women's meaningful participation in the peace negotiations and reconciliation processes (**outcome 1.1**) through diplomatic means and in all relevant national and international fora. To support the facilitation and achievement of women's participation in all phases of peace and reconciliation processes, the political commitment to women's meaningful participation in the peace process was strengthened before the fall of the Afghan Government. The intra-Afghan negotiations included four women (19 %) in the Afghan negotiating team. The Taliban's general statements on women's rights were set out in

certain documents with more specific definitions and arguments before they came into power. The Norwegian team in Doha worked closely with the four women delegates in the Islamic Republic of Afghanistan negotiation team in support of their efforts to develop a policy paper on the participation of women, young people and minorities in the peace negotiations. The Norwegian team also kept in close contact with Afghan women and civil society actors to discuss prospective solutions and compromises during the negotiations.

Since the Taliban came to power, former assurances have not been fulfilled in a manner considered satisfactory by the international community. Women have not been able to return to their jobs in the government, with the exception of the Ministry of Education and the Ministry of Public Health. So far, there are no women in higher positions in the government, nor at provincial level.

Under the auspices of UN Women Afghanistan, Norwegian Church Aid Afghanistan and the UNAMA, Norway has supported various peace initiatives at the national and subnational levels, to ensure that women's participation, rights, needs and priorities are being addressed by all stakeholders at both the peace negotiating table and in other peace processes (**outcome 1.2**). UN Women and Norwegian Church Aid initiatives helped to build the capacity of women's rights activists and peacemakers, advocate for women's meaningful participation in peace talks, resolve local conflicts and raise the voices of women in national and international peace-relevant fora before the Taliban takeover in August 2021. The UNAMA has, both before and after the takeover, kept up the momentum of raising women's voices at high-level policy and political discussions, including the UN Security Council sessions on Afghanistan and dialogue with the de facto government.

Civil society was given limited opportunity to participate meaningfully on any discussion platforms on peace organised by the former government. When the Taliban came to power, the opportunity to participate vanished entirely, although there has been some practical coordination and acceptance between NGOs and the Taliban in regard to humanitarian aid and the continued presence and work of NGOs in Afghanistan.

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## OPERATIONS AND MISSIONS

Using diplomatic means, Norway has advocated for international operations and missions to facilitate participation by women (**outcome 3.1**). The Afghan Government, international organisations and other actors – including the UNAMA, NATO, donors and missions – have declared their commitment to protecting women's rights and achievements.

Despite these commitments, implementation remains difficult. Although there was a political commitment to include women in peace talks during the first half of 2021, the reality on the ground indicated that their participation was still at a minimal or symbolic level.

Norway has stressed how important it is that international operations and missions facilitate the safeguarding of the rights, needs and priorities of both women and men (**outcome 3.2**). The Norwegian Embassy in Kabul has emphasised the importance of respecting human rights, including women's rights, in the peace process and also after the Taliban came to power in August 2021. This has been a priority area in the peace process, in all dialogue with the former Afghan Government and in all meetings with the Taliban before and after coming to power.

Despite these efforts, there has been no real will or ability to discuss women's rights in the peace process or in the formation of the new government.

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## HUMANITARIAN EFFORTS

Norway has worked to ensure that humanitarian efforts facilitate women's involvement (**outcome 4.1**). The Norwegian Embassy in Kabul has actively participated in processes related to humanitarian action. The UN organisations have a strong emphasis on women affected by the humanitarian crisis and women's right to participate in Afghanistan's social and economic life.

Norway has stressed the importance of humanitarian efforts facilitating the safeguarding of the rights, needs and priorities of both women and men (**outcome 4.2**). The Embassy has worked to underline the need for gender equality and addressing women's needs in humanitarian efforts, and the right of women and men to equal participation has been highlighted in all international fora and in the dialogue with the Taliban de facto authorities. It has been reported that in several provinces there are practical arrangements that allow women to work.

Women and girls are among those most severely affected by the humanitarian crisis. After the Taliban came to power, it became more challenging for women to work for humanitarian organisations. Women workers in all areas of society, including in the humanitarian, health and education sectors, are essential to provide basic services to women and girls. Women's participation in the work force is also essential to economic growth in society.

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## OTHER RELEVANT RESULTS

Women's basic needs and rights are central in all of the projects that Norway supports in Afghanistan. Through Nordic Plus, the Norwegian Embassy in collaboration with UN Women contributed to developing gender-specific recommendations. This was achieved through dialogue with UN Women about the conditions and rights of women.

As part of the Norad-funded Empowering Rural Afghanistan programme (2019-2021), the Norwegian Afghanistan Committee (NAC) has trained 74 connectors (28 women) and 2 600 (1 083 women) community elders, religious leaders, civil society organisation (CSO) members, teachers and *shura* members in Badakhshan, Faryab, Ghazni and Kabul on inclusive dialogue and conflict transformation. The programme addresses conflicts at community and household level, and the essence of the dialogue approach is to give everyone the opportunity to share their perspectives, creating safe spaces where all participants are equally committed to listening to each other. This is particularly beneficial for women and young people, who are often excluded from decision-making at both household and community level.

## COLOMBIA

The Colombian peace agreement and its strong emphasis on gender obliges the Colombian state to ensure the full, meaningful and equal participation of women in the implementation of the accord. The agreement recognises that women and men, and girls and boys have been affected differently by the armed conflict. The focus on gender equality has motivated women to take on leadership roles in their local communities and to participate in local dialogue initiatives.

However, while the Colombian Government has highlighted the importance of women's inclusion in the implementation phase, several institutions monitoring implementation have pointed out that the gender commitments included in the agreement have been implemented at a slower rate than other more general items. According to the Kroc Institute's annual report on the implementation, only 12 % of the 130 stipulations on gender have been completely implemented, compared to 30 % of the general stipulations, as of 2021. Just over half (51 %) of the commitments on gender are at a minimum stage, while 22 % have not been initiated. The most pressing challenges are related to women's participation in agricultural reform, access to security, eradication of illicit crops and political participation. Colombia is struggling to prevent the continued stigmatisation and assassination of human rights defenders, social leaders and ex-combatants, including women leaders and members of the LGBTIQ community.

Despite these challenges, there were also some positive developments in 2021. The efforts made by Colombia's Special Unit on the Search for Persons Deemed as Missing to incorporate a gender approach within its mandate were particularly important. It should also be noted that the Office of the High Presidential Council for Women's

Equity and the Office of the Presidential Council for Stabilization and Consolidation offered technical support to the 18 entities responsible for the 51 gender indicators from the Framework Plan for Implementation.

As a guarantor country to the peace process, Norway has a particular responsibility to monitor and support the implementation of the peace agreement. After years of supporting women's organisations and being one of UN Women's biggest donors in Colombia, Norway has developed a close and strategic partnership with women peacebuilders and other central actors in the women's movement in the country. Norway is therefore in a good position to promote and strengthen the implementation of the WPS agenda in Colombia.

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## PEACE AND RECONCILIATION PROCESSES

Norway has continued working to ensure that the peace and reconciliation processes facilitate participation by women in all phases (**outcome 1.1**), and that the peace and reconciliation processes promote respect for the rights, needs and priorities of both women and men (**outcome 1.2**).

Negotiations between the Colombian Government and the National Liberation Army (ELN) were suspended in January 2019 when the ELN assumed responsibility for a car bomb in Bogotá, causing the Government to end talks. Norway is one of several guarantor countries in the ELN process and we continue to support women's organisations in territories with an ELN presence, such as Chocó, Cauca, Antioquia and Nariño. Most of the women's organisations supported by Norway are indigenous and Afro-Colombian organisations that participate in local community councils where they promote and ensure the inclusion of women in peace and reconciliation initiatives. Through this support, the capacity of women leaders and peacebuilders to actively participate in conflict-resolution initiatives is strengthened, and they become better equipped to play an important role in shaping and influencing a future negotiation process between the government and the ELN.

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## IMPLEMENTATION OF PEACE AGREEMENTS

Norwegian efforts to strengthen the implementation of gender provisions in the peace agreement (**outcome 2.1**) between the Colombian Government and the former [Revolutionary Armed Forces of Colombia](#)-People's Army (FARC-EP) are comprehensive and cover a broad spectrum of initiatives. Norway has a particular focus on enhancing the reincorporation of women ex-combatants and promoting their participation in productive projects, protecting and strengthening women social leaders and human rights defenders, as well as assisting the Colombian police to become a more gender-sensitive institution. Norway collaborates with many organisations<sup>3</sup> to ensure women's full, meaningful and equal participation in the implementation of the peace agreement.

The Colombian peace agreement seeks to strengthen the rights of women and men (**outcome 2.2**), including political and economic rights, and overall security. The agreement established a system of transitional justice with a clear gender focus aimed at repairing damage and compensating victims. The agreement also established several mechanisms to monitor and ensure the implementation of the gender provisions<sup>4</sup>.

In 2021, Norway supported projects aimed at strengthening the technical and organisational capacities of women ex-combatants. As a result of Norwegian support, women ex-combatants have been able to establish income-generating projects and access education and capacity-building programmes. Several committees for gender equality in reincorporation camps have received technical support and become agents for change in their communities.

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<sup>3</sup> Some of our closest partners in Colombia are UN Women, the Geneva Centre for Security Sector Governance (DCAF), the Norwegian Red Cross, the Norwegian Refugee Council (NRC), the UN Multi-Partner Trust Fund (MPTF), the Norwegian Human Rights Fund and the Forum for Women and Development (FOKUS).

<sup>4</sup> E.g. the *Instancia Especial de Mujeres para el Enfoque de Género en la Paz*.

Norway's efforts to enhance the implementation of the WPS agenda in Colombia also centres on strengthening women as peacebuilders and reinforcing protection for women social leaders and human rights defenders. This work includes the UN Women ProDefensoras programme, which is being implemented in four states in the Pacific region. Through this programme, Norway supports 10 women's organisations whose initiatives are aimed at enhancing protection schemes for at-risk women leaders and ensuring that they have the necessary know-how to interact with local governments and influence policymaking processes, locally and nationally. The programme has also allowed the Ombudsman's Office of Colombia to develop a work plan in cooperation with women's organisations to strengthen security guarantees for women leaders and human rights defenders.

In addition to this, Norway has continued its support to the Colombian police and its efforts to become more gender sensitive. In 2020, the Colombian police, in collaboration with the Geneva Centre for Security Sector Governance (DCAF), carried out a nationwide survey aimed at mapping attitudes on gender equality within the police. This exercise has increased the knowledge of policemen and women surrounding challenges related to gender inequality and raised awareness within the police about the actions that are necessary to make the institution more gender sensitive. The police have enhanced their internal guidelines regarding gender and inclusion, and the leadership has taken it upon themselves to create a more inclusive work environment.

In 2021, the Norwegian Embassy in Bogotá continued to raise the importance of women's inclusion in the implementation of the peace agreement in our regular contact with the Colombian Government and in various donor forums. The Norwegian Embassy also assumed the presidency of the national donor group for gender equality (*Mesa de Género*) in 2021 and agreed with UN Women that WPS should be the main topic during our presidency.

There are still several challenges facing efforts to strengthen the implementation of the gender provisions in the peace agreement. There is a lack of state presence in many conflict-affected regions. The inclusion of gender components in local development plans is not prioritised if women are not included in the decision-making process. Further, women social leaders and human rights defenders are targeted and stigmatised by armed groups, limiting their mobility and freedom of expression. Community and peace councils, political parties, the private sector and civil society organisations (CSOs) are still dominated by men, and political representation by women is still limited at all levels of governance. Finally, it should be noted that the COVID-19 pandemic has affected women and girls severely. Many women, both in urban and rural areas, have lost their jobs and sources of income. The pandemic has therefore reinforced traditional gender roles and domestic violence has increased.

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## OPERATIONS AND MISSIONS

Norway supports the UN Verification Mission in Colombia (UNVM) and its efforts to strengthen the implementation of the gender provisions in the agreement (**outcome 3.2**), particularly in relation to reincorporation of women ex-combatants. The UNVM is committed to the promotion of the WPS agenda and has established gender focal points in the territories and a programme to educate UN observers about gender dynamics. The UNVM has its own gender advisers, who monitor the implementation of the gender provisions in the peace agreement, and in his quarterly report about the implementation of the agreement to the Security Council, the Secretary-General always includes a section on gender. The Embassy coordinates closely with the UNVM gender team in relation to advocacy work vis-à-vis the government and what to highlight in our intervention in the UN Security Council regarding gender. The entire UN system, but particularly UNVM and UN Women, sees Norway as an important partner in promoting and implementing the gender provisions of the agreement.

While the gender focal point mechanism has worked relatively well, the lack of capacity has sometimes limited the close follow-up and technical support that is needed in the territories.

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## HUMANITARIAN EFFORTS

All humanitarian operations supported by Norway must include a gender focus. In Colombia, Norway supports the Norwegian Refugee Council (NRC), which has operations in many parts of the country. The NRC is one of few humanitarian organisations present in the Colombian Pacific region. In Chocó, the NRC has worked hard to achieve a gender balance in its humanitarian operations (**outcome 4.1**). To date, 47 % of beneficiaries have been women, and the NRC has managed to ensure the broad participation of women and girls in training and information sessions even though most community leaders are men.

The Norwegian Embassy is also supporting a response programme for Venezuelan migrants and refugees implemented by UNICEF in Colombia and Ecuador, as well as COVID-19 response programmes implemented by Caritas and the Norwegian Red Cross. All of these programmes have incorporated gender strategies, ensuring gender parity amongst beneficiaries.

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## OTHER RELEVANT RESULTS

In addition to the projects and initiatives already mentioned, Norway supports a long list of other activities that are gender related.

The Norwegian Embassy has supported women's organisations and the strengthening of the gender provisions in the agreement through the Multi-Partner Trust Fund (MPTF). The MPTF has increased its support to the implementation of the Secretary-General's Seven-Point Action Plan from his Report on Women's Participation in Peacebuilding and Resolution 1325. The Fund has created the *Instancia Especial de Mujeres*, which monitors the gender provisions of the agreement and makes recommendations.

The Norwegian Embassy also financed one gender adviser for the Presidential Council on Stabilization and Consolidation. Furthermore, Norway supported CSOs, many of which are women's organisations, through the Norwegian Human Rights Fund and Norad. Norwegian support to the Forum for Women and Development (FOKUS) strengthens the sexual and reproductive health and rights of women and girls through programmes aimed at raising awareness about contraception and the management of several clinics where women and girls have access to free health checks.

## MALI

After several years of conflict between the Government of Mali and the armed Tuareg rebels in northern Mali, the conflicting parties signed an agreement on peace and reconciliation in 2015, the Algiers Peace Agreement. In the first years after the signing of the agreement, there was little progress in women's inclusion in the implementation.

In 2020, the Norwegian Embassy in Bamako played a pivotal role in securing the formal participation of nine women from the signatory movements in the Monitoring Committee of the Agreement on Peace and Reconciliation (CSA), through facilitating the selection process and consequently financing their participation and capacity building. Throughout 2021, there were ongoing discussions on the nomination of three additional women to the CSA, as well as 12 women to the four sub-committees. Furthermore, there have been discussions on establishing an independent women's observatory with a view to enhancing the role of women in the peace and political processes, although this did not materialise in 2021, nor in the first months of 2022.

Mali finalised its third National Action Plan (NAP) on Women, Peace and Security (WPS) in 2019, after a broad consultation process. The NAP runs from 2019 to 2023. Since 2019, Norway has contributed annually to the implementation of the NAP through its financial support to UN Women.

Despite advances in recent years, much work remains in the area of WPS in Mali. This is reflected in Mali's ranking in 143rd place out of 170 in the 2021/22 global Women, Peace and Security Index. Although there is now formal participation by women in the CSA, women's influence on the process and the focus on women's needs and rights in the implementation of the agreement can still be improved. This has also been hampered by the lack of progress in the implementation of the peace agreement in general. There has been no meeting of the CSA since the one held in October 2021,<sup>5</sup> due to disagreements between the signatory movements and the transitional Government of Mali.

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## PEACE AND RECONCILIATION PROCESSES

Norway has been active in seeking to ensure that peace and reconciliation processes facilitate participation by women in all phases (**outcome 1.1**).

In 2021, the Norwegian Embassy entered into an agreement with the Alioune Blondin BEYE Peacekeeping School (EMP-ABB) concerning a project aiming at reinforcing women's capacity to contribute to peace and inclusive development in Mali. The target groups are men and women from the signatory groups to the Algiers Peace Agreement, local representatives, defence and security forces, as well as civil society. The aim is to enable them to play a more active role at all levels. The training began in the spring of 2022, but the development of the courses started in late 2021.

The Norwegian Embassy in Bamako is funding the NAP on Resolution 1325 project in Mali, which is being implemented by UN Women Mali. Through this project, UN Women has organised capacity building for women in the CSA on economic, political, civil and social rights, as well as negotiation and communal conflict resolution. Activities implemented through this project also include the promotion of economic activity, protection against sexual and gender-based violence and access to justice.

The main challenges have been the general lack of progress in the implementation of the peace agreement. The changing political context since the second coup d'état in Mali in May 2021 has further complicated the conditions under which our WPS partners operate.

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## IMPLEMENTATION OF PEACE AGREEMENTS

Norway has worked to ensure that women's participation is facilitated in the implementation of peace agreements (**outcome 2.1**). Through its project in collaboration with the Mediation Unit in the UN Trust Fund for Peace and Security in Mali, the Embassy has, during 2021, contributed to administrative, organisational, and financial support to allow nine women to serve within the framework of the CSA. The project also contributes to building women's capacity in the legal and normative framework, including law, mediation and advocacy techniques to influence peace processes. The participation of the nine women in the implementation of the peace agreement has been facilitated through financial support to the UN Trust Fund, as well as through dialogue with the implementing partner and the women representatives themselves.

Through the support to the UN Trust Fund, UN Women Mali and the EMP-ABB, Norway has contributed to ensuring that steps are taken to safeguard the rights of both women and men in the implementation of the peace agreement (**outcome 2.2**).

The biggest challenge has been the lack of progress in the implementation of the peace agreement. Disagreement between the signatory movements to the Algiers Peace Agreement and the Ministry of Reconciliation has meant that there has not been a meeting of the CSA since October 2021, which has limited

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<sup>5</sup> As per March 2022.

the women representatives' opportunities for both participating in and influencing the process. There have also been considerable delays in the nomination of the remaining three women to the CSA, as well as 12 more women to sit on the sub-committees of the CSA, partly due to lack of agreement between the signatory movements over the distribution of members.

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## OPERATIONS AND MISSIONS

Norway participates in the UN Multidimensional Integrated Stabilization Mission in Mali (MINUSMA) and contributed with several women members of staff to the Mission, both military personnel and police officers, in 2021. This is in line with the objective that international operations and missions facilitate participation by women (**outcome 3.1**).

There have, however, been challenges in recruitment due to various factors, such as UN language requirements.

## MOZAMBIQUE

After the Government of Mozambique and the opposition party Renamo signed a peace agreement in 2019, the Disarmament, Demobilization and Reintegration (DDR) process commenced in 2020 and continued throughout 2021. The process involves a total of 5 221 combatants from the opposition. By the end of 2021, 63 % of the combatants were demobilised, including 156 women.

The armed conflict in the north of Mozambique escalated in 2020 and 2021. This has caused a humanitarian crisis with more than 730 000 internally displaced persons, as well as complex security challenges with potentially negative implications for the region. In 2021, foreign military troops from Rwanda and the Southern African Development Community were deployed to northern Mozambique, which resulted in the restoration of security in some districts of Cabo Delgado.

In this context, there is a window of opportunity for women to contribute to sustainable peace, security, recovery and resilience, and to benefit equally from the prevention of conflicts. Mozambique launched its first National Action Plan (NAP) for Women, Peace and Security (WPS) in 2018, which lasted until the end of 2022. Mozambique has chosen Norway as its strategic partner for WPS. Norway has contributed to the implementation of the NAP through its support to UN Women, which in turn provides support to the Ministries of Gender, Children and Social Action, the Interior and Defence. The overall aim of the collaboration with UN Women is to achieve full and equal representation and participation at all levels of peace processes and security efforts in Mozambique.

In addition to the support to UN Women on WPS, Norway is engaged in various efforts related to peace, conflict prevention and humanitarian support, which are all linked to WPS. Norway participates directly in the peace process of the Maputo Accord for Peace and National Reconciliation in various ways, including as a member of the international contact group, a financial contributor to the basket fund for the Peace Process Secretariat (PPS), and previously by providing technical expertise to the working group on DDR. The Norwegian Embassy supports several initiatives relevant to the long-term reintegration process and the sustainability of peace in Central Mozambique, and it has provided support to initiatives for peacebuilding and the prevention of violent extremism in northern Mozambique, in which the inclusion of women is integrated throughout. Additionally, Norway has increased humanitarian assistance to northern Mozambique, where gender is mainstreamed and Norway supports several research projects with the aim of investigating key elements in the northern conflict, including the role of women in the insurgency.

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## PEACE AND RECONCILIATION PROCESSES

Norway contributed to create an enabling environment for the sustainable and inclusive realisation of the WPS agenda in Mozambique, including implementation of the NAP and other normative commitments by the government. Generally, the capacity of women to participate actively in peace and security processes, including through conflict prevention, mediation and resolution, has been strengthened (**outcome 1.1**). The WPS agenda and the NAP have been converted from policy to practice, and the capacity and inclusion of women, including in the evolving context in northern Mozambique, has been strengthened.

Norway provided technical and logistical support to all aspects of the implementation of the Maputo Accord for Peace and National Reconciliation, which has been provided through PPS. In coordination with the government and Renamo, PPS ensured a consistent and gender-sensitive approach to the way in which activities are conducted and managed, in line with the UN's system-wide Strategy on Gender Parity, Resolution 1325 and Mozambique's NAP on WPS (2018–2022). Therefore, the PPS staff ratio is effectively equal, with women holding six of eight leadership positions. The PPS supported the work of the Military Affairs Commission (MAC), which has overall responsibility for supervising and monitoring the implementation of the DDR process. MAC, which has equal representation from the government and Renamo, has a senior-ranking woman colonel.

Norway has also worked with provincial and district-level focal points consisting of both women and men to ensure that gender perspectives are considered, particularly in the reintegration process.

In 2021, Norway, via UN agencies, supported the provision of a seat on the platform for conflict resolution and reconstruction for women-led organisations, to be incorporated in the Government's Strategy for Resilience and Integrated Development in the North. This support helped UN Women to continue to strengthen women's active participation in conflict prevention, mediation and resolution. Additionally, 52 key stakeholders from CSOs, the police and the defence forces increased their knowledge on the role of women in political dialogue, conflict prevention and resolution.

Despite all this, there are still challenges to address. So far, there are no formal mechanisms for women's involvement in peace and reconciliation processes. Also, coordination with government institutions and changed priorities due to the deterioration of the situation in northern Mozambique have caused challenges.

Norway has worked to ensure that peace and reconciliation processes facilitate respect for the rights, needs and priorities of women and men (**outcome 1.2**). Norwegian-funded advocacy efforts by UN Women contributed to raising awareness of the rights and needs of women. Also, capacity building has resulted in developing responses to the violation of women's rights in conflict situations, including aiding survivors of sexual violence and gender-based violence (SGBV).

In 2021, Norway supported UN Women, in partnership with the Ministry of Gender, Children and Social Action to increase the capacity of 140 practitioners in multisectoral services, such as the police, justice, psychosocial assistance and health, to provide comprehensive assistance to survivors of violence. Training was provided to representatives of the government, civil society, community-based organisations/associations, as well as community leaders. Norway also supported several workshops in rural areas with a focus on raising awareness on SGBV.

Norway helped UN Women to facilitate the socioeconomic recovery of women and girls affected by conflict in seven provinces, by (1) fostering the increase of knowledge and know-how and access to productive inputs in key areas with high demand and employability; (2) nurturing business management and financial literacy skills to create an environment conducive to the development of small-scale businesses and entrepreneurial skills; (3) developing knowledge and know-how and access to productive inputs in climate-resilient agricultural schemes; (4) empowering internally displaced women and girls to become active players in the planning, designing, building and maintaining of adequate, accessible, safe and resilient housing.

Additionally, the PPS, which is responsible for the DDR process, conducted gender-sensitive reinsertion and reintegration activities in several parts of the country. The DDR process, which restarted in June 2020, was carried out at assembly areas (AAs) that are designed to include gender-sensitive services, including separate accommodation and hygiene facilities for women. Before leaving the AAs, all DDR beneficiaries are provided with reinsertion packages that have been specifically tailored to the respective needs of women and men, ensuring that they include appropriate materials. A delegation from the Folke Bernadotte Academy (FBA) provided training in strengthening existing and developing new gender-sensitive DDR approaches, including strategies and information for all peace process stakeholders on the rights, needs and priorities of women and men. Peace Club leaders who are implementing reconciliation activities also participated in the gender training facilitated by the FBA, with the intention of replicating training with other community leaders in the future.

Challenges including a lack of capacity in women's organisations to stand up for women's rights, needs and priorities in peace and reconciliation process persist, particularly in rural areas. In addition, barriers to women's participation in post-conflict dialogue, the reconstruction process, and decision-making remain a challenge.

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## IMPLEMENTATION OF PEACE AGREEMENTS

Norway's has provided support for the peace process by being a member of the international contact group, a financial contributor to the basket fund for the PPS, and by providing technical expertise related to DDR. In 2021, the focus has been on the progress of the DDR process, which commenced in 2020. Fourteen women were demobilised and completed registration for reintegration, making a total of 156 demobilised women in 2021). Forty-one women DDR beneficiaries have started in a reintegration opportunity, mostly in agriculture, contributing to providing an alternative livelihood to the beneficiaries and their families.

During demobilisation, women and men beneficiaries participate in activities that are crucial to accessing their rights as citizens, including registration for national ID and birth certificates if they do not possess these documents, as well as health screening to identify any potential health issues or disabilities that require referral to the public health system and partner services. Completed individual reintegration survey interviews that assess their access to basic services, as well as their interests and capacities for reintegration, inform the establishment of reintegration partnerships. Women are also given an additional interview to provide a better understanding of their specific needs and experiences as former women combatants.

Norway has supported several activities through the UN and the PPS to contribute to a rights-based approach to the implementation of the peace agreement (**outcome 2.2**).

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## HUMANITARIAN EFFORTS

Norway increased humanitarian assistance to Mozambique in 2021, in light of the humanitarian crisis caused by the escalating conflict in northern Mozambique. Norway has supported organisations such as the World Food Programme, the International Committee of the Red Cross, the International Organization for Migration, the Norwegian Refugee Council, NORCAP, Norwegian People's Aid and Save the Children. The main sectors that receive support are food security, shelter, education, water, sanitation, hygiene and health, as well as several multi-sectoral initiatives.

In all programmes, women's involvement and the gender dimension are mainstreamed (**outcome 4.1**), and some programmes target gender-related issues such as SGBV.

## MYANMAR

The military takeover in Myanmar not only brought the country's recent return to democracy to an unexpected halt, but also provoked a surprising level of popular resistance, which has led to persistent insurgencies, violence and poverty.

In 2021, there was a dramatic and unprecedented escalation of hostilities between the military and the People's Defence Force (PDF), a rise in the frequency of explosions in the cities, flash protests across the country and the continuation of arbitrary arrests of civilians and women who were leading non-violent campaigns. About 400 000 civil servants took part in the civil disobedience movement (CDM), of whom 50 % were from the Ministry of Education, 27 % from the Ministry of Health and Sports, while the remaining government ministries accounted for 23 %.

The military's use of deadly force to hold on to power has escalated the conflict with civilian opponents to the point that some experts describe the country as being in a state of civil war. By the end of 2021, some 1 500 protesters had been killed by the security forces, almost 8 800 detained, 1 973 were under arrest warrants and 84 had been sentenced to death.

In the second half of the year, violence and displacement increased in all parts of Myanmar. By the end of 2021, an estimated 220 000 people were internally displaced due to increased clashes between the Myanmar Armed Forces, ethnic armed organisations and the PDF.

The new situation created heightened risks and threats for the security and safety of women's rights leaders and women's civil society organizations (CSOs). Women leaders and CSO members have had to flee the country and many have faced harassment by the military. Significant security concerns in the post-coup context surround key actors engaged in programming, particularly in relation to the targeting of media professionals and civil society activists, including women leaders, for arrest and detention with the threat of using violence. As a result of this, many media professionals and CSOs that previously provided frontline services have been forced to flee or go 'underground', thereby making engagement with these actors increasingly unsafe and subject to output adaptations.

The year was also marked by a third wave of the COVID-19 pandemic with high fatality rates across the country. As a consequence, all engagements, meetings and workshops continued to take place digitally throughout 2021. However, the challenges increased due to frequent telecommunication shutdowns and digital safety concerns that have an impact on the ability to engage as frequently with CSOs and I/NGOs.

The political crisis in Myanmar directly challenges interests and values related to democracy, human rights, rule of law, prosperity and security.

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### PEACE AND RECONCILIATION PROCESSES

The progress of the projects financed by Norway was overshadowed by the military takeover and the declared state of emergency, which radically changed the programmatic context and the political situation in Myanmar overnight.

When the coup was announced on 1 February 2021, the UN Women Myanmar Office (MCO) immediately suspended all its technical support for and work with line ministries. The MCO discontinued its engagement with the steering committees of the Women, Peace and Development Programme in Mon and Kayin states and suspended its participation in the union-level WPS Technical Working Group.

With Norwegian funding, UN Women launched a call for proposals at the end of July 2021 for women-led and women's rights civil society organisations (W-CSOs) to continue work on the implementation of the Women, Peace and Development initiatives, and inclusive and gender-responsive COVID-19 and emergency responses across the states of Mon, Kayin and Kayah. Six women-led CSOs received grants from UN Women for improved

COVID-19 public health prevention, increased information and awareness on the prevention of and protection from gender-based violence (GBV), including psychosocial support, and improved access to emergency health services and emergency assistance.

Between June and December 2021, the MCO developed the ad interim Strategic Note 2022-2023 focusing on Women, Peace and Security in consultation with donors, UN Myanmar AFP partners, the Resident Coordinator Office, the Office of the Secretary-General Special Envoy for Myanmar and civil society.

In the aftermath of the military takeover, the MCO provided regular 'gender alerts,' an analysis on the gendered aspects of the country's political crisis. A research study, 'Gendered Impacts of COVID-19 and the Coup on Women and Girls in Myanmar,' was conducted with the UN Development Programme, as well as a rapid assessment of the status of W-CSOs after the coup. This project launched the newly finished Women and Peace Facilitator's Handbook for W-CSOs and other network members online.

Due to the COVID-19 pandemic and the military takeover, the project with UN Women has had to adapt to emerging issues outside the WPS agenda, such as dealing with economic relief and recovery, and an influx of returning migrants that was putting pressure on the poverty index of Myanmar. The political crisis after the military takeover, the escalating armed conflict, as well as the third wave of the COVID-19 pandemic threatened social cohesion and WPS, but also created a new opportunity for meaningful engagement with partners.

Following the military coup, UN Women worked with the UN Country Team (in Myanmar in conjunction with the Permanent Monitoring Group on Myanmar to develop common guidelines for managing the UN's work in Myanmar in the current context. The guidelines specify that under the current context, the UN will focus on its life-saving humanitarian and COVID-19 health response mandates, as well as on programming that directly benefits the population of Myanmar.

Through Norwegian funding, UN Women provided technical support to W-CSOs in the states of Mon, Kayin and Kayah. They increased information and awareness on the prevention of and protection from GBV, including psychosocial support and improved access to emergency health services and emergency assistance. UN Women also supported the advocacy and awareness-raising efforts of Mon, Kayin and Kayah W-CSOs on gender and the COVID-19/migrant return crisis, including social cohesion and non-discrimination. They also promoted women's leadership in the COVID-19 response by providing direct support to Mon, Kayin and Kayah W-CSOs to lead and implement women-centred COVID-19/migrant return crisis awareness.

Challenges include transferring funds to implementing partners, especially local CSOs, which has been more difficult since the new banking policy came into effect in the wake of the coup. This caused a delay for most of the planned activities for 2021. Finally, the implementation of the national WPS plans has been stopped, due to the withdrawal of CSOs and NGOs from the national-level Technical Working Group since 1 February.

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## IMPLEMENTATION OF PEACE AGREEMENTS

Norway has channelled support to the meaningful participation of women in the negotiations (**outcome 2.1**), towards implementation of the Nationwide Ceasefire Agreement since 2016, bilaterally through the Centre for Peace and Conflict Studies (CPCS), but primarily through the multi-donor Joint Peace Fund (JPF). The features of support through the CPCS and the JPF have been similar and linked to capacity building, preparation and participation in formal and informal negotiations. The JPF support increased women's participation by up to 33 % until 2019, before the pandemic and the military takeover.

The coup drastically changed and challenged both the struggling peace process and the overall working environment for all women's networks and women's organisations operating in Myanmar. Within days and weeks, several close cooperation partners had to leave the country. Several outspoken women's human rights defenders were jailed, and some were killed.

The working environment for most women's groups became extremely dangerous overnight, as all of these groups identify with the democratic opposition and the anti-regime resistance. Activities have been drastically reduced due to the security situation.

Through Norwegian funding, ten W-CSOs received grants from the JPF and the CPCS for improving COVID-19 public health prevention, especially in ethnic minority areas, as well as improving access to emergency health services and emergency assistance, and improving the capacity of women for leadership via online capacity building.

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## HUMANITARIAN EFFORTS

Following the military takeover, the UN Population Fund (UNFPA) project funded by Norway had to make significant changes. This included extending the project through to 2023, and updating the results framework to better reflect and respond to the new political context.

The coup had a drastic impact on the political landscape relating to conflict-related sexual violence (CRSV), as the listed party for perpetrating CRSV in Myanmar is now the de-facto authorities. Outputs related to engagement with CSOs, I/NGOs and media professionals were adapted to respond to new security challenges that may have an impact on CRSV prevention and response. Output on the ceasefire was no longer relevant and was adapted to focus on EAO and EHOs providing frontline survivor services.

Overall, the programme has prioritised resourcing and supporting CSOs/W-CSOs to provide survivor-centred care, to build awareness of digital safety and security, and to facilitate human rights reporting through safe, accessible channels. The UNFPA has also continued to brief the Office of the Special Representative of the Secretary-General (OSRSG) on the context in Myanmar, to engage with actors including the Independent Investigative Mechanism for Myanmar and the Office of the UN High Commissioner for Human Rights (OHCHR) to consider how to ensure linkages with referral services for victims, and to discuss barriers to human rights reporting. In 2021, there was no formal engagement between the UNFPA on behalf of the UNHCR, nor the OSRSG on Sexual Violence in Conflict, with the listed party – the *Tatmadaw*.

In 2021, the UNFPA supported members of the Monitoring, Analysis and Reporting Arrangements (MARA) Working Group using Norwegian funding. The members met quarterly and collaborated on the submission of the Special Representative of the Secretary-General for the 2021 CRSV annual report.

Over 20 women's organisations received technical assistance support for digital safety in the post-coup period. Two training sessions were organised in September and October 2021, which were attended by over 35 participants.

Norway's assistance funded Relief International's GBV programmes in Myebon Township in Rakhine State, which targeted hard-to-reach communities and conflict-affected populations from August–December 2021. Five hard-to-reach rural displacement sites have started accessing GBV and Mental Health and Psychosocial Support services for the first time since their displacement in 2019 and 2020. Additionally, 24 resources on international standards and guidance in Burmese (and a few in ethnic minority languages) were created and shared with CSOs, I/NGOs and relevant stakeholders via the Myanmar GBV Sub-Cluster (GBV CWG) website and the Safe GBV Reporting information channel.

Myanmar-specific guidance on ethical research and funding on GBV and sexual violence for donor and research communities has been drafted and the consultation process has begun with GBV CWG, CSOs and the MARA Working Group. There is regular engagement with high-level global SWPA networks, including presentations on the Myanmar context to guide discussions on complex CRSV and MARA contexts and receive good practice examples.

A joint statement signed by a core group of states and the UNFPA International Day for the Elimination of CRSV, and co-signed by the Governments of Canada, Denmark, Norway and Sweden on 19 June 2021, has been distributed in Burmese and English.

Regular analysis of references to GBV and sexual violence in Burmese media reporting and social media informs trends analysis included in landscape assessments, and two guidance notes on survivor-centred care and violence reduction have been developed and translated to support service providers.

## NIGERIA

Nigeria launched its second-generation National Action Plan (NAP) on Resolution 1325 in 2017. The plan expired at the end of 2020. The formal process to develop the third NAP has not yet commenced due to a lack of government funding. State action plans (SAPs) have been finalised in 14 of the 36 states, namely Kano, Adamawa, Plateau, Kaduna, Gombe, Kogi, Bayelsa, Borno, Delta, Yobe, Rivers, Nasarawa, Benue and Bauchi. This is an improvement on 2020, in which SAPs were finalised in only 11 states.

Nigeria has seen a rise in violent conflicts related to ethnic, religious, economic and political factors. Security challenges include conflicts between herders and farmers in the Middle Belt Region, ethnic clashes and conflict over land and oil resources in the South, and terrorist insurgencies in the North-East. Widespread poverty, illiteracy, unemployment, desertification and the impacts of climate change have fuelled the conflicts.

Nigeria is a patriarchal society and women in Nigeria face several barriers to leadership and decision-making structures, including cultural and traditional beliefs and practices. There is little political will to increase women's participation, and Nigeria has the lowest representation of women in parliament in Africa. The under-representation of women is reflected in women's limited participation in formal peace and mediation efforts.

Boko Haram has made attacks on women's rights and security part of their strategy. However, women are also recruited, perform violent acts and put pressure on others to take part in violent extremism. Often, the roles women play in radical movements in northern Nigeria are determined by men.

Partners in Nigeria are working to develop early warning mechanisms to prevent conflicts. Sometimes, women have information that can provide early warning of conflict or impending violence. In other situations, women do not have access to information, while men do. This can lead to men leaving women behind in the village while they themselves go into hiding. In these situations, women are often at a higher risk of sexual violence and other kinds of abuse, which further impedes and delays their ability to escape.

Nigeria has seen a sharp increase in sexual and gender-based violence (SGBV) since the COVID-19 pandemic reached the country. Continued exclusion of women leads to the failure to address women's concerns on SGBV and, more broadly, women's rights.

Nigeria has many laws in place and is a signatory to many relevant resolutions. However, law enforcement and compliance are weak, and the domestication of laws at state level is slow. Security sectors in Nigeria have been slow to adopt gender-sensitive policies and to include women in their establishment.

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### PEACE AND RECONCILIATION PROCESSES

Some progress has been made regarding women's participation in peace and reconciliation processes (**outcome 1.1**). In the states of Bauchi and Benue, the Women, Peace and Security (WPS) programme with UN Women made progress in several areas in 2021, for instance, by contributing to increasing women's participation in peace and security processes. Through sustained technical and advocacy interventions on gender mainstreaming, gender sensitivity among legislators in these states was improved. Both states have now domesticated the

Violence Against Persons (Prohibition) Act. SAPs were launched in both states during 2021. Gender desk officers in Bauchi and Benue were also strengthened.

The WPS programme has strengthened the network of women mediators and enabled more women to come out and speak openly on issues such as gender-based violence (GBV). The programme has also contributed to reducing the fragmentation of women's networks and helped them to join forces and stand united. Additionally, women are involved in early warning and early response interventions.

A guide entitled the Nigerian Legislature's Role in Advancing Women, Peace and Security has been developed. A gender assessment of security forces (the Nigerian Army, Nigeria Police Force and Nigeria Security and Civil Defence Corps) and the judiciary in the states was conducted, as well as a rapid gender impact assessment of COVID-19 on the sectors. Gender desk offices for the Nigeria Security and Civil Defence Corps (NSCDC) were established across the 36 states, and gender policies for the Nigerian Armed Forces and the NSCDC were developed and launched.

However, there is still work to be done. The Federal Ministry of Women Affairs and Social Development is underfunded and has limited technical capacity. The Norwegian Embassy aims to work closely with UN Women to strengthen government leadership and the drive of the WPS agenda.

Additionally, there is a lack of political will to change the current situation for women in the country, and women continue to be grossly underrepresented in leadership and decision-making structures. Undemocratic party nomination processes and negative gender stereotypes hinder women from taking on leadership positions. Bringing women's networks in Nigeria together continues to be a challenge. The fragmentation of networks is a challenge for the Nigerian women's movement as they would achieve more if they were able to join forces.

While decision-making partners at state level support WPS as a policy area in principle, in practice it is seen as an agenda for women, supported by the UN and the international community, rather than something that truly can benefit the state. Local NGOs have little or no experience in WPS. The context is often politicised and NGOs struggle to play meaningful, neutral roles, especially outside the humanitarian field.

Regarding respecting the rights, needs and priorities of women and men (**outcome 1.2**), the UN Women programme contributed to the development of a network of 200 women mediators in Bauchi and Benue states. The programme also developed a training resource pack for conflict prevention and peacebuilding, with the aim of enhancing capacity-building training planned for the women mediators. Additionally, the programme generated a pool of gender-aware legislators in Bauchi and Benue states.

Efforts to change public perceptions to create a more conducive environment for women in peace and reconciliation activities have been undertaken. Radio producers and presenters have been trained to ensure gender-sensitive programming. Additionally, public perceptions of the role of women are changing, as seen in the creation of armed women squads and the presence of women staff and judges in the State Sharia Court, areas of work that are dominated by men. Finally, male gender champions were identified and engaged as allies for the WPS agenda.

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## HUMANITARIAN EFFORTS

Regarding women's involvement in humanitarian efforts (**outcome 4.1**), the Norwegian Embassy advocated for a 'women and gender' lens in humanitarian assistance through our engagement with humanitarian partners and in our own development programmes, for example, with the Food and Agriculture Organization of the UN.

Support through UNICEF provided psychosocial support and counselling to women and girls who have been captured by Boko Haram and survivors of SGBV. These programmes complement Norwegian humanitarian assistance. The Norwegian Embassy worked closely with humanitarian actors on issues related to SGBV. *Call to Action* has been an important initiative to ensure that humanitarian interventions provide services for GBV survivors and reduce the risks of GBV.

As in 2020, the continuation of the COVID-19 pandemic and the negative security developments made it challenging for programme partners to implement activities.

## PALESTINE

Despite Palestinian accession to several core international human rights conventions, discrimination in national legislation remains. This discrimination upholds gender stereotypes and hinders women's empowerment and equality in their families and in society. The lack of an official peace process, decades of occupation, political strife and the geographical, political and legal fragmentation between the West Bank and Gaza have increased women's vulnerability to violence and served as obstacles for them to enhanced economic, political and social participation. Due to political instability, especially in Palestinian areas where clans have strongholds, extremism and conservatism are on the rise, expressed in opposition to women's rights. Attempts to advance women's rights over the last year have met with counter campaigns led by tribal leaders and sharia lawyers. Women's organisations and activists report on shrinking space, the fear of repercussions and fears for their own security.

The Palestinian authorities have taken steps to institutionalise the Women, Peace and Security (WPS) agenda, but progress has been limited. The current Minister of Women's Affairs is eager to achieve results for Palestinian women, but the allocated funding to her ministry is low and so is its political power. Palestine has no functioning elected parliament, making it difficult to bring about much-needed legislative reforms. Different laws are applicable in the Gaza Strip and West Bank, allowing for continued violations of women's rights in matters of women's legal status, marriage, divorce, child custody and inheritance. Even though the Convention on the Elimination of All Forms of Discrimination Against Women was ratified in 2014 without reservation, the legal status of the convention has not yet been finalised. Publishing the convention in the Official Gazette and incorporating it into national law are prerequisites for making the convention applicable in Palestine, but neither has been done.

COVID-19 has exacerbated gender inequality in society. A significant increase in all forms of domestic abuse (physical, psychological and financial) of women is evident. In line with the traditional role of women as caregivers, women have taken on additional, often unpaid, caregiving roles within their families and local communities, rendering them more vulnerable. Women constitute the majority of people working in the informal sector, where there is no work protection or income compensation. Additionally, almost 25 % of women working in the private sector do not have an employment contract. Reduced income, in addition to increased poverty and unemployment rates, are consequences of the pandemic that are particularly significant for women.

Given the above context, our window of opportunity within the WPS agenda in Palestine is levelling the field for an inclusive and sustainable peace process, and the continuation of Norway's support for institution building in preparation for a negotiated two-state solution involves increasing the capacity of Palestinian women and women's networks, promoting meaningful increased participation by women, and securing women's rights, needs and priorities. This includes strengthening the institutional framework for WPS in Palestine, supporting the WPS agenda set forth in the Palestinian National Action Plan (NAP) and working on several levels from the political to the grassroots level.

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## PEACE AND RECONCILIATION PROCESSES

In the absence of formal peace and reconciliation processes (**outcome 1.1**), both with Israel and internally, our efforts are geared towards levelling the field for future sustainable peace and state-building processes, by focusing on the inclusion and protection of women. In 2021, Norway supported partners that achieved higher rates of meaningful participation in public life for women, an improved public perception of women's roles through inclusive consultations on various levels and a strengthened institutional setup for the WPS agenda in Palestine.

The Palestinian Negotiations Affairs Department (NAD) kept the proportion of women negotiation advisers at 50 % and ensured participation by negotiation advisers in national peace and security activities for women organised throughout the year. Norway has been in dialogue with NAD on strengthening their focus on WPS further and has agreed on conducting a gender audit of the organisation.

Even though Palestine has a high percentage of educated women, the significantly higher rate of unemployment among educated women (47 %) relative to men (18 %) is a striking feature of the labour market. Women continue to be underrepresented in decision-making bodies and processes at all levels of public life, including in past peace negotiations and internal reconciliation talks. The Palestinian Initiative for the Promotion of Global Dialogue and Democracy (MIFTAH) and UN Women focused on increasing women's political participation and improving the public perception of women's roles in Palestinian society. MIFTAH built on its previous achievement: a quota of at least 30 % women candidates in elections. Through a national advocacy campaign, MIFTAH highlighted the need for further reform of the election legislation. In addition, MIFTAH targeted women and youth candidates in the West Bank, Gaza and East Jerusalem, and enhanced their readiness to participate in local elections as meaningful contributors to the political sphere.

The joint UN Women and Ministry of Women's Affairs (MoWA) programme 'Advancing the WPS agenda in Palestine' led to the training of women leaders in the West Bank and Gaza, who were supported to engage in reconciliation efforts, national dialogue and in the political sphere. At a community level, awareness-raising workshops and consultations on Resolution 1325 were held. Through the events, women voiced their needs to relevant key actors and decision-makers. Norway strengthened the institutional setup of WPS in Palestine through funding the development of Palestine's new NAP 2021-2023.

Norway funded three Resolution 1325 seminars with participants from national and international WPS stakeholders at all levels. The seminars proved useful as venues for the authorities to commit political will to the agenda and obtain perspectives on how to ensure its implementation. Policy briefs summarising the main recommendations were shared with the various stakeholders and the UN system. Attendees emphasised the Norwegian-funded Palestinian NAP as an important achievement and a step towards advancing the agenda. Through bilateral project cooperation between Norway and the MoWA, Norway supported the Ministry's political agenda within WPS and contributed to the minister's efforts to mainstream gender throughout the Palestinian Authority (PA). The above initiatives are expected to contribute to higher representation levels of women in politics and to peace and security dialogues. Advocacy and outreach at different national levels are expected to contribute to an improved public perception of women's roles in public life and peacebuilding. Norwegian support to the new Palestinian NAP has strengthened the institutional setup for WPS in Palestine.

Palestinian women's rights are strongly linked to conflict prevention and to their security. Norway sees the safeguarding of women's rights as a prerequisite for sustainable state and peacebuilding in Palestine. The gender perspective and the rights, needs and priorities of women (**outcome 1.2**) targeted in the programmes are integrated in the programme designs. Norwegian-supported programmes aim at protecting women's rights through recommendations for amendments of discriminatory laws, as well as providing legal counselling and enabling women to understand their rights and access justice.

Several of our partners, in cooperation with the Coalition of Personal Laws in Palestine, addressed discriminatory Personal Status Laws in Palestine, governing women's legal status, marriage, divorce, child custody and inheritance. Our partners joined efforts to push the PA to revise and pass the Family Protection Law, protecting women from gender-based violence (GBV), domestic violence and femicide. Although our partners have succeeded in getting the Minister of Women's Affairs on board with recommendations to improve the draft of the law, the revision and passing of the law is at a standstill. Additionally, counter campaigns launched by conservative elements in Palestinian society and headed by Sharia lawyers who oppose the improvement of women's rights have continued.

The Women's Centre for Legal Aid and Counselling (WCLAC), the Palestinian Centre for Human Rights (PCHR) and the Palestinian Family Planning and Protection Association continued their programmes to protect women who

are subject to discrimination and violence, and empower them. Our partners have responded to increased violations of women's rights stemming from the COVID-19 pandemic, while at the same time tackling restrictions on movement and physical service provision by offering a larger proportion of services online. As a result, a considerable number of women throughout the West Bank and Gaza were given access to their social and legal rights through court representation, mediation and counselling. The women were empowered beyond the timeframe for the interventions, through sessions of long-term social counselling.

It is expected that the project outputs described above will have contributed to increased respect for women's rights, needs and priorities through empowering and counselling women themselves, and through advocacy and the presentation of evidence-based recommendations for policy and legislative amendments to decision-makers.

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## HUMANITARIAN EFFORTS

The Representative Office of Norway to the Palestinian Authority does not provide humanitarian funds (**outcome 4.1**). The Norwegian Ministry of Foreign Affairs manages these funds, while the Representative Office manages development funds for emergency and crisis-affected regions. Our partner's involvement of women affected by crisis as active participants in recovery and in emergency response interventions ensures that the programme's output contributes to the outcome.

Through the UN Women programme, unemployed women were able to participate and voice their needs in emergency recovery planning and implementation, in both the West Bank and Gaza. After completing capacity-building programmes, women health and IT graduates were offered paid job placements.

Our partner, the MA'AN Development Center, increased women's economic participation in the most marginalised communities in the Jordan Valley. The project led to the direct participation of women in their local economic communities, through microgrants to establish microenterprises owned and run by women. By targeting women that would probably otherwise have remained unemployed or have been forced to work in Israeli settlements, the project combined humanitarian assistance with long-term development for and by marginalised women.

Norway is a substantial contributor to the Women's Peace and Humanitarian Fund in Palestine, which focuses on economic empowerment of marginalised women in Hebron. The funds are managed by the Ministry, but the Representative Office takes part in the selection processes, assessments and follow-up as part of the National Steering Committee.

Through its programme 'Protecting women's rights in the Gaza Strip', the PCHR targeted the most marginalised and crisis-affected region in Palestine. Through legal consultations and by representing their cases in Sharia courts, women victims of GBV in Gaza accessed legal protection and justice.

In addition, women were provided legal aid to secure their right to health and access health care facilities that are not available in Gaza. As a result of legal interventions, such as filing complaints to the Israeli Humanitarian Center at the Erez crossing, women patients were able to travel for advanced treatment in the West Bank or Israel.

Responding to the increased levels of violence towards women stemming from the ongoing COVID-19 pandemic, Norway supported three emergency protection shelters for women in the West Bank and Gaza. WCLAC's emergency shelter provided women whose lives were under threat with emergency protection. The sheltered women gained the skills and knowledge required to claim their rights and to work with local communities to enable their reintegration. The project also included capacity building of local community-based organisations in relation to providing legal and social counselling to women and raising awareness on women's rights among women. This led to increased social and legal service provision in marginalised areas where these services are scarce, and increased women's knowledge of where to access such services in their own communities or nearby. Norway's support to the Nablus shelter and the Beit Al Aman shelter in Gaza ensures the provision of qualified

staff and essential infrastructure improvements to the shelters, in addition to the increased quality of service provision to the women sheltered.

The emergency legal assistance that was provided contributed to securing marginalised women their rights, protecting them from violence and giving them access to health services. In the long term, it is likely that such interventions will lead to higher general awareness among women and those who violate their rights. As such, it might contribute to safeguarding women's rights. However, the violations of these rights are due to complex factors that need to be dealt with separately as well, such as Israel's siege of Gaza and entrenched discriminatory social norms and laws in Palestine.

## THE PHILIPPINES

The Philippines has experienced armed conflicts with multiple non-state armed groups for decades. In 2014, the government was able to secure a landmark peace agreement with the largest armed group, the Moro Islamic Liberation Front (MILF), and established an autonomous region called Bangsamoro in 2019. Norway has been the third-party facilitator between the communist armed insurgency, the Communist Party of the Philippines, the New People's Army, the National Democratic Front of the Philippines (NDFP) and the Philippine Government since 2001.

The Philippines remains high on the World Economic Forum's Global Gender Gap Index, ranking at 17th place out of a total of 156 countries. Arguably, gender parity has decreased and resulted in moving the Philippines from 8th place in the Index in 2019 to 16th place in 2020. Meanwhile, the 2nd Philippine National Action Plan (NAP) on Resolution 1325 ended in 2022, and drafting of its 3rd NAP was due to start by the end of the year.

Aside from challenges associated with post-conflict peace agreement implementation in Mindanao and the backslide in the Gender Gap Index, the country implemented one of the world's longest and strictest lockdowns during the COVID-19 pandemic. It is also one of the most climate-vulnerable countries in the world, with regularly occurring natural disasters and human-induced humanitarian crises that trigger displacement and economic downturns.

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## PEACE AND RECONCILIATION PROCESSES

In relation to the participation of women in peace and reconciliation processes (**outcome 1.1**), Norway continues to support training and capacity building for women community mediators in different communities nationwide. Local partners have trained and developed training materials that support the work of women peacekeepers in communities affected by diverse conflict lines. Under one of the projects, over 85 women mediators have been trained as community mediators and peacekeepers. Norway also supports the Women Insider Mediators platform that facilitates women's involvement in the post-conflict processes in the Bangsamoro Autonomous Region in Muslim Mindanao (BARMM).

In 2021, training was provided on conflict resolution and reconciliation skills. Local Women, Peace and Security (WPS) champions were trained and have formed support groups that nurture women's community organisational work. However, domestic travel under the 2021-2022 pandemic restrictions remained a major challenge and prevented face-to-face interactions between CSOs and the communities they serve.

In 2021, Norway supported several initiatives related to economic empowerment and health priorities (**outcome 1.2**) under the pandemic restrictions in the conflict zones of Mindanao. During consultations, many women, including former women combatants, have asserted a rights-based approach towards their needs and priorities.

Norway supported the women-led platforms that advanced women's rights, needs and priorities. The capabilities of the Bangsamoro Women Commission (BWC), the cooperatives of former women combatants and governance mechanisms were strengthened through multilateral support via UN Women and the UN Development

Programme. Norwegian contributions helped strengthen partnerships between civil society service providers and local women partners. The initiative supported over 643 grassroots women leaders in establishing their all-women Bangsamoro cooperatives that produce COVID-19 healthcare products. The initiatives have also brought the women agenda into the policy framework of the BWC and the Bangsamoro Youth Commission through the Bangsamoro Regional Action Plan on Women, Peace and Security.

One of the policy recommendations of the BWC is to end child marriage. It is a common Bangsamoro cultural practice for girls to marry at the age of 12–16. The national law banning child marriages was signed in 2021 and many of the supporters were women from local communities, Bangsamoro women parliamentarians, Bangsamoro academics and former women combatants.

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## IMPLEMENTATION OF PEACE AGREEMENTS

Since the signing of the peace agreement between the Philippine Government and the MILF, women leaders have become more vocal and have gained better access to the resources and skills necessary to advocate for gender-responsive governance. They are also able to disseminate information related to peace and social cohesion in their communities (**outcome 2.1**).

Grassroots women’s organisations were able to submit five policy proposals to their local governments. The proposals lobbied for consideration of women’s issues locally and the inclusion of gender plans and budgets in the local municipalities. A total of 12 dialogues helped reach over 595 000 people, both in digital and physical meetings. The newly established autonomous region, a result of the peace agreement signed in 2014, has set up the BWC. With support from Norway’s partners, the BWC has drawn up its first WPS Action Plan for Bangsamoro.

Although women’s participation in post-conflict development and grassroots organisations is relatively high, greater participation of women in policymaking under the new Bangsamoro Autonomous Government remains a challenge. In 2021, only 16 of the 80 members of the Bangsamoro Parliament were women. Furthermore, budgets for agencies such as the BWC have been given a lower priority.

The pandemic restrictions have severely affected project partners and implementers of WPS programmes in conflict and post-conflict zones in the Philippines. Although the COVID-19 pandemic was a setback in relation to conventional project implementation approaches, this has created leverage and investment in online technologies and has helped to facilitate support for the participation of young people in WPS and social cohesion efforts.

Community consultations and civil society engagements in conflict zones helped to develop local practices that safeguard the rights of both women and men (**outcome 2.2**). Civil society monitoring of and engagement in the WPS policies of both the national government and the Bangsamoro Autonomous Region continue to improve WPS practices in the country. This refers to the continuation of the pioneering work of the International Organization for Migration (IOM) on preventing violent extremism through social cohesion work with local governments and CSOs, and the continuation of initiatives related to the training of women, exchanges and co-learning through a national women’s peacekeeping platform. It also means working with women and men in conflict zones on transitional justice discussions.

There has been a continuation of the programmes related to the Bangsamoro Islamic Women Auxiliary Brigade (BIWAB) on the women’s agenda in the Bangsamoro transition and normalisation process, and of projects related to the local community’s assertions of transitional justice and reconciliation in communist guerrilla zones through women dialogues with the local government and military.

The continued work with the BWC and former MILF and Moro National Liberation Front women leaders on agenda building and policymaking has led to the promotion of the WPS agenda in the peace agreement implementation and civil society engagement in the Philippines’ NAP WPS review. There has also been a

continuation of projects relating to sexual and reproductive health and rights services, and support of youth and women's participation in local governance, in and outside the Bangsamoro conflict zones.

Communities were identified within the special geographic area of Bangsamoro to promote gender-responsive peacebuilding. A total of 30 women youth facilitators were trained to conduct camp and community-based activities, and mobile workshop sessions in other communities and in two recognised MILF camps. The consultations have led to the establishment of the village peacekeeping action team and have identified 10 men from the Bangsamoro Islamic Armed Forces and five women from the BIWAB.

Assistance is also provided to facilitate assessment of the Bangsamoro Youth Transition Priority Agenda. During the peaceful transition of the Bangsamoro Autonomous Region, women, youth and indigenous groups have been the most marginalised sectors. Mechanisms to enhance and expand youth participation in governance also help safeguard the rights of both women and men in the peaceful transition of the Bangsamoro Autonomous Region.

The dividends and gains of the peace agreement have clearly benefited men combatants during the decommissioning and Disarmament, Demobilization and Reintegration (DDR) process of the MILF. However, the community development and normalisation aspects of the agreement faced hurdles and moved slowly under the pandemic restrictions. While women were noticeably less visible during decommissioning, Norwegian-funded initiatives have focused on projects with former women combatants and their communities. Furthermore, women's perspectives were less prominent in the implementation process that focused on the DDR framework of the national government. A catch-up plan for the implementation of the gender provisions and the rehabilitation and reconstruction work was expected following the easing of the pandemic restrictions in 2022.

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## OPERATIONS AND MISSIONS

Since 2015, Norway has continued in its leadership role as the Vice Chair of the Independent Decommissioning Body (IDB), which oversees MILF decommissioning efforts (**outcome 3.1**). Decommissioning follows a three-phase plan towards a complete DDR process. Norway remains committed to its gender-sensitive programming by facilitating the participation of women in the international DDR oversight operation in the Bangsamoro Autonomous Region. Norway deployed several Norwegian women experts to the IDB.

From 2013 up to 2021, Norway's third-party facilitator team in the Philippines was headed by women facilitators. The Norwegian Embassy in the Philippines conducts regular dialogues with women leaders on the ground, both directly through field visits and through its multilateral partnerships. Norway has consistently fielded women special envoys in the communist peace process, a move that has been welcomed by both parties, which are largely represented by men, at the negotiating table. The last three third-party facilitators/Special Envoys from Norway to the NDFP peace process have been women, including the current incumbent.

There are many areas of cooperation for women in international missions that may be explored further in the Philippines. The national policy encourages women's participation in international operations and missions, such as women's representation in UN peacekeeping operations.

Field experts from Norway that are members of verification and monitoring assistance teams support a gendered approach to DDR in Bangsamoro (**outcome 3.2**). Norway's commitment to continue to provide women experts to the IDB helps to ensure the safety of Bangsamoro women and honours the women's conservative Islamic traditions in the verification and DDR process.

While Norway has continuously fielded and trained women to give them expertise in peace processes, post-conflict reconstruction and rebuilding efforts, work remains to fill the gap between the limited number of experts and the scant opportunities for more women to take on significant roles in missions and operations.

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## OTHER RELEVANT RESULTS

Norway supports the continuation of local dialogues and consultation meetings between local governments, the military, community leaders, youth and women across the Zamboanga Peninsula region. Localised engagements have built-up local capacities that address the education and employment concerns of young people. The Norwegian Embassy is partnering with the IOM in addressing violent extremism through social cohesion and grassroots community work.

While this area of work largely falls under ‘counter-terrorism, prevention of violent extremism or global security issues’, effective responses are a combination of peacebuilding and community work. The approach of the partnership continues to reflect values relating to WPS principles, such as organising women in the communities and using the same social networks as early warning and early response systems during conflict flashpoints. This social cohesion approach, centred on women and youth in the communities, creates a stronger incentive for women’s families and children to explore employment, education and livelihood opportunities.

## SOUTH SUDAN

In South Sudan, the transition period of the signed peace agreement (R-ARCSS) is coming to an end; it was intended to pave the way for an election in late 2022 or early 2023. Implementation of the agreement is slow and piecemeal. In addition, the affirmative action requirement of 35 % participation of women in the transitional government has seen uneven enforcement. In 2018, the local civil society and the South Sudanese population had little knowledge about the content of the R-ARCSS, how they could support its implementation and what transitional justice might look like. The issues are now better understood, but the lack of political will to fully implement the agreement remains a challenge.

Civic space is shrinking, especially regarding freedom of speech, expression, and assembly. Heavy state security forces were observed at civil society meetings and training. Threats made towards CSOs for expressing their opposition to the government meant that CSO members, including women, had to be extremely careful. Sexual and gender-based violence (SGBV) and conflict-related sexual violence (CRSV) remain widespread. In South Sudan, there is almost total impunity for SGBV and CRSV offences according to reports by the Commission on Human Rights in South Sudan. Harmful gender practices are widespread. As a result of corruption and a lack of funding, SGBV survivors or their families are forced to pay for investigations and the transport of suspects to court. Women face security risks and the risk of reprisals, as well as obstacles from decision-makers in communities who try to limit their opportunity to take on leadership roles such as peace mediators.

The current head of the UN Police (UNPOL) in South Sudan, Police Commissioner Christine Fossen, is a Norwegian woman. Norway contributes with women officers to both the military contingent and to UNPOL in the UN Multidimensional Integrated Stabilization Mission in the Central African Republic (UNMISS), including a specialised SGBV team. UNMISS has a strong mandate on Women, Peace and Security (WPS).

Norway co-chairs the South Sudan WPS Working Group together with Sweden. In this format, we host monthly meetings and carry out ad-hoc advocacy. There is a lack of engagement from WPS Working Group members. It has been difficult to coordinate WPS funding between donors. Women’s organisations compete for the same funding, which can sometimes lead to the duplication of efforts.

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## IMPLEMENTATION OF PEACE AGREEMENTS

Norway provides the Ceasefire & Transitional Security Arrangements Monitoring & Verification Mechanism (CTSAMVM) with budget support as well as the secondment of a gender adviser (**outcome 2.1**).

More than 20 women monitors from Intergovernmental Authority on Development (IGAD) member countries have been assisted to participate in the monitoring process of the South Sudanese peace agreement since the agreement was signed in 2018. Additionally, more than 10 women staff at the headquarters, with specialised skills and roles, work in support of the implementation of the peace agreement.

Increased monitoring and reporting on SGBV have been observed in the CTSAMVM's areas of responsibility. Trained young women leaders met with the senior adviser in gender in IGAD in South Sudan to advocate on the 35 % quota for women's participation, enactment of the family law and awareness about trauma and its effects on young women in the Gumbo refugee camp. The women presented the issue of non-implementation of the 35 % quota for women leadership in the South Sudan peace agreement to the African Union-hosted Africa Forum on WPS (including member states, regional economic commissions, regional CSOs and UN agencies).

Through leadership training for local women in conflict contexts and women faith mediators, and the establishment of local peace committees and women's peace committees, women were engaged in local mediation and the implementation of local peace agreements. Violence was reduced in several hotspots.

Youth groups, disabled people's organisations, volunteers and network members participated in raising awareness on harmful practices and the negative impacts of SGBV in different parts of the country through social gatherings, radio broadcasts and the internet.

The capacity of women to lobby for their rights and participation in local and national decision-making processes and peacebuilding efforts was strengthened. Women, including university graduates and those working in CSOs, faith-based organisations and women's associations, NGOs, political parties and government institutions were trained in key concepts on gender and peacebuilding, transformational leadership, conflict management and peacebuilding, relevant peace and security frameworks, strategies for effective advocacy and lobbying, digital communication and public speaking skills, and wellness and self-care. Working groups were established to implement advocacy action plans on a 35 % gender quota and the enactment of the family law.

There have been more than 20 gender reports published, including reports on SGBV, since the signing of the R-ARCSS in 2018. These reports have been informed by gender monitoring strategies, including gender capacity building of the monitors (**outcome 2.2**). Additionally, they have included gender advocacy and networking with key stakeholders for information sharing, such as NGOs, I/NGOs, traditional community leaders and key service providers, among others. Parties have been observed taking action, including remedial and accountability action directed towards their armed forces, to ensure that women and girls are protected from the impact and actions of the armed forces affiliated to signatories of the peace agreement.

Women's presence in and engagement with the media through research launches, social media posts, radio and TV, and online sharing of the South Sudanese Women Awards for Peace, played a role in keeping accountability for the 35 % quota for women leadership on the agenda and in the public consciousness. It helped to change the perception that there are no women equipped for decision-making roles in South Sudan. Young women addressed safety dimensions in the digital world, especially regarding SGBV, peace and justice, and learned about advocacy, campaigning, policy platforms and movement building. A podcast toolkit was developed using storytelling for advocacy and movement building. A podcast focusing on the contributions of young women and girls in peacebuilding was launched. Through social gatherings, radio broadcasts and the internet, youth groups created awareness on harmful practices and the negative impacts of SGBV, especially for girls and women with disabilities.

Challenges remain on the implementation of the peace agreement. Especially demanding is the implementation of the key clause aimed at preventing violence against women and girls, as stipulated in the peace agreement. Additionally, implementing chapter V of the agreement on transitional justice, as well as committing to chapter I on women's representation, have proven to be difficult.

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## HUMANITARIAN EFFORTS

In 2021, the Norwegian Embassy in Juba contributed NOK 61 million to the Food and Agriculture Organization of the UN (FAO) Emergency and Resilience programmes (**outcome 4.1**). The FAO also collaborated with the UN Population Fund (UNFPA)/World Food Programme, UNICEF, the UN Refugee Agency, the International Organization for Migration/Rapid Response Fund and the South Sudan Humanitarian Fund (SSHF) to build resilience and improved nutrition for women. Some 3 500 malnourished women and children were treated and discharged from UNICEF-operated nutrition centres.

The livelihoods of the most vulnerable households have been protected. The nutritional status of women and children has also been improved by promoting school gardens and nutrition-sensitive agriculture.

The FAO promotes women's involvement in all stages of the project cycle, in accordance with the requirements of the American Academy of Pediatrics (AAP) and the Inter-Agency Standing Committee. It also has a complaint mechanism for beneficiaries, including those at grassroots level. In addition, the FAO prioritises partnering with women-led organisations in agriculture and has women at the forefront of most grassroot-level community advisory boards, water management committees and community animal health advisers.

Seventy-one partners were trained in how to apply concepts for protection from sexual exploitation and abuse (PSEA), tailored to local contexts and needs, in line with good AAP practices. Some 300 gender-based violence (GBV) safety audits were completed. PSEA policies were put in place, including the recruitment of 10 gender officers to operationalise the FAO's policy on women empowerment.

Since the support to the FAO has been a project characterised by a mixed-programme approach to emergency, humanitarian and resilience efforts, it has been difficult to obtain a sustained result on women's empowerment.

The Norwegian Embassy in Juba contributed NOK 35 million to the UNFPA South Sudan Country Programme in 2021. Other donors to the Programme include Sweden, Canada, the Central Emergency Response Fund, EU/European Civil Protection and Humanitarian Aid Operations, the Swiss Agency for Development and Cooperation, the UN Foundation and the SSHF.

In its work with the Country Programme, Norway's support focused on gender equality and women's empowerment, specifically on sexual and reproductive health rights (SRHR) and the prevention of and response to GBV and harmful practices, especially child marriage. Here, the UNFPA provides capacity building and advocacy efforts to facilitate women's involvement as beneficiaries as well as actors at the individual and structural level. Additionally, 1 000 stakeholders (line ministries, cultural and religious leaders) have been provided with information on comprehensive sexual education.

Awareness about SRHR contributes to increasing women's involvement and informing their reproductive health choices at the individual, family and community level. As a result, adolescents and young people (both girls and boys) are better able to make informed decisions on their SRHR and to participate in the planning, implementation and evaluation of peacebuilding, development and humanitarian policies and programmes.

A menstrual health management guide has been developed. Some 20 000 stakeholders, such as teachers, school administrators, religious leaders, young people, mothers and community leaders have benefited.

Norway has worked to increase multi-sectoral and government capacity to prevent and respond to GBV and harmful practices, including child marriage, by engaging multiple stakeholders, including civil society, faith-based organisations and men and boys, to prevent and address SGBV and child marriage. Over 57 150 people have been reached with all types of GBV services, and 250 parliamentarians have been trained in or informed about SRHR, GBV, and peace and development issues.

One challenge is the rather slow take-off on functionality of the government structures, which has also led to a slowing down of the coordination of multi-sectoral mechanisms in response to GBV. Increased insecurity has limited programme staff from accessing sites.

## SYRIA

The situation for women in Syria in 2021 continued to be dire, and it remains one of the world's most challenging contexts for women. The Women, Peace and Security (WPS) Index is developed to measure women's inclusion, justice and security in 170 countries. In 2021, Syria ranked as 169. Another comparative study, the Global Gender Gap Index, assesses gender-based gaps along four key dimensions (economic participation and opportunity, educational attainment, health and survival, and political empowerment). Syria ranked 152 of the 156 countries examined in 2021.

Although it is difficult to obtain reliable data about the extent of sexual and gender-based violence (SGBV) in Syria, there is reason to believe that the problem is widespread. In addition to the conflict and the pandemic, the deteriorating economic situation for the population and the rise in unemployment are highly likely to further worsen the situation. Violence within families remains a major problem. Child labour and child marriage are used as coping mechanisms.

Moreover, women have a weaker status compared to men in different legal areas. Laws that protect women against violence need to be strengthened, and the children of Syrian women are not granted citizenship if their father is non-Syrian.

During the past year, UN Women, with support from Norway, has continued its gender advisory services to the Office of the Special Envoy for Syria and also provided support to the Syrian Women's Advisory Board (WAB). The 17 Syrian women on the WAB are selected to ensure the widest possible representation and act as a sounding board for the UN Special Envoy. Their regular discussions give the Special Envoy an indication of where the problems lie and where possible solutions may be found, also in the work of the Syrian-led Constitutional Committee (CC), which is an important part of Resolution 2254 on a political solution in Syria. Norway will continue to support the WAB and advocate for strengthening their role.

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### PEACE AND RECONCILIATION PROCESSES

The Norwegian Ministry of Foreign Affairs continues to support UN Women's work to increase Syrian women's participation in the Syrian peace process (**outcome 1.1**). Likewise, the Norwegian Centre for Conflict Resolution continues to facilitate the Civil Society Support Room by providing support. In different ways, these partnerships contribute to women's participation in and influence on the ongoing peace processes. The Norwegian Embassy in Damascus, currently based in Beirut, appreciates and benefits from contact with many of the women involved through these mechanisms. Norway also supports some additional peace and reconciliation projects where WPS is a key aspect.

The UN Women programme aims to empower Syrian women to participate meaningfully in political processes for peace and reconciliation and to ensure a sustainable peace that integrates Syrian women's perspectives, rights and needs. The cornerstones of this effort are support for the WAB and dialogues among Syrian women across different groups/ locations/regions and political affiliations in and outside Syria.

The UN-facilitated political process is focused on the work of the CC. This may be a door-opener for the wider process. The CC consists of 150 members, of whom 45 are part of a smaller drafting committee. Women make up 28 % of the CC's members. The smaller drafting committee includes 13 women, which accounts for 28.9 % of the membership. This represents unprecedented levels of women's representation in the political process, in both Syria and the broader Middle East region. A substantial proportion of the women now involved in the CC have been involved in UN Women's activities over the past few years, which might indicate that UN Women has mobilised influential women and/or enabled these women to play a role in the current proceedings.

The Norwegian Ministry of Foreign Affairs organised a meeting between the WAB and the Nordic Women Mediators network in February 2021. Officials from the Ministry and the Norwegian Embassy met separately with WAB delegates in October and September.

The CC is unprecedented in its diversity, both in the broader group and the smaller drafting committee. Further, the existence of the middle third bloc, although it has been challenged, has opened up for new ways of working and has resulted in less traditional negotiation structures. Within Syria, dialogue and work continue at the community level to find pathways for a viable future and for building trust. This includes efforts to maintain spaces for independent CSOs and to support and increase tolerance of rights – including women’s rights and gender equality.

The COVID-19 situation made it difficult for the WAB to meet in person. Due to COVID-19, as well as safety concerns, it has been difficult for the WAB to engage in outreach activities within Syria. It is becoming increasingly vital for UN Women to prioritise the security of women peacebuilders.

Reference is made to the aforementioned partnership with UN Women (**outcome 2.1**). The WAB underwent a rotation in 2019 and the new group needed to get to know each other and establish a working relationship. They discussed religion and the women’s rights agenda. They also addressed a number of other sensitive topics, including reconstruction, the return of refugees and internally displaced people, participation of underrepresented groups in the political process, diplomatic relations and ISIL family members. This is in its own right a contribution to ensuring that the perspectives of both women and men are reflected in ongoing conversations.

When the CC was established, an analysis was carried out of the plenary speeches. The themes of gender, women’s rights, and equal citizenship came up 17 times. Some of the women present had been supported through the work of UN Women. In the drafting committee, some of the present and former WAB members actively drew links to the women’s rights agenda during every discussion point. UN Women also worked on a systematic gender analysis of the conflict for the use of various stakeholders. New partnerships were formed in 2021 and improved relations were noted in some areas, but COVID-19 also hindered direct contact and prevented planned activities from being held.

## AFRICAN UNION

The African Union (AU) continues to strengthen its Women, Peace and Security (WPS) work, promoting the agenda through continental policies and follow-up at the level of the member states. Several key structures contribute to WPS work in the AU. These include the Women, Gender, Peace and Security Programme and the Network of African Women in Conflict Prevention and Mediation (FemWise-Africa).

The appointment of a Special Envoy on WPS in 2014, Bineta Diop, has made a difference to the work of the AU Commission (AUC). At the 2022 AU Summit, the AUC Chairperson, Moussa Faki Mahamat, stated in his opening remarks that the Special Envoy should become a permanent structure within the Commission.

Norway has a long-standing strategic partnership with the AU, and WPS is one of the priority areas. Norway actively promotes the agenda through initiatives related to peacekeeping, peacebuilding and mediation. In 2021, support was channelled through the AU-Norway Strategic Partnership Agreement, from which funding has been allocated to the Office of the Special Envoy and the Women, Gender, Development and Youth Directorate. Support was also provided to promote the WPS agenda via Norway’s partnership with the UN Office to the AU (UNOAU), the Training for Peace programme, as well as operationalisation of FemWise-Africa through the Norwegian Refugee Council.

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## ADDITIONAL REMARKS

Norway’s support to the Office of the Special Envoy on Women, Peace and Security (WPS) has contributed to greater awareness and stronger implementation of the WPS agenda in Africa. As many as 80 % of the AU member

states have agreed to report on activities related to their National Action Plans (NAPs) for the purpose of removing obstacles to women's full participation in peace efforts in Africa. In addition to Norway, Canada, Denmark, Germany, Ireland, Luxemburg and the US support the agenda which has led to the institutionalisation of the Special Envoy within the African Union Commission (AUC).

In 2021, Norway supported missions of the Special Envoy at AUC headquarters, the regional economic commissions and member states. Additionally, Norway supported the meeting with member states and stakeholders, where the 2020 Report of the Chairperson of the AUC on the Implementation of the WPS Agenda in Africa was launched (**outcome 1.1**). This was the second report based on progress reports on WPS by member states and regional economic communities, developed using the Continental Results Framework that was launched in 2019. Norway also worked to support the AU's efforts to develop NAPs on WPS for member states. Here, national consultations have been adopted as a strategy.

Special Envoy Diop participated in a number of workshops to promote the WPS agenda in 2021. She hosted the second Africa Forum on WPS virtually in December, where participants included stakeholders on the implementation of the agenda in Africa, the Centres of Excellence, as well as women's and youth organisations. In October, she made a statement to the UN Security Council Open Debate on the WPS agenda in commemoration of the 21st anniversary of Resolution 1325 (2000). She also made a statement to the AU Peace and Security Council's 1052nd session to commemorate Resolution 1325 and its implementation in Africa.

Norwegian support to the Office of the Special Envoy gives Special Envoy Diop the flexibility to undertake visits and plan meetings. In relation to women's participation in the implementation of peace agreements (**outcome 2.1**), Special Envoy Diop participated in high-level forums such as the UN General Assembly, the UN Commission on the Status of Women and AU Summits. She also participated in a conference for heads of state on positive masculinity (**outcome 3.2**). This was the first initiative to hold a meeting on this subject, and it was spearheaded by the Democratic Republic of the Congo. Finally, the Special Envoy carried out visits to Mozambique to talk with and give hope to survivors, as well as carrying out a digital visit to Mali to meet with stakeholders and survivors (**outcome 4.2**).

The Special Envoy has had the opportunity to visit more countries in 2021. During her visit to Somalia, she was able to promote and influence peace processes and women's participation, as well as addressing violence against women. In the AU, there is a zero-tolerance policy on all forms of violence against women and girls, and the AU continues to train its personnel in peacekeeping missions to uphold this policy.

During 2021, the UNOAU produced 18 episodes of the 'She Stands for Peace' podcast series that explored various aspects of the WPS agenda with key stakeholders. High-level leaders of the UN, AU and other organisations shared their experiences, as well as young and seasoned African women who are implementing the WPS agenda in their respective communities and countries. The UNOAU's podcasts contributed to raising awareness about the WPS agenda, its achievements and its challenges.

Norway was involved in the coordination of the African Women Leaders Network. Their meeting in March 2021 took stock of ongoing efforts by national chapters to respond to the COVID-19 pandemic and the advancement of women's participation and leadership in decision-making. There has also been a strengthening of the FemWise-Africa secretariat and operationalisation of the FemWise-Africa network. For instance, the deployment of FemWise-Africa members strengthened women's participation in the political transition in Chad.

Efforts in 2021 were also subject to challenges. Despite progress in certain areas, we note that work at local and grassroots level needs to be further strengthened to achieve broad-based ownership and actual implementation. Data-collection capacity on policy at country level is also considered a challenge. Finally, ongoing institutional reform of the AUC, combined with the COVID-19 pandemic, has caused delays in the implementation of all programmes.

The Norwegian Agency for Development Cooperation (Norad) managed 18 partner agreements that either had Women, Peace and Security (WPS) as the main objective (10 agreements) or as an element in a wider programmatic focus (8 agreements) in 2021. Norad's civil society WPS portfolio is focused on the first two priority areas of the National Action Plan (NAP) on WPS:

1. **Peace and reconciliation processes** are comprised of initial peace discussions, ongoing negotiations, localised mediation or informal Track 1.5/2. The priority area has two separate outcomes: one concerning women's participation and the other concerning safeguarding the rights of women and men.
2. **Implementation of peace agreements** refers to situations where there is a peace agreement or ceasefire in place and where support is provided for implementation of the agreement. The priority area has two separate outcomes: one concerning women's participation and the other concerning safeguarding the rights of women and men.

In addition, several of Norad's partner organisations carry out work related to **sustaining peace**, here referring to women's participation and the integration of the gender perspective in conflict prevention and the work for sustainable peace.

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### PEACE AND RECONCILIATION PROCESSES

Four organisations<sup>6</sup> contributed to **outcome 1.1**, peace and reconciliation processes facilitate participation by women, in Yemen and Afghanistan. Five organisations<sup>7</sup> contributed to **outcome 1.2**, safeguarding of the rights of both women and men in implementation of peace agreements. All of these organisations had targeted WPS support, with interventions in Colombia, Afghanistan, Yemen, Syria og Libya. Some of the narrative reporting from the organisations is included here.

In Yemen, the Women's International League for Peace & Freedom (WILPF) supported the organisation of the High-level Virtual Yemen Feminist Peace Convening (which included civil society, political leaders and national counterparts, G19 ambassadors and sponsors of the peace process, Track II partners and UN representatives) to inform policies towards the peace process. A final communique was shared and a vote was held to endorse the recommendations. A full convening report was drafted.

In Afghanistan, the Norwegian Afghanistan Committee trained connectors, community elders, religious leaders, CSO members, teachers and *shura* members in inclusive dialogue and conflict transformation strategies. Conflict transformation strategies at community and household level and the essence of the dialogue approach were beneficial for women and young people, who are often excluded from decision-making. As a result, 76.3 % of the respondents who benefited from training reported that the training had improved their relationships with other community members, while 43.3 % reported improved ability to mobilise other community members. In addition, 76.8 % reported improvements in the peaceful transformation of conflict within their communities.

Several organisations reported that women were visible in the media as experts and survivors in peace and reconciliation processes. In Colombia, the Global Network of Women Peacebuilders (GNWP) reported that the media generated awareness of the importance of women's participation in ongoing peace processes and peace agreement implementation, and International Media Support (IMS) reported that especially women's voices from excluded groups in conflict-affected areas were at the forefront in media content on conflict and peace. Editorial Guidelines for Gender and Conflict-sensitive Reporting were used by journalists and media houses.

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<sup>6</sup> WILPF, Norwegian Afghanistan Committee, Norwegian Church Aid and CARE.

<sup>7</sup> The Nobel Women's Initiative (NWI), GNWP, the Berghof Foundation, WILPF and IMS.

Women social leaders together with the largest newspaper in the country produced stories of resistance, peace and conflicts.

Women's organisations contributed to awareness of conflict-related sexual and gender-based violence (SGBV) in peace and reconciliation processes. WILPF reported that discussions with Syrian partners on accountability and women's participation in litigation focused on universal jurisdiction in litigation and the role of women human rights lawyers in case-building, especially in relation to violence against women and SGBV. Awareness of the value of Syrian women as local mediators in the context of SGBV was raised. In Yemen, the NORDEM Programme supported deployment of expertise to the Yemeni Government on the implementation of its NAP on Resolution 1325. The initiative provided guidance and capacity building to Yemeni ministries and institutions. The experts deployed will continue supporting ongoing efforts to build partnerships among all relevant stakeholders, including civil society partners, and also contribute to the development of a NAP communication plan.

There were several challenges reported by the organisations. Decision-makers sometimes try to limit space for women to take on leadership roles, such as those of mediating peace between conflicting parties. Issues around security and fear of reprisals against family members also limit women's participation in some cases. In other instances, there is a lack of political will at national level to support sustainable and inclusive peace. Women are mainly trained as local stakeholders who may contribute during conflict-sensitive analysis and consultations, but less in decision-making processes. Further, as women gain increased visibility, for instance through advocacy, they will at times come under attack and receive increased threats on and offline.

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## IMPLEMENTATION OF PEACE AGREEMENTS

Six organisations<sup>8</sup> contributed to **outcome 2.1**, three with integrated WPS elements and three international organisations with targeted WPS support. The organisations carried out activities in Mali, South Sudan, Palestine, the Philippines, Colombia and at global level. Eight organisations<sup>9</sup> contributed to **outcome 2.2**, four with integrated WPS elements and four international organisations with targeted WPS support. These organisations carried out activities in South Sudan, Colombia, the Philippines, Palestine, Mali and at global level. Some of the narrative reporting from the organisations is included here.

The Norwegian Refugee Council (NRC) reported that in Mali, local women's organisations received practical tools to manage alerts and participate in conflict resolution in their communities, including issues related to girls' education and peaceful attitudes in negotiations with the parents of girls ranging from 7 to 17 years old. The women held local authorities accountable for implementation of local decisions aimed at reducing violence against women and girls. Women played a role in enrolling and keeping girls in schools, conducted sensitisation sessions, participated in community dialogue, provided information and counselling sessions to adolescent girls and boys to reduce violence and tension, and supported schools to resolve conflicts between teachers and school directors. Further, local women's organisations were involved in the implementation of community agreements relating to girls' education and protection against violence and early marriage. NRC staff who facilitate mediation training for local stakeholders in Mali were trained in protection from sexual exploitation and abuse (PSEA) in order to prevent or combat gender-based violence (GBV). This also helped them to incorporate gender dimensions into programming and, in particular, to make sure affected people, mainly women and girls, were protected against sexual exploitation and abuse.

Norwegian Church Aid reported that in South Sudan, through leadership training for local women in conflict contexts and women faith mediators, and the establishment of local peace committees and women's peace committees, women were engaged in local mediation and implementation of local peace agreements. Violence

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<sup>8</sup> NCA, YGlobal, GNWP, Legal Action Worldwide (LAW), FOKUS and WILPF.

<sup>9</sup> YGlobal, FOKUS, NCA, the Berghof Foundation, IMS, GNWP, WILPF and NRC.

was reduced in several hotspots. Further, the Forum for Women and Development (FOKUS) reported that young women leaders who had received training met with the senior adviser in gender in the Intergovernmental Authority on Development in South Sudan to advocate on the 35 % quota for women's participation, enactment of the family law, and awareness on trauma and its effects on young women in the Gumbo refugee camp. The women presented the issue of non-implementation of the 35 % quota for women leadership in the South Sudan peace agreement to the African Union-hosted Africa Forum on WPS.

In the Philippines, the GNWP reported that local women's organisations, including Young Women Leaders for Peace, local government units and national police, generated broad-based support for the Organic Law for the Bangsamoro Autonomous Region of Muslim Mindanao and the Regional Action Plan for Resolution 1325. Online training in capacity building for young women, LGBTQI+ youth and male gender-equality allies was organised. Technical working groups for the localisation of the WPS resolution and community protection addressed the conflict and increased violence during the COVID-19 pandemic. Women advocated for peacebuilding and conflict prevention in local councils, including efforts by village and municipal peace and order councils, which are primary local peacebuilding mechanisms, to end violence against women. Gender-sensitive strategies were developed to mediate and counter radicalisation and recruitment by violent extremist groups in communities. Local women peacebuilders developed advocacy plans to hold the local security sector, local government leaders and non-state armed groups accountable for the implementation of the Comprehensive Agreement on Respect for Human Rights and International Humanitarian Law. Online meetings gave local women peacebuilders an opportunity to present recommendations, experiences and priorities to global policymakers. The women presented best practices in using ICT and digital technology to advocate for gender equality and sustainable peace in the online event.

In Colombia, the GNWP reported that local women peacebuilders presented their recommendations to local, national and regional authorities, the security sector and other key actors. Local Colombian women peacebuilders briefed global policymakers. Monthly publications that address women's leadership, different types of abuse and gender-based discrimination were disseminated in social media. Further, the Berghof Foundation reported that a platform had been created for women, including women ex-combatants, to discuss and review implementation of the peace agreement in relation to economic, political and social reincorporation. The women are in the process of developing a critical review of the implementation of the gender aspects of the DDR programme.

FOKUS reported that in Colombia, conflict-affected women received legal, medical and psychosocial assistance, and women were trained in transitional justice (TJ) mechanisms. Cases of sexual violence, land dispossession and violence against indigenous women and the LBT population were filed with TJ mechanisms. Meetings/dialogues took place between the TJ mechanisms and women survivors of sexual violence, the LBT population, victims of land dispossession and forced displacement, and indigenous women. Twelve rulings were made in favour of women victims of the armed conflict in the period 2019–2021. Women's organisations monitored policies concerning the implementation of measures on gender and the LBT population in the peace agreement and provided evidence of the lack of a national approach to follow up specific consequences of the conflict for the LBT population and the role of women to demand implementation.

Women were promoted in the media as experts and survivors in the implementation of peace agreements. YGlobal reported on an increase in the number of visits to 'InterviewHer', a global online database that helps connect the media with women experts on conflict, peace and security. Currently the database has a total of 127 women experts who received 22 944 visits in 2021, a substantial increase from 10 900 in 2020. In the Philippines, the GNWP reported that the media generated awareness of the importance of women's participation in peace processes and peace agreement implementation. Journalists were encouraged to produce content to shift the dominant perception of women as victims to agents of change. Journalists had the capacity to conduct gender-responsive reporting on peace processes, peace agreement implementation and COVID-19. Radio programmes reaching about 20 million people highlighted the response of women

peacebuilders to COVID-19, women's economic empowerment, indigenous women's rights, the rights of children and the prevention of human trafficking during the pandemic.

Despite the progress made, the organisations reported several challenges in the implementation of efforts to realise **outcomes 2.1** and **2.2**. For instance, there were reports of women facing security risks and risks of reprisals, as well as obstacles from decision-makers in communities who were trying to limit women's space to take on leadership roles, such as those of mediating peace. Other challenges related to the lack of integration of gender dimensions in formal systems and processes, and the lack of inclusion in the implementation processes of peace agreements.

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## SUSTAINING PEACE

Ten of Norad's partner organisations<sup>10</sup> reported on work related to sustaining peace, with reference to women's participation and the integration of the gender perspective in conflict prevention and the work for sustainable peace. Six of these organisations had integrated WPS elements in their work, while four international organisations contributed with targeted WPS support. The organisations carried out activities in Nigeria, Myanmar, Ethiopia, Iraq and at the global level. Among the activities were efforts to support women and women's organisations to build capacity, prevent conflicts and influence lasting peace at local and national level; efforts to promote women in the media as experts and survivors at local, national and international level, to prevent conflict and influence lasting peace; and efforts to prevent SGBV and safeguard the sexual and reproductive health and rights of girls and women. Two narrative reports from Nigeria and Ethiopia are highlighted below.

In Nigeria, the West Africa Network for Peacebuilding (WANEP) reported that women advocated for women's inclusion in peacebuilding and decision-making processes in their communities. Community women were integrated into the Women's Mediation Network in Bauchi State and engagement in peace and youth initiatives in local communities expanded. In Borno State, a group of young women (Baraka Da Zuwa Girls) – former sex slaves to the insurgents – were rehabilitated. The cooperative helped reintegrate the young women back into their communities and empowered them economically. Women's groups raised awareness regarding the rising incidence of SGBV in their communities. SGBV referral pathways were made available to women within local communities, so that they would know who to call in cases of sexual abuse or violence. Webinars were held to sensitise people to the existing SGBV laws.

In Ethiopia, Norwegian Church Aid reported that women mediators in hot spots had received training to set up local gender-balanced peace committees. Several of the women were engaged in local mediation work. Local community-level engagement received the attention of government bodies and armed opposition groups, which recognised the work and inputs of the local peace committees. The Women's Peace Forum in Bale received a certificate of registration from the local government and the mayor drew on the forum's inputs on land management.

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<sup>10</sup> WANEP, WILPF, the Berghof Foundation, CARE, NCA, IMS, NWI, YGlobal, Internews and NORCAP.

# APPENDIX

## 1. PEACE AND RECONCILIATION PROCESSES

EXPECTED RESULT	INDICATOR	BASELINE 2018	2019	2020	2021
<b>Outcome 1.1: Peace and reconciliation processes facilitate participation by women in all phases.</b>	a) Percentage of women in UN mediation teams, at different levels.	Number: 19 <sup>11</sup> in six processes	39 %	40 %	Figures unavailable
	b) Percentage of women in the parties' delegations to formal peace negotiations where Norway has a formal role.	23 % (22.5 %)	22 % (22.3 %)	10 % (9.9 %)	14 % (13.7 %) <sup>12</sup>
	c) Percentage of formal peace and reconciliation processes in which Norway has a formal role, where inclusion mechanisms for a formalised dialogue with women in civil society/civil society organisations have been established.	60 % (3 of 5)	33 % (2 of 6) <sup>13</sup>	50 % (2 of 4) <sup>14</sup>	33 % (1 of 3)
<i>Output 1.1.1: Norway helps to ensure that parties to negotiations and mediators include women.</i>	a) Percentage of women who participate in Norwegian peace and reconciliation teams.	34 % total  40 % in formal processes  30 % in early dialogue initiatives	37.3 % total  36 % (8/22) in formal processes  38 % (14/37) in early dialogue initiatives  42.2 % women in teams, on average	44.4 % total  37.5 % (12/32) in formal processes  54.5 % (12/22) in early dialogue initiatives  40 % women in teams, on average	55.6 % total  47.1 % (8/17) in formal processes  70 % (7/10) in early dialogue initiatives
	b) Percentage of peace processes in which Norway has a				

<sup>11</sup> Unable to obtain results as a percentage for 2018.

<sup>12</sup> Please note that this is a mean percentage as the number of people involved in the Afghan process varied.

<sup>13</sup> Two of three active processes throughout the year (67 %).

<sup>14</sup> Two of four active processes throughout the year (50 %).

	formal role, where it works strategically to ensure women's participation in negotiation and mediation delegations.	75 % (3 of 4 processes)	75 % (3 of 4 active processes)	100 % (4 of 4 active processes) <sup>15</sup>	100 % (3 of 3 processes)
	c) Percentage of peace and reconciliation processes in which Norway is involved in an early phase, where Norway works strategically to prepare the ground for women's participation.	60 % (6 of 10)	73 % (8 of 11)	42.8 % (3 of 7)	50 % (2 of 4)
	d) Percentage of peace and reconciliation funds earmarked for women's rights and gender equality as: i) the principal objective; and ii) a significant objective. <sup>16</sup>	Principal objective: 9 % (NOK 41 million)  Significant objective: 29 % (NOK 126 million)	Principal objective: 7 % (NOK 31 million)  Significant objective: 20 % (NOK 86 million)	Principal objective: 10 % (NOK 43 million)  Significant objective: 28 % (NOK 118 million)	Principal objective: 9 % (NOK 35 million)  Significant objective: 55 % (NOK 221 million)
<i>Output 1.1.2: Norway helps to ensure that women's organisations have the capacity and opportunity to participate in peace and reconciliation processes.</i>	a) Percentage of peace and reconciliation processes in which Norway has a formal role, where Norway: i) supports participation by women's organisations; ii) politically and diplomatically; iii) financially; and iv) by providing technical assistance.	i) 5/5 ii) 4/5 iii) 4/5 iv) 2/5	i) 5/6 ii) 5/6 iii) 5/6 iv) 4/6	i) 3/4 ii) 3/4 iii) 1/4 iv) 3/4 <sup>17</sup>	i) 3/3 ii) 2/3 iii) 2/3 iv) 1/3
	b) Percentage of dialogue initiatives in an early phase where Norway has	30 % (3 of 10)	36 % (4 of 11)	71.4 % (5 of 7)	25 % (1 of 4)

<sup>15</sup> One of the processes included informal talks only in 2020, while another was only formalised at the end of the year; thus, while Norway works strategically with regard to inclusion issues, the results were very limited.

<sup>16</sup> Note that 1.1.1d) and 1.2.1b) are identical.

<sup>17</sup> In one of the processes, Norway supports organisations which promote women's rights, however, they are not defined as women's organisations *per se*.

	identified women's organisations or groups that can play a role in a resultant process.				
<b>Outcome 1.2: Peace and reconciliation processes facilitate respect for the rights, needs and priorities of both women and men.</b>	Percentage of peace agreements in processes where Norway has a formal role, that ensure the following for both genders: 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.	1 agreement: 100 % i) 1/1 ii) 1/1 iii) 1/1 iv) 1/1	2 agreements: 0 % i) 0/2 ii) 0/2 iii) 0/2 iv) 0/2	No new agreements in 2020	No new agreements in 2021
<i>Output 1.2.1: Norway helps to ensure that parties to negotiations and mediators have sufficient capacity to integrate the gender perspective.</i>	a) Percentage of peace and reconciliation processes in which Norway has a formal role that addresses the following for both genders: i) political rights; ii) economic rights; iii) protection against sexual and gender-based violence; and iv) due process protection.	i) 4/5 (80 %) ii) 2/5 (40 %) iii) 2/5 (40 %) iv) 2/5 (40 %)	i) 3/6 (50 %) ii) 3/6 (50 %) iii) 3/6 (50 %) iv) 3/6 (50 %)	i) 2/4 (50 %) ii) 2/4 (50 %) iii) 1/4 (25 %) iv) 2/4 (50 %)	i) 2/3 (66.7 %) ii) 2/3 (66.7 %) iii) 3/3 (100 %) iv) 1/3 (33.3 %)
	b) Percentage of peace and reconciliation funds earmarked for women's rights and gender equality as: i) the principal objective; and ii) a significant	Principal objective: 9 % (NOK 41 million)  Significant objective: 29 % (NOK 126 million)	Principal objective: 7 % (NOK 31 million)  Significant objective: 20 % (NOK 86 million)	Principal objective: 10 % (NOK 43 million)  Significant objective: 28 % (NOK 118 million)	Principal objective: 9 % (NOK 35 million)  Significant objective: 55 % (NOK 221 million)

	objective.				
<i>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.</i>	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.	60 % (3 of 5)	67 % (4 of 6)	83 % (5 of 6) <sup>18</sup>	67 % (2 of 3)
<b>OPERATIVE GOALS</b>	<b>INDICATOR</b>	<b>BASELINE 2018</b>	<b>2019</b>	<b>2020</b>	<b>2021</b>
<b>Operative goal 2: Increased competence/capacity in relation to women, peace and security among Norwegian personnel involved in peace and security work.</b>	3) Percentage of members of Norwegian facilitation teams who have been given training or have further developed their competence in relation to women, peace and security during the year.	23 % (11 of 47)	34 % total  Formal processes: 18 %  Early dialogue initiatives: 43 %	33 % total  Formal processes: 31 %  Early dialogue initiatives: 36 %	29.5 % total  Formal processes: 41.2 %  Early dialogue initiatives: 22.2 %
<b>Operative goal 3: Plans and procedures are geared to integrating women, peace and security in peace and security efforts.</b>	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.	80 % (4 of 5)	100 % (5 of 5)	75 % (3 of 4)	66.7 % (2 of 3)
	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.	60 % (6 of 10)	55 % (6 of 11)	71 % (5 of 7)	50 % (2 of 4)

<sup>18</sup> Only four processes were active in 2020.

	8) Percentage of facilitation teams that have appointed a person with particular responsibility for following up women, peace and security.	100 % (4 of 4)	100 % (5 of 5)	100 % (4 of 4)	100 % (3 of 3)
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## 2. IMPLEMENTATION OF PEACE AGREEMENTS

EXPECTED RESULT	INDICATOR	BASELINE 2018	2019	2020	2021
<b>Outcome 2.1</b> <b>Women's participation is facilitated in the implementation of peace agreements.</b>	Percentage of implementation in which Norway is involved that includes women in key implementation mechanisms.	2 of 4 processes: 1-5 %  2 of 4 processes: 10-30 %	3 of 5 processes: 1-5 %  2 of 5 processes: 10-30 %	1 of 5 processes: 1-5 %  1 of 5 processes: 5-10 %  2 of 5 processes: 10-30 %  1 of 5 processes: 30-50 %	1 of 3 <sup>19</sup> processes: 1-5 %  2 of 3 processes: 10-30 %
<i>Output 2.1.1</i> <i>Norway contributes to ensuring that the authorities, the UN and regional actors have sufficient capacity to include women in the implementation of peace agreements.</i>	a) Percentage of implementation processes in which Norway is involved, where Norway assists: a) the authorities; b) the UN; or c) any regional actors; either: i) politically and diplomatically; ii) financially; or iii) technically, in order to ensure that women participate in the implementation of the peace agreement.	100 %  The authorities: i) 4/4 ii) 2/4 iii) 1/4  The UN: i) 4/4 ii) 4/4 iii) 2/4  Any regional actors: i) 3/4 ii) 4/4 iii) 1/4	100 %  The authorities: i) 5/5 ii) 3/5 iii) 1/5  The UN: i) 5/5 ii) 5/5 iii) 3/5  Any regional actors: i) 3/5 ii) 3/5 iii) 0/5	100 %  The authorities: i) 5/5 ii) 3/5 iii) 0/5  The UN: i) 5/5 ii) 5/5 iii) 1/5  Any regional actors: i) 4/5 ii) 4/5 iii) 2/5	100 %  The authorities: i) 2/4 ii) 2/4 iii) 1/4  The UN: i) 3/4 ii) 4/4 iii) 0/4  Any regional actors: i) 2/4 ii) 2/4 iii) 1/4

<sup>19</sup> Reporting for 2021 is limited to 4 of the 5 active processes, as reports from Mozambique were unavailable at the time. Regarding Outcome 2.1, it was impossible to provide an accurate number of women involved in the process in Colombia. Therefore, it will not be included in Outcome 2.1.

<b>Outcome 2.2</b> <b>When implementing peace agreements, steps are taken to safeguard the rights of both women and men.</b>	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.	0 % (0 of 4)	25 % (1 of 4) The fifth has no such clauses	25 % (1 of 4) The fifth has no such clauses	25 % (1 of 4)
	b) Percentage of implementation processes in which Norway is involved, where women's rights, needs and priorities are followed up in the peace agreement's (general) clauses.	50 % (2 of 4)	40 % (2 of 5)	20 % (1 of 5)	75 % (3 of 4)
<i>Output 2.2.1</i> <i>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.</i>	a) Percentage of implementation processes in which Norway is involved, where Norway assists: a) the authorities; b) the UN; or c) any regional actors; either: i) politically and diplomatically; ii) financially; or iii) technically, in order to ensure that the gender perspective is integrated in the implementation of the peace agreement.	100 %  The authorities: i) 4/4 ii) 2/4 iii) 2/4  The UN i) 4/4 ii) 4/4 iii) 2/4  Any regional actors: i) 3/4 ii) 4/4 iii) 2/4	100 %  The authorities: i) 5/5 ii) 2/5 iii) 2/5  The UN: i) 4/5 ii) 5/5 iii) 2/5  Any regional actors: i) 4/5 ii) 3/5 iii) 2/5	100 %  The authorities: i) 5/5 ii) 1/5 iii) 0/5  The UN: i) 5/5 ii) 5/5 iii) 2/5  Any regional actors: i) 4/5 ii) 4/5 iii) 3/5	100 %  The authorities: i) 2/4 ii) 2/4 iii) 1/4  The UN: i) 4/4 ii) 4/4 iii) 1/4  Any regional actors: i) 2/4 ii) 2/4 iii) 1/4
<i>Output 2.1.1/2.2.1</i> <i>Norway helps to ensure that women's organisations have the capacity to stand up for</i>	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	75 % (3 of 4)	100 % <sup>20</sup> (4 of 4)	100 % (5 of 5)	100 % (4 of 4 processes)

<sup>20</sup> As Norway did not support civil society in Mozambique in 2019, reporting is limited to the 4 processes that did receive support.

<i>women's rights, needs and priorities in connection with the implementation of peace agreements.</i>	implementation process by providing: i) political and diplomatic assistance; ii) financial assistance; or iii) technical assistance.	i) 3/4 ii) 4/4 iii) 2/4	i) 4/4 ii) 4/4 iii) 1/4	i) 4/5 ii) 5/5 iii) 1/5	i) 2/4 ii) 3/4 iii) 0/4
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### 3. OPERATIONS AND MISSIONS

EXPECTED RESULT	INDICATOR	BASELINE 2018	2019	2020	2021
<b>Outcome 3.1:</b> <b>International operations and missions facilitate participation by women.</b>	a) Percentage of women in UN operations and missions.	4.2 % (3 322 of 79 399)	5.1 % (3 878 of 75 856)	7 % (5 740 of 82 000)	7.3 % (5 621 of 77 424)
	b) Number of women in leading positions in international operations and missions.	MoD: 1 MoJ: 3	MoD: 7 MoJ: 4	MoD: 5 MoJ: 2	MoD: X MoJ: 2
<i>Output 3.1.1</i> <i>Norway helps to ensure that international operations and missions include women.</i>	a) Percentage of women in Norwegian contributions to international operations and missions.	MoD: 10.5 % (101 of 964)  MoJ: 41 % (12 of 29)	MoD: 12.9 % (131 of 1 071)  MoJ: 35 % (8 of 25)	MoD: 11.5 % (137 of 1 195)  MoJ: 36.6 % (8 of 21)	MoD: 8.4 % (63 of 752)  MoJ: 30 % (7 of 23)
	b) Number of operations in which Norwegian armed forces are involved and where capacity building of women in the security sector is included.	1	2 (of 11 operations)	1 (of 13 operations)	0 (of 12 operations)
<b>Outcome 3.2</b> <b>International operations and missions facilitate the safeguarding of the rights, needs and priorities of both women and men.</b>	Percentage of UN operations that have a 'gender adviser' as part of the leadership of the operation.	33 % (7 of 21)	53.8 % (7 of 13)	53.8 % (7 of 13) <sup>21</sup>	75 % (9 of 12)

<sup>21</sup> Updated numbers not available from the UN.

<p><i>Output 3.2.1</i></p> <p><i>Norway helps to ensure that international operations and missions have sufficient capacity to integrate the gender perspective.</i></p>	<p>a) Number and nationality of persons who have received training in the gender perspective at the <i>Nordic Centre for Gender in Military Operations</i>.</p>	<p>202 persons from 37 countries<sup>22</sup></p>	<p>300 persons from 42 countries<sup>23</sup></p>	<p>165 persons from 32 countries<sup>24</sup></p>	<p>260 persons from 18+ countries<sup>25</sup></p>
	<p>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>	<p>i) Principal objective: 0 % (0 million)</p> <p>ii) Significant objective: 85 % (64 million)</p>	<p>i) Principal objective: 0 % (0 million)</p> <p>ii) Significant objective: 79 % (81 million)</p>	<p>Covered by other budget posts</p>	<p>Covered by other budget posts</p>
	<p>c) Number of missions (and assignments) where the Norwegian police contribute to an improved gender balance and increased competence in regard to women, peace and security, sexual and gender-based violence and the gender perspective.</p>	<p>1</p>	<p>2</p>	<p>3</p>	<p>4 (MoJ)</p>

<sup>22</sup> Australia 4, Austria 4, Bangladesh 1, Belgium 3, Brazil 2, Cameroon 1, Canada 51, Croatia 1, Denmark 13, Finland 6, France 1, Germany 5, Greece 2, Hungary 1, Iraq 1, Ireland 2, Italy 4, Japan 2, Kenya 1, Lithuania 2, Luxemburg 1, Moldova 2, the Netherlands 25, Nigeria 2, Norway 2, Poland 1, Portugal 2, Romania 2, Slovakia 1, Slovenia 1, Sweden 34, Switzerland 1, Turkey 2, the UK 11, Ukraine 1, Uruguay 2, the US 5.

<sup>23</sup> Albania 3, Australia 4, Austria 5, Azerbaijan 1, Belgium 2, Bosnia and Herzegovina 2, Bulgaria 2, Canada 10, Central African Republic 2, Croatia 5, Czech Republic 1, Denmark 6, EU 7, Finland 10, France 2, Georgia 111, Germany 5, Greece 2, Hungary 1, Iceland 1, Iraq 1, Italy 13, Japan 1, Jordan 1, Moldova 5, Montenegro 4, NATO 9, the Netherlands 30, New Zealand 3, Nigeria 5, Norway 1, Poland 1, Portugal 1, Republic of North Macedonia 4, Serbia 1, South Africa 1, Spain 3, Sweden 11, Switzerland 2, Ukraine 3, the UK 4, the US 14.

<sup>24</sup> Afghanistan 1, Australia 1, Austria 2, Belgium 2, Brazil 1, Bulgaria 1, Canada 7, Czech Republic 1, Denmark 2, Estonia 1, Finland 7, France 3, Georgia 1, Germany 1, Greece 3, Hungary 1, Ireland 1, Italy 3, Japan 1, Moldova 77, the Netherlands 8, New Zealand 2, Nigeria 1, Norway 2, Poland 3, Portugal 1, Romania 1, Spain 5, Sweden 8, Turkey 2, the UK 8, the US 7.

<sup>25</sup> Canada 23, Denmark 19, Finland 8, the Netherlands 12, Norway 6, Sweden 2. Other countries 146 (mainly from Italy, the US, the UK, Australia, Germany, Ireland, Austria, Belgium, Nigeria, Spain, Georgia and Portugal).

OPERATIVE GOALS	INDICATOR	BASELINE 2018	2019	2020	2021
<b>Operative Goal 1:</b> <b>A better gender balance in Norwegian institutions' peace and security work.</b>	1) The proportion of women in the Norwegian police: i) police employees; ii) women in leading police positions; and iii) admissions to the Norwegian Police Academy.	i) 8 114 women in the police out of 17 636 employees (46 % women)  ii) 20 % in leading police positions 34 % women in leading positions in total  iii) 45 % women	i) 8 253 women in the police out of 17 758 employees (46.4 % women)  ii) 22 % in leading police positions  iii) 50.5 % women	i) 8 592 women in the police out of 18 540 employees (46 % women)  ii) 24 % in leading police positions 35 % women in leading positions in total  iii) 51.1 % women	i) 8 872 women in the police out of 18 920 (47 % women)  ii) 25 % in leading police positions 37 % in leading positions in total  iii) 60 % women
	2) Number and percentage of i) women military personnel in the Norwegian Armed Forces, including among: ii) officers (OF); iii) specialists; and iv) conscripts.	i) 1 442 women out of a total of 11 515 military personnel (12.5 %) ii) 12.4 % iii) 14.2 % iv) 26.3 %	i) 1 530 of 11 660 (13.1 %) plus conscripts ii) 631 (11 %) iii) 899 (15.1 %) iv) 1 920 (28.7 %)	i) 1 632 women out of a total of 11 874 military personnel (13.7 %) ii) 578 (11.36 %) iii) 1 120 (16.1 %) iv) 3 180 (30.5 %)	i) 1 840 women out of a total of 12 258 military personnel (15 %) ii) 522 (11.3 %) iii) 1 318 (17.2 %) iv) 2 924 (32 %)
<b>Operative goal 2:</b> <b>Increased competence/ capacity in relation to women, peace and security among Norwegian personnel involved in peace and security work.</b>	4) Number of persons in the Norwegian Armed Forces who have specific tasks related to gender in their job description, broken down by: i) strategic level; ii) operational level; and iii) tactical level.	Seven positions: i) 2 ii) 5 iii) 0	Five positions: i) 3 ii) 0 iii) 2	Two positions: i) 2 ii) 0 iii) 0	One position: i) 1 ii) 0 iii) 0
	5) Number and percentage of Norwegians deployed on international operations and missions who have participated in courses/training in:	MoD: 100 %  MoJ: 100 % (36 persons)	MoD: 100 %  MoJ: 100 % (43 persons)	MoD: 100 %  MoJ: 100 % (18 persons)	MoD: 100 % (628 persons)  MoJ: 100 % (26 persons)

	i) women, peace and security; and ii) preventing and handling sexual violence.				
<b>Operative goal 3: Plans and procedures are geared to integrating women, peace and security in the peace and security effort.</b>	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 the Norwegian authorities.	i) 0 (MoD, MFA, MoJ)  ii) 0 (MoD, MFA, MoJ)	i) 0 (MoD, MFA, MoJ)  ii) 0 (MoD, MFA, MoJ)	i) 0 (MoD, MFA, MoJ)  ii) 0 (MoD, MFA, MoJ)	i) 0 (MFA, MoJ)  ii) 0 (MFA, MoJ) <sup>26</sup>

#### 4. HUMANITARIAN RESPONSE

EXPECTED RESULT	INDICATOR	BASELINE 2018	2019	2020	2021
<b>Outcome 4.1: Humanitarian efforts facilitate women's involvement.</b>	Proportion of humanitarian efforts under UN auspices that systematically involve women who are affected by the crisis in their work.	60 % (3 of 5)	60 % (3 of 5)	67 % (5 of 6) <sup>27</sup>	100 % (6 of 6)
<i>Output 4.1.1 Norway helps to ensure that Norwegian-supported humanitarian organisations involve women.</i>	Percentage of organisations that receive Norwegian humanitarian support that report that women who need humanitarian aid are involved in their humanitarian work.	100 % (10 of 10)	100 % (17 of 17)	80 % (16 of 20)	75 % (15 of 20)
<b>Outcome 4.2: Humanitarian efforts facilitate the safeguarding of the rights,</b>	Percentage of humanitarian efforts under UN auspices that have formal competence in the gender	30 % (87 of 289)	32 % (117 of 363)	35.5 % (204 of 572)	32 % (166 of 520)

<sup>26</sup> MoD numbers unavailable.

<sup>27</sup> Data not available from the IOM.

<b>needs and priorities of both women and men.</b>	perspective in the form of an adviser or unit with special responsibility for follow-up.				
<i>Output 4.2.1: Norway helps to ensure that Norwegian-supported humanitarian organisations integrate the gender perspective in their humanitarian work.</i>	a) Percentage of organisations that receive Norwegian humanitarian support that report that the gender perspective is integrated in their humanitarian work.	100 % (10 of 10)	100 % (17 of 17)	80 % (16 of 20)	75 % (15 of 20)
	b) Percentage of organisations that receive Norwegian humanitarian support that report data broken down by gender in their reporting.	100 % (10 of 10)	94 % (16 of 17)	70 % (14 of 20)	60 % (12 of 20)
	c) Percentage of Norwegian humanitarian assistance to countries marked by war and conflict that is spent on measures marked with a gender marker.	Principal objective: 2 % (NOK 60 million)  Significant objective: 44 % (NOK 1 478 million) <sup>28</sup>	Principal objective: 6 % (NOK 187 million)  Significant objective: 56 % (NOK 1 839 million)	Principal objective: 3 % (NOK 104 million)  Significant objective: 73 % (NOK 2 263 million)	Principal objective: 4 % (NOK 114 million)  Significant objective: 72 % (NOK 2 186 million)

## 5. SUSTAINING PEACE

EXPECTED RESULT	INDICATOR	BASELINE 2018	2019	2020	2021
	The percentage of countries in conflict and post-conflict situations where Norwegian our embassies and specialist sections report on support for girls' education.	63 %	68.5 %	57.4 %	60 %
	The percentage of countries in conflict and post-conflict situations where				

<sup>28</sup> Adjusted baseline. It was estimated to be NOK 1 471 million, but has been adjusted after a further quality check.

The five focus areas in the <b>Action Plan for Women's Rights and Gender Equality in Foreign and Development Policy</b> are followed up in countries in conflict and post-conflict situations.	Norwegian embassies and specialist sections report on support for efforts promoting women's political rights and participation.	76.5 %	76 %	62.9 %	60 %
	The percentage of countries in conflict and post-conflict situations where Norwegian embassies and specialist sections report on support for women's economic participation.	72.5 %	78 %	55.5 %	70 %
	The percentage of countries in conflict and post-conflict situations where Norwegian embassies and specialist sections report on support for initiatives to combat: i) violence, including sexual violence against women, men and children; and ii) customs that are harmful to girls and women.	i) 63 % ii) 41 %	i) 65 % ii) 57 %	i) 59.1 % ii) 46.2 %	i) 68 % ii) 46.9 %
	The percentage of countries in conflict and post-conflict situations where Norwegian embassies and specialist sections report on support for initiatives promoting the sexual and reproductive health and rights of women and girls.	61 %	57 %	48.1 %	61.2 %
The action plans for women's rights and gender equality and on women,	Percentage of Norwegian bilateral assistance to countries affected by war and conflict	i) Principal objective: 8 % (NOK 722 million)	i) Principal objective: 7 % (NOK 749 million)	i) Principal objective: 7 % (NOK 802 million)	i) Principal objective: 7 % (NOK 736 million)

peace and security are followed up through development assistance funds.	in which women's rights and gender equality are marked as: i) a principal objective; or ii) a significant objective.	ii) Significant objective: 32 % (NOK 3 097 million) <sup>29</sup>	ii) Significant objective: 32 % (NOK 3 574 million)	ii) Significant objective: 42 % (NOK 4 628 million)	ii) Significant objective: 44 % (NOK 4 454 million)
Norway's work for arms control and for preventing and combating violent terrorism include women and an integrated gender perspective.	Percentage of Norwegian assistance for global security and disarmament in which women's rights and gender equality are marked as: i) a principal objective; or ii) a significant objective.	i) Principal objective: 5 % (NOK 10 million)  ii) Significant objective: 39 % (NOK 74 million) <sup>30</sup>	i) Principal objective: 1 % (NOK 3 million)  ii) Significant objective: 39 % (NOK 88 million)	i) Principal objective: 5 % (NOK 11 million)  ii) Significant objective: 34 % (NOK 79 million)	i) Principal objective: 2 % (NOK 6 million)  ii) Significant objective: 27 % (NOK 64 million)
	Percentage of countries where measures supported by Norway to prevent and combat violent extremism: i) promote women's participation; and ii) integrate the gender perspective.	i) 86 % ii) 86 %	i) 50 % ii) 50 % <sup>31</sup>	i) 100 % ii) 100 %	i) 100 % ii) 100 %

<sup>29</sup> After further quality checks, the baseline data have been adjusted. Previously published figures: principal objective 8 % (NOK 719 million); significant objective 31 % (NOK 3 001 million).

<sup>30</sup> After further quality checks, the baseline data have been adjusted. Previously published figures: principal objective: 5 % (NOK 10 million); significant objective: 42 % (NOK 83 million).

<sup>31</sup> Three of six, but note support for the International Civil Society Action Network/Women's Alliance for Security Leadership in addition.