ANNUAL REPORT 2016

Implementing Norway’s national action plan 2015-2018

WOMEN, PEACE AND SECURITY
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1. Introduction

Two years ago, the third Norwegian action plan for women, peace and security was launched. This gave us, for the first time, guidelines for implementation and a set of indicators to measure results and keep us accountable. This report is the first annual report on the implementation of the national action plan for 2015-2018 based on this set of indicators. We have included some examples of our efforts. They do not give a comprehensive overview, but show some of the stories behind the figures.

Results can only be achieved in a joint effort, and we therefore cooperate broadly, across ministries and departments. We join forces with other countries, and with academia and civil society in Norway and internationally. We work with the other Nordic countries, the European institutions, the AU, NATO and the UN. Our embassies and delegations to multilateral organisations all do their share. Working more strategically with fewer priority countries has helped us to ensure more targeted interventions in a select group of countries.

Women, peace and security is not only high on the Norwegian agenda. The international community now recognises that peace and security efforts must focus more on the prevention of conflict, and on political solutions and inclusive peace processes when a conflict cannot be prevented.

This is a momentum we must seize. Because the challenges before us are daunting: the horrors of the conflict in Syria, the many protracted crises, the human suffering, the violence and abuse, the millions of women and men, boys and girls who are displaced from their homes and livelihoods.

We know that the root causes of conflicts and their impact on people’s lives are often gendered. And we have seen that more sustainable solutions can be found when both men and women engage and work together.

We are striving to do our share – to ensure that the women, peace and security resolutions are followed up in practice by Norwegian peacekeepers, civil servants and diplomats, to ensure that our humanitarian and development partners work with us and with each other to deliver results, and to ensure that research is carried out and partnerships formed that enable us to reach further.

This report is based on the reports from the implementing ministries, the embassies and Norad. We are pleased to have made headway in the women, peace and security agenda in 2016. Our hope is that next year’s report will show that we have progressed even further. We encourage you all, colleagues, partners and other readers, to do your utmost to advance this agenda wherever you are.

Solveig Horne, Minister of Children and Equality

Ine Eriksen Søreide, Minister of Defence

Per-Willy-Amundsen. Minister of Justice and Public Security

Børge Brende, Minister of Foreign Affairs
2. Reporting on indicators

The action plan states that Norway will contribute to results in the field of women, peace and security at country level. We acknowledge that Norway’s engagement at country level needs to be more closely integrated into our general efforts, that it needs to be more strategic and results-oriented, and that we must be able to show results for the target groups and the lessons learned from our interventions.

It was agreed, however, that realistic indicators for the extensive, multi-sectoral follow-up of the action plan should be set at a low level of the results hierarchy. While our women, peace and security programmes are subject to the same results reporting requirements as other programmes funded by Norway, we do not attempt to describe the individual programmes’ results here. The aim of this report is to indicate, for example, in numbers and percentages how much of Norwegian funding is reported to have contributed to the agreed goals.

The following summarises the 2016 reporting on the indicators of the action plan for women, peace and security, which are set out in Annex 1.

**Peace processes and negotiations** - Our goal: Women are involved in peace processes and peace negotiations where Norway is engaged. The rights, needs and priorities of both women and men are included in peace agreements.

Women, peace and security is a defined priority in peace processes and negotiations where Norway is involved. However, there are limitations to our role, even where Norway is an official facilitator. The parties’ ownership remains essential. That being said, our teams strive to encourage and facilitate input from women’s organisations, survivors and gender experts, and to work to increase women’s and civil society’s influence in peace processes. We are pleased to report that all peace processes, negotiations and peace agreements where Norway is engaged include women’s rights, needs and priorities (in line with the target: 100 %). This is not to say that all the needs, rights and priorities of women are addressed, however, and our teams will have to remain diligent in the further follow-up of our commitments.

The proportion of women in Norwegian delegations is high, approximately 65 % in 2016 (target: at least 40 %). Both the current special envoys to peace processes where Norway has a formal role are women. Given the relatively small number of people actively involved in peace processes, the proportion will shift slightly from one year to another.

It is our ambition that experience gained from peace processes where Norway is involved is used in global-level normative work as well as in other country contexts. Yet we still have a way to go, even in ensuring that lessons learned from one process are shared with those involved in another. Norway supports independent research that helps us draw lessons from our experience. We have also facilitated meetings for sharing experience. Key players in the process leading up to the Colombia agreement actively shared their experience through both written and spoken discourses. The Norwegian branch of the Nordic Women Mediators network is another important forum for sharing experience across processes and contexts. This is clearly demonstrated by the high rate of attendance and interest in frequent meetings.

**International operations** – Our goal: Women’s and men’s security, rights and needs are taken into account in all aspects of international operations where Norway is engaged.

Data on how women’s and men’s security, rights and needs are taken into account in international operations show that some progress has been made.
Goals for women, peace and security are included in all operational orders and a gender perspective is included in all pre-deployment operational analyses. This finding is as expected for the police but greatly exceeded the target for the Norwegian Armed Forces (50 %). This positive result is largely due to the fact that the Long-term Defence Plan now highlights the importance of taking a gender perspective in addition to other related topics, such as the protection of civilians. An extensive task list ensuring a gender perspective in the Armed Forces’ operations was developed in 2016. These tasks will be implemented from 2017 and onwards.

Including a gender perspective in operations has proved to be more of a challenge. While operational planning includes a gender perspective at the strategic level, implementation at operational and tactical levels is not systematic. Also, while there is gender expertise to draw from, this expertise is not used systematically.

Female recruitment into operational and deployed military units is a focus area in the action plan. Figures for women in the Armed Forces show a slow but steady increase over a number of years. Norway is now roughly at the NATO average level, with women making up 10.9 % of the Norwegian Armed Forces. The percentage of women in Norwegian military contingents in 2016 was 8.5 %, but is likely to vary from year to year, depending on the type of units deployed. For instance, the percentage of women in the Special Forces tends to be very low, while the percentage in medical or military police units is often higher. The female Hunter Troop in the Special Forces is a pilot project for the period 2014-2019. It is made up of selected conscript female soldiers who are trained for duty in Special Forces units in international operations. Those who qualify for such service will thus increase the proportion of female operational participation, and improve the results for this goal.

The percentage of Norwegian police advisers in international operations and Norwegian police in operative management positions who are women is increasing, exceeding the targets of 35 % (2016: 41%) and 50 % (2016: 55%) respectively.

Another focus area in the action plan is the promotion of women as leaders of international operations. The first female UN force commander was Norwegian Major-General Kristin Lund, who served in UNFICYP from 2014 to 2016. In 2016, there was an increase of women at flag officer/brigadier level in the Armed Forces, which increases the potential for female international military leaders in the future. The Armed Forces encourage female military personnel to apply for the UN Senior Strategic Adviser’s Master Class, and in 2016 two out of four Norwegian participants were women.

**Peacebuilding – Our goal: Women’s political and economic empowerment and influence is increased.**

Norway’s ambitions for the inclusion of women’s rights and gender equality in peacebuilding are high and therefore challenging. This part of the action plan has a strong element of long-term development cooperation, and this is the most difficult part of the plan to report on. It is difficult both in terms of tracking funds and in terms of demonstrating results; effects on people’s lives and the institutions that govern them. This may be partly due to reporting procedures and formal requirements that need strengthening. In spite of this, we note significant improvements compared to the 2015 baseline values. This could indicate a growing awareness about using the gender equality policy marker correctly, and/or that support to this work is increasing.

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1. All development assistance should be marked according to DAC guidelines. DAC’s policy marker on gender shows if gender is the main or a significant objective.
The percentage of all Norwegian funding to countries in war and conflict that is reported as contributing to women’s rights and gender equality was up from 31% in 2015 and slightly higher than expected (36% as compared to the target of 35%). The percentage of embassies in countries affected by war or conflict that supported projects reported to be helping to increase women’s political participation also increased (63%) compared to 2015 (55%), but did not reach the target (70%). However, support to women’s economic participation was higher than expected (58% compared to the target of 45%, and up from 38% in 2015).

**Humanitarian efforts – Our goal: Women’s and men’s rights, needs and priorities are safeguarded in Norway’s humanitarian efforts.**

Women, peace and security is high on the Norwegian agenda for humanitarian support. Gender considerations are discussed in bilateral consultations and board meetings with partners, and are included in narrative reporting from all organisations that receive humanitarian funds from Norway.

However, the statistics provide limited information. The percentage of Norwegian humanitarian funds that was earmarked for women’s rights and gender equality in countries in war and conflict in 2016 was 28%, which is up from 2015 (21%) but lower than the target of 40%. Often only smaller agreements that have gender as a main goal are gender-marked, while support for larger multilateral programmes or multi-donor trust funds is often reported on in a different format. Initiatives at country level are not reported on under multiannual frame agreements with larger humanitarian organisations that work in several thematic areas in different countries. Qualitative information and examples from NGOs’ humanitarian reports are therefore an important source of data. The same statistical challenge applies to the percentage of total funds provided to countries in war and conflict that are gender-marked (36%).

We need to establish whether this lower than expected percentage is simply due to desk officers not using the gender marker or whether there is a bigger problem of gender goals not being set or even not being complied with. We are making our reporting requirements on gender more concrete, and will strive to further improve access to statistical information on how women’s rights and needs are safeguarded in our humanitarian efforts.

**Sexual violence – Our goal: Norway’s women, peace and security efforts prevent and combat sexual violence.**

Preventing and combating sexual violence and bringing perpetrators to justice is a cross-cutting priority in all Norwegian peace and security efforts.

Reports from the embassies show that Norway has supported initiatives to improve the protection of women against sexual violence in 88% of countries in war and conflict. This is higher than the target set for 2016 of 80%, and reflects an increased focus on this issue. Many NGOs supported by Norway reported on initiatives to protect women against, and prevent, sexual violence and to follow up survivors.

Fighting impunity for sexual violence in conflict was on the agenda at the annual meeting of priority countries in Oslo 2016.

Sexual violence is a recurring matter of concern in the humanitarian context. In 2016 more than NOK 100 million of our humanitarian funds were dedicated to programmes addressing sexual

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Based on the Uppsala dataset for conflict 2014. A country in conflict is defined as a country where there is a conflict, state-based or non-state, where there are at least 25 battle-related deaths per calendar year in one of the conflict’s dyads.
violence in conflict. Norway works on three different levels: 1) with the UN system, 2) with the International Committee of the Red Cross (ICRC), and 3) with national and international NGOs.

Norway strongly supports humanitarian organisations that recognise the need to protect women against, and prevent, sexual violence. The matter is raised consistently with recipients of Norwegian humanitarian funds. It is a topic of continuous dialogue with relevant UN agencies, such as the United Nations Office for the Coordination of Humanitarian Affairs (OCHA), the United Nations Population Fund (UNFPA) and the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women). The UN Action Against Sexual Violence in Conflict (UN Action) network unites the efforts of the various entities in the UN system that are working to end sexual violence during and after conflict. It is a good example of how the UN can work better as ‘one UN’.

Norway is the largest contributor to GenCap, an international stand-by force that provides experts on women’s rights and gender equality to strengthen the gender perspective in humanitarian operations. GenCap is administered by the Norwegian Refugee Council.

The Norwegian Red Cross receives earmarked support from the Norwegian Ministry of Foreign Affairs to build capacity throughout the organisation in combatting sexual violence.

Norway has supported the ICRC special appeal on sexual violence every year since it started in 2014, and participates in and reports on its efforts through the Call to Action on Protection from Gender-based Violence in Emergencies.

In peace processes, Norway works to ensure that survivors are heard and that impunity is not tolerated. The Colombian peace process is a positive example, due to a considerable extent to outspoken women and strong civil society representatives, as well as to the insight of the parties. There are other processes where even raising the issue in formal negotiations is very difficult. Nevertheless, it is our policy to do our utmost to ensure that sexual violence is addressed wherever we have a role.

Sexual violence in conflict is also an area of focus in the Norwegian Armed Forces and police.

The police reports close to 50/50 male/female participation in courses on preventing and responding to sexual violence.

Both women and men who are deployed need to be well versed in this field. Prevention of and response to sexual violence in conflict is to be included in the Norwegian operational order for the mission, from analysis and planning, to implementation and reporting. This is reflected in the Armed Forces’ task list for implementation, which is operational from 2017.

In 2016, the Norwegian Armed Forces initiated a project, in dialogue with key stakeholders in the UN, to develop a handbook on preventing and responding to conflict-related sexual violence in operations. The handbook will be launched in 2018, and is intended for use in all UN operations, as well as in other types of operations.

Regarding sexual exploitation and abuse, Norway shares the general outrage that such abuse is being perpetrated by the very people who are deployed to protect the civilian population. Mindful that this could potentially include members of our own contingents, Norway has developed a national action plan to combat human trafficking, and adheres to the UN’s and NATO’s standards on the prevention and response to sexual exploitation and abuse. Norway has also established its own legal framework, operational rules and guidelines.

In addition, Norway has provided training for others’ as well its own Armed Forces and police. We have also provided mentors to help the armed forces in other countries to address sexual exploitation and abuse.
3. Examples of processes, initiatives and activities

Our women, peace and security programmes are subject to the same results reporting requirements as other programmes funded by Norway. More information about the individual programmes/initiatives and their results can be obtained on request from the Ministry of Foreign Affairs. This chapter is not a report on the results for the target groups of individual programmes. It is primarily meant to illustrate how we are working to reach the goals in the action plan. Some of the examples describe large-scale, long-term efforts and results at output or outcome level. Others are examples of new initiatives, activities and partnerships where results cannot yet be measured. The chapter also describes forums that have been established and methodology that has been developed. While this is not in any way a comprehensive overview of our ongoing work, we hope that this chapter will give some insight into what our follow-up at country, regional and global level looks like.

A. Embassies’ action plans for women, peace and security

With technical assistance from Norad, the Representative Office of Norway to the Palestinian Authority and our embassies in Myanmar and Afghanistan have developed their own action plans for implementing the women, peace and security agenda, with a basis in national policies in the respective countries and the Norwegian action plan. The purpose of these plans is to prepare the ground for more strategic, integrated and results-oriented efforts in these countries.

B. A specific allocation for civil society

There is a specific peace and reconciliation allocation for civil society organisations seeking to strengthen women’s effective influence in peace processes and in post-conflict contexts. This allocation is only a small proportion of Norway’s total support to civil society efforts for women, peace and security. Norad and the Ministry of Foreign Affairs also support efforts that are relevant to the women, peace and security agenda under other budget chapters. Even so, this allocation is an important, dedicated financial tool.

Norad administers this allocation, which amounted to NOK 30 million in 2016, and has three-year agreements with Care, EVE (Organisation for Women’s Development in South Sudan), FOKUS - Forum for Women and Development, Internews, Nobel Women’s Initiative (NWI), Organization for Women’s Freedom in Iraq (OWFI), Voluntary Service Overseas (VSO), UN Women, Watchlist on Children and Armed Conflict and Women’s International League for Peace and Freedom (WILPF). Support to ICAN (International Civil Society Action Network) was transferred from Norad to the Ministry of Foreign Affairs in 2016. These organisations operate in Afghanistan, Colombia, Myanmar, South Sudan, Sri Lanka, the Middle East and North Africa. Some of the examples below are initiatives of these organisations.

C. Country-level initiatives

Peace processes and negotiations

Women, peace and security is a priority and an integral part of Norway’s engagement in Colombia, where we have a formal role as facilitator in both the FARC and the ELN processes.

The peace agreement that has been signed between the Colombian Government and FARC has a strong gender perspective. A broad range of civil society perspectives were presented and taken into account. A crucial factor for success was the fact that the parties themselves decided to include gender on the agenda. Norwegian diplomats were instrumental in assisting the parties and civil society in this regard. UN Women and other partners, partly with Norwegian support, have strengthened local
organisations to enable them to engage constructively in the process and to develop clearer strategies to influence the parties.

The sub-commission on gender issues was paramount for ensuring that a gender perspective was adequately reflected in the final agreement. Once the peace agreement was signed, the challenge of implementing the gender perspective, and translating commitments and decisions into concrete actions started. Support was provided to Colombian women’s organisations to help them build broad alliances, including with organisations far away from Bogota, to prevent fragmentation and divisions in the women’s movement. Through our programme with UN Women, the Colombian Ombudsman’s Office received technical assistance to include a gender perspective in all aspects of the Early Warning System to prevent violations of human rights, which was designed to meet challenges posed in the post-conflict situation.

The Women’s Advisory Board (WAB) to UN Special Envoy de Mistura and the Civil Society Support Room (CSSR) are innovations in the Syrian peace negotiations that have set a new standard for facilitating women’s and civil society’s participation in peace processes.

With Norwegian support, UN Women has continued its broad efforts with the Syrian Women’s Network, building ownership and momentum for the peace process. Women from the Network were recruited to the opposition’s formal delegation. UN Women also contributed to the establishment of the Women’s Advisory Board (WAB) in 2016, which functions as a sounding board for the Special Envoy. While their opinions and political affiliations are diverse, the 12 women selected to sit on the Board have managed to reach consensus on several challenging matters. Their joint recommendations have provided the Special Envoy with input on how fundamental disagreements could be resolved.

Norway also supported the establishment of the Civil Society Support Room (CSSR), which is connected to the intra-Syrian talks in Geneva. The objective is to strengthen the participation and contributions of Syrian civil society actors to the official talks, by providing on-site support, access to various experts, as well as technical and logistical support. NOREF (the Norwegian Centre for Conflict Resolution) offers practical and technical assistance together with Swisspeace.

Norway cooperated with the Afghan authorities on the symposium on women’s empowerment that was held in Kabul in May 2016. Women from all the country’s 34 provinces were involved in the planning and execution of the event. There were 300 participants at the symposium, which was a follow-up of the first and second symposiums held in the US and Norway respectively. A list of recommendations on the place of women in Islam, the justice system, politics, media, economy, health, education, peace, security, and culture were concluded. The event demonstrated the commitment of the Afghan Government to women’s empowerment. The recommendations were also put forward at the NATO summit in Warsaw in July and at the donor conference in Brussels in October. The symposium was evaluated, and work has been started on a plan for a systematic, institutionalised approach to symposiums that ensures broader participation, including at provincial level.

Nigeria became a priority country for Norway’s women, peace and security efforts in 2016, with the main focus on women’s role and the gender perspective in preventing and countering violent extremism. A new programme was set up in cooperation with the Nigerian authorities, UNICEF and UN Women. The programme takes a holistic approach to women’s needs, rights and priorities in a challenging environment. It includes psychosocial assistance and reintegration of women who have been rescued from or have escaped from Boko Haram, and their participation in dialogues on peace and reconciliation.

Peacebuilding
Together with UN Women, the embassy in Colombia implemented a programme entitled ‘Women Peacebuilders’ aimed at strengthening women’s participation in the implementation of the peace agreement, preventing a return to violent conflict, eradicating all forms of violence, and promoting early recovery and livelihoods for women.

Together with the Norwegian Refugee Council, the Norwegian embassy in Colombia started work on a project that will provide access to education to former female FARC combatants and women from communities affected by the armed conflict.

The Norwegian Mission of Rule of Law Advisers to Moldova (NORLAM) has worked to improve the situation of female prisoners. This includes preventing and combating sexual violence against female prisoners and improving the situation for girls below the age of 18.

In Palestine, the Ministry of Women’s Affairs had developed a national action plan for women, peace and security. Together with other partners, the Norwegian Representative Office worked in close partnership with the Ministry and the Palestinian 1325 Coalition in the implementation of the plan.

UNRWA (United Nations Relief and Works Agency for Palestine Refugees) has developed a gender initiative which takes a participatory approach and has identified targeted interventions to meet self-stated needs of girls and women in Gaza.

Norway also supported women’s political participation through the Palestinian Initiative for the Promotion of Global Dialogue and Democracy (MIFTAH), with focus on empowering women to play a role in reconciliation and negotiation processes.

The embassy in the Democratic Republic of the Congo has provided support to political mobilisation, and network and capacity building for women, which has contributed to 26 women holding ministerial positions at province-level.

Mali Folkecenter’s project on sustainable forestry management in southern Mali has shown promising results. The longstanding conflicts between farmers and migrating pastoralists from the north have been reduced to a minimum through a recently developed dialogue platform for the various groups. Economic activities related to local resources and more efficient farming practices have improved livelihoods, also for women.

**Humanitarian efforts**

Efforts to combat sexual- and gender-based violence are supported both as thematic projects and in our broader humanitarian funding for countries and regions affected by crisis. See also the sections on our response to sexual violence.

Norway supports a project providing support to survivors of sexual and gender-based violence in Iraq that is run by UNFPA and UNICEF. These UN organisations, together with UN Women, run a similar programme for Syrian refugees in Jordan.

Norway has seconded a protection officer to MONUSCO in the Democratic Republic of Congo.

Norway supports Norwegian Church Aid’s programme ‘Thematic Programme on Reduction of Gender Based Violence in Conflict and Post-conflict settings: Democratic Republic of the Congo and pilot countries’. Good practices from this programme are being piloted in Mali, Somalia, Burundi and South Sudan.
More than 50% of the Norwegian Refugee Council staff in Jordan are women, in contrast to the generally male-dominated Jordanian workforce.

Norwegian People’s Aid has built up an entirely female mine clearing team, the first of its kind in the world.

Important work has also been done in Colombia to clear mines, and thus increase security and improve the livelihoods of the civilian population.

The deployment of a Senior Gender Adviser from the GenCap project to Colombia was critical during a time of transition in the country, and allowed for the transfer of good practices from humanitarian efforts to peacebuilding. For example, the GenCap Adviser contributed to the development of a gender strategy for the Local Coordination Teams and to the inclusion of women’s organisations in the these teams.

**Sexual violence**

The Organization of Women’s Freedom in Iraq (OWFI) has established shelters for women exposed to sexual violence both by opposition groups, including ISIL, and by government forces. OWFI is also engaged in advocacy and networking, and is building alliances nationally and internationally. In 2016, the head of the organisation, Yanar Mohammed, was awarded the Rafto Prize for OWFI’s work on behalf of women and minorities in war-torn Iraq.

The Civil Society Support Programme (CSSP) supported more than 500 civil society organisations in Ethiopia, including organisations that work on the prevention and protection of women from sexual violence. An evaluation of the programme shows that it reaches the poorest and most marginalised people in local communities. Preliminary results also indicate that strengthening civil society in local communities helps to improve the authorities’ attitude to civil society and to enhance civil society organisations’ credibility as service providers. The programme has received national and international prizes for its outstanding work.

SOFEPADI is an initiative in the Democratic Republic of the Congo that has played a unique role in this field for many years through its holistic approach to survivors of sexual violence, which includes medical assistance, and psychosocial and legal support. In 2016 the SOFEPADI health centre treated more than 500 survivors. Legal support was provided in more than 80 of the cases, and almost 60 of these were taken to court. In more than 50 of these, the perpetrators were found guilty and received sentences of between 3 and 20 years’ imprisonment.

In South Sudan Norway has supported UNICEF’s efforts to strengthen partner organisations’ capacity to follow-up the increasing number of victims of sexual violence. The training also improved relations between the police and local communities.

The embassy in Myanmar has supported an independent local media group (Irrawaddy Media) in a project titled ‘Gender in focus’. The project increased public awareness of violence against women and gender rights issues, and the number of women reporters in newsrooms has increased.

In Colombia, FOKUS - Forum for Women and Development has been working with Colombian women’s organisations to raise awareness about sexual violence during the armed conflict in the country.
D. Contributions to international operations

The Ministry of Foreign Affairs financed the gender adviser position in the Police Division of the UN Department for Peacekeeping operations (DPKO).

The Norwegian Armed Forces doubled their staff (from one to two) in the Nordic Centre for Gender in Military Operations (NCGM) in Sweden, which was appointed as NATO’s Department Head for gender.

In 2016, NORDEM (Norwegian Resource Bank for Democracy and Human Rights) deployed four experts who contributed directly to the women, peace and security agenda. Two experts were deployed to support MONUSCO’s work on gender-based violence in the eastern part of the Democratic Republic of the Congo: a women protection adviser, who worked to ensure that the mission effectively responds to and prevents sexual violence; and a legal protection expert, who supported efforts to improve security for survivors in court cases.

NORDEM also contributed to the work of the Organization for Security and Co-operation in Europe (OSCE) on the implementation of UNSCR 1325. Since 2015, one expert has been deployed to the OSCE Office for Democratic Institutions and Human Rights in Warsaw, where she supports the OSCE’s work to incorporate gender perspectives – particularly strengthened responses to gender-based violence – in the security sector. She has, for instance, been instrumental in the development and implementation of national action plans on UNSCR 1325 in Ukraine and Montenegro. Another expert has been working at the OSCE Secretariat, with focus on involving women and girls in efforts to counter violent extremism and radicalisation that can lead to international terrorism.

Through a joint project with the African Union, NORCAP deployed a policy officer for protection, human rights and gender to the AU’s Peace Support Operations Division (PSOD) in 2016. The deployee NORCAP policy officer led efforts to mainstream the protection of civilians, human rights and gender considerations as they related to the development of the African Standby Force and ongoing operations. Through the PSOD, NORCAP also deployed a Chief Training Officer and a Conduct and Discipline Officer to AMISOM in Mogadishu to improve accountability and compliance with the AU policy framework.

Norway contributed a female police officer to the Eastern African Standby Force. Special courses were held to help female officers to qualify for deployment to international operations. An instructor from the Norwegian police supported the Institute for Security Studies in Addis Ababa in developing the course ‘Gender mainstreaming and sexual and gender based violence training’.

In 2016, the Ministry of Defence supported a programme to train women military personnel in the Jordanian Armed Forces. Support to the Jordan Trust Fund increased from NOK 500 000 in 2015 to NOK 1 000 000 in 2016. This is a NATO trust fund, through which Norway provides economic support to the Jordanian Armed Forces’ training centre for female personnel.

The Norwegian Special Forces supported female capacity building in Kabul, Afghanistan.

Following the peace process in Colombia, Norway provided three female police officers to the UN mission to take part in monitoring and verification of FARC’s disarmament. One of them is working at the mission’s focal point for gender in Bogotá. Norway plans to continue this support when the follow-on mission is established.
A seminar was arranged to analyse opportunities and challenges for female military personnel in the implementation of the peace agreement, and as members of the Military Forces of Colombia in general.

In Haiti, Norwegian police advisers supported the national police force in developing a national strategic plan for the investigation of sexual violence, and capacity building in all police districts.

E. Multilateral processes and initiatives

We recognise the need to strengthen the link between multilateral normative processes and operational activity at country level, as well as the need to intensify operational efforts in some countries. Through our normative work, political and diplomatic dialogue, financial support to various organisations and research institutions, we have advocated for and supported the establishment and follow-up of multilateral initiatives and processes that strengthen these links in the past year. However, long-term commitment and systematic work, also within our own structures, are necessary if we are to see fundamental changes.

Promoting women mediators and a gender perspective in mediation

The UN Security Council has, on numerous occasions, expressed concern at the persistent obstacles to women’s involvement in the prevention and resolution of conflicts. Women’s participation and a gender perspective in mediation has long been a priority area for Norway.

Nordic Women Mediators (NWM) is inspired by a similar initiative in South Africa, and includes more than fifty women from Denmark, Finland, Iceland, Norway and Sweden with professional expertise of relevance to conflict mediation, peacebuilding and negotiations. The objectives of the network are to strengthen women’s participation in peace processes at all levels and to strengthen Nordic women’s involvement in international peacemaking efforts.

The Norwegian branch of the network has further developed its methodology and expanded its base. Forty Norwegian women are now part of the network. In 2016, the Norwegian branch liaised with the network in South Africa, supported women in the ongoing process in Cyprus, and participated in an African Union (AU) meeting at which the AU network of women mediators was launched.

With Norwegian support, the International Civil Society Action Network (ICAN) developed the Better Peace Tool, a handbook on overcoming obstacles to the participation of women in mediation. The handbook was launched in 2015, and presented to our own mediators and special envoys last year.

Norway has worked with the UN Department of Political Affairs (DPA), Finland, the Peace Research Institute Oslo (PRIO) and the Crisis Management Initiative (CMI) on the training of peace mediators for several years. In 2016, a training session for senior UN peace mediators with focus on incorporating a gender perspective was held in Oslo.

Norway and the AU are building on their longstanding Training for Peace cooperation with focus on women, peace and security. Together with other partners, Norway also supports the AU Gender Peace and Security programme, including the establishment of, and ongoing funding for, the AU Commission’s Special Envoy on Women Peace and Security. The gender aspect of IGAD’s efforts in advancing their peace and security strategies are a key factor for Norway’s support to the organisation. For example, our support promotes the inclusion of women in peace processes throughout the region through IGAD’s Mediation Support Unit. Recently the dialogue with the AU has also included the issues of women mediators and the inclusion of women in efforts to prevent and counter violent extremism.
Strengthening the links between multilateral processes and grassroots-level initiatives

The role of women and the importance of a gender perspective in preventing and countering violent extremism have become even more topical in 2016. Strengthening grassroots women’s organisations and enabling dialogue between these organisations and multilateral actors has been a priority for Norway this past year.

The Women’s Alliance for Security Leadership (WASL) was established with Norwegian support in 2015, and a more long-term cooperation was agreed in 2016. The alliance works to prevent violent extremism and to promote peace, human rights and pluralism. It facilitates the flow of information from international processes to the grassroots level and vice versa. The women in WASL have experience, insight and networks that have improved our understanding of radicalisation and violent extremism, and the gendered aspects of these phenomena.

In September 2016, the Global Solutions Exchange (GSX) was launched by the Norwegian Prime Minister, the Executive Director of UN Women and the head of WASL. The GSX helps to amplify the voices of women at the frontline of efforts and make their actions visible, as well as enhancing communication between them and national policy makers and the UN system, thereby strengthening the link between normative work at multilateral level and activism on the ground.

The human rights activist and filmmaker Deeyah Khan has been working with WASL to showcase their work and magnify the voices of women who are striving for peace and solidarity in the face of extremism. She works with a wide range of networks and stakeholders, and presents important perspectives related to masculinities and the many roles of women.

Norway also supported initiatives in other global forums – in the UN, for example the Security Council, the General Assembly and the UN Peacebuilding Commission, in NATO, and in the Organization for Security and Co-operation in Europe – and took action with a view to promoting a stronger link between global normative work and decision-making, and strengthening women’s voices and agency at country level.

In preparing for membership of the Peacebuilding Commission (PBC) from 2017, Norway commissioned a preliminary analysis of the PBC’s work on women, peace and security, Norway’s former membership periods, and how Norway could move the agenda forward. The analysis, which was carried out by Norad, demonstrated that Norway has promoted stronger links between multilateral processes and grassroots-level initiatives in the past, and now has a good starting point for its continued efforts to strengthen the gender dimension in the PBC’s work.

The review by the High-Level Independent Panel on Peace Operations, the review of the UN peacebuilding architecture and the Global Study on Women, Peace and Security all concluded that there was need for more focus on prevention, political solutions and inclusive processes. In response to this call, the Norwegian Ministry of Foreign Affairs, the Georgetown Institute for Women, Peace and Security, and PRIO (Peace Research Institute Oslo) initiated a cooperation in 2016 to develop a global women, peace and security index. This will provide a standardised measurement of the women, peace and security situation in different countries, and can thus act as an early warning system with a gender perspective. The index will be launched in 2017.

Norway also strives to follow up others’ good initiatives, and recognises the leadership in this field of several other countries, UN and regional organisations. There are many champions in this field:
The Informal Expert Group on Women, Peace and Security was established to keep the UN Security Council and interested member states up to date on developments in the women, peace and security situation in countries on the Security Council’s agenda. In 2016, Afghanistan, the Central African Republic, Iraq and Mali were on the agenda. UN Women functions as secretariat for the Expert Group, and civil society has provided input to the briefs. These briefs contain useful information for Norway’s work with these countries.

The Network of National Focal Points on Women, Peace and Security is a high-level forum that was established following an initiative by Spain in 2015. Norway was one of the first countries to follow Spain’s lead, and in 2016 Director General Kjersti Andersen represented Norway at the official launch of the network at the UN General Assembly. The network will meet twice a year.

NATO’s Civil Society Advisory Panel on Women, Peace and Security was established in 2016 and is a testimony to NATO’s commitment to engage with civil society in a more systematic and regular dialogue. A work plan has been drafted, and Torunn Tryggestad (PRIO) from Norway is a member of the panel.

F. Developing knowledge and sharing experience

Our national action plan on women, peace and security emphasises the importance of strengthened coordination and knowledge sharing among donors, ministries, countries and implementing actors. While strategic efforts are being made and some progress can be noted, there is still too much focus on activities and too little on making use of lessons learned to create positive change. We need to get better at linking different priority areas and partners, also within our own ministries and departments.

That being said, a number of concrete initiatives have been taken to reinforce internal sharing of experience and capacity building.

Priority countries for women, peace and security efforts

We give particular attention to following up the women, peace and security agenda in six priority countries: Afghanistan, Colombia, Myanmar, Nigeria, Palestine and South Sudan.

The embassies in these countries receive assistance from Norad and the Ministry in developing strategies for their work in this field, in order to ensure that they are effective.

The second annual meeting for priority countries was held in Oslo in September 2016. Representatives from all our priority countries, as well as Nepal (which specifically requested to participate), met a broad range of staff from all the implementing ministries and Norad, as well as researchers and representatives of civil society. Participants shared experience from their own countries, and learned from each other, as well as from Nepal’s inclusive process in developing its action plan. The participants stated that it was useful to learn how different actors across various sectors and areas of responsibility integrate women, peace and security into their work. We are working on the 2017 programme with the embassies, and will look more closely at how the embassies make use of input to these meetings, with a view to making the exchange of experience as effective as possible.

Guidelines for the Foreign Service and set of indicators

For the first time, we now have guidelines for the implementation of our national action plan for women, peace and security and a set of indicators to measure results and ensure accountability.

The guidelines, which were launched early in 2016, provide general information and advice on how to work in this field for desk officers and other Foreign Service staff who work with women, peace and
security. Feedback indicates that the guidelines are helpful and are enabling more people in the Foreign Service to deliver on the ambitions in the national action plan.

This report is the first annual report on the implementation of the national action plan 2015-2018 to be based on the new set of indicators that we launched together with the guidelines. We are pleased that the indicators have proven to be realistic and that the reporting process has been relatively efficient. We will make active use of this report and follow up any areas that need strengthening.

**Inter-ministerial initiatives**

All implementing ministries have established dedicated points of contact for the implementation of the national action plan. The national coordinator calls and leads meetings that take place four times a year as of 2016. These meetings deal both with recent political developments and with more practical and administrative matters. Other meetings are called as needed and regular exchange is facilitated electronically. The additional meetings that were called in 2016 concerned peacekeeping, in particular discussion of experiences with Norwegians who have been deployed to international operations.

An internal inter-ministerial work plan was developed for the first time in 2016 to ensure practical follow-up of the ambitions set out in the national action plan. Internal reports on this work plan, which involved all the implementing ministries, noted a high implementation rate both for planned activities and for new initiatives that had been taken in response to new developments.

*Brown-bag lunches on women, peace and security* issues for a broader group of employees in the implementing ministries were initiated in 2015, and two further lunches were held in 2016, one of which was with the film-maker Deeyah Khan, and the other with the head of ICAN and WASL, Sanam Anderlini. The brown-bag lunches have generally had a high participation rate compared to other similar initiatives. They appear to be successful in promoting women, peace and security as a joint agenda, as well as being inspiring for those who attend.

**The Security Council Resolution 1325 Network**

*The Security Council Resolution (SCR) Network* meets every six months, and held meetings in March and September 2016. The network is a platform for dialogue on the action plan between the implementing ministries, civil society and academia. The meetings are led by the state secretary in the Ministry of Foreign Affairs with responsibility for women, peace and security. It is a forum for information sharing and mutual accountability. It also reflects the importance of the role of civil society in moving this work forward. The new guidelines were presented at the March meeting. Desk officers from the embassies in all our priority countries attended the September meeting.

A new development in 2016 was the arrangement of *ad-hoc meetings*. Through the network of NGOs working on women, peace and security, Forum Norway 1325, the Ministry of Foreign Affairs invited civil society to meetings with particularly relevant partners who were visiting Oslo, including a Syrian peace activist involved in the Civil Society Room in Geneva and WASL, and a representative from the team of the UN Special Envoy for Syria.

**Nordic coordinators for women, peace and security**

The Nordic coordinators for women, peace and security met twice in 2016, in Helsinki and in Oslo. This is a platform for information sharing and strategic dialogue on how the Nordic countries approach women, peace and security efforts at country level, in multilateral settings, and within their
own national implementation structures, and how we can proceed more strategically. In Oslo, representatives from the Nordic countries met with colleagues from all the implementing ministries and Norad, and learnt more about Norway’s approach to women, peace and security in the Colombian peace process and to gender in the prevention and countering of violent extremism, amongst other things.

Concrete points for follow-up were developed from these meetings. While the information-sharing and networking points have been delivered on, more process-oriented points have been harder to move forward. Meeting face-to-face was the most effective platform for developing and sharing ideas.

Relevant research

Knowledge development and knowledge-based interventions are critical for taking the women, peace and security agenda forward. In 2016 Norway supported relevant research through various channels. PRIO, which has a framework agreement with the Ministry of Foreign Affairs, was especially instrumental as a hub for developing relevant research and knowledge-based interventions. An overview of relevant research published in 2016 can be found in Annex 2.
REPORTING ON ACTION PLAN RESULT FRAMEWORK

Annex 1

<table>
<thead>
<tr>
<th>Goal</th>
<th>Indicator</th>
<th>Baseline 2015</th>
<th>Target 2016</th>
<th>Report 2016</th>
<th>Target 2017</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 - Peace processes and peace negotiations</td>
<td><strong>Peace processes and peace negotiations</strong> in which Norway is engaged involve the participation of both women and men, and peace agreements address the rights, needs and priorities of both women and men</td>
<td>a) <strong>Percentage</strong> of peace processes and negotiations that support inclusion of women</td>
<td>100 %</td>
<td>100 %</td>
<td>100 %</td>
</tr>
<tr>
<td></td>
<td></td>
<td>b) <strong>Percentage</strong> of peace agreements that include women’s rights, needs and priorities</td>
<td>N/A</td>
<td>100 %</td>
<td>100 %</td>
</tr>
<tr>
<td></td>
<td></td>
<td>c) <strong>Percentage</strong> of women in Norwegian delegations</td>
<td>Approximately 60 %</td>
<td>Minimum 40 %</td>
<td>Approximately 65 %</td>
</tr>
</tbody>
</table>

2 - International operations

<table>
<thead>
<tr>
<th>Women’s and men’s security, rights and needs are to be taken into</th>
<th>Police</th>
<th>Armed Forces</th>
<th>Police</th>
<th>Armed Forces</th>
<th>Police</th>
<th>Armed Forces</th>
<th>Police</th>
<th>Armed Forces</th>
</tr>
</thead>
<tbody>
<tr>
<td>a) <strong>Percentage</strong> of operations where goals for women, peace and security are included in the <strong>operational orders</strong></td>
<td>100 %</td>
<td>No report</td>
<td>100 %</td>
<td>50 %</td>
<td>100 %</td>
<td>100 %</td>
<td>100 %</td>
<td>100 %</td>
</tr>
</tbody>
</table>

> All figures are from March-April 2017.
> One agreement concluded in 2016, Colombia.
> Reporting is based on Ministry of Foreign Affairs statistics.
> Although gender is high up on the agenda of the Norway’s Long-term Defence Plan and we see progress, the percentage of women in the Armed Forces in the years to come cannot be predicted. The percentage of women deployed will vary according to the nature of troops deployed.

> The Nordic Centre for Gender in Military Operations (NCGM) develops training courses for personnel with gender competence and functions, and integrates a gender perspective into documents and procedures for operation planning and doctrine.

> Three out of three operations in total.
<table>
<thead>
<tr>
<th>Goal</th>
<th>Indicator</th>
<th>Baseline 2015</th>
<th>Target 2016</th>
<th>Report 2016</th>
<th>Target 2017</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>account in all aspects of <em>international operations</em>&lt;sup&gt;8&lt;/sup&gt;</td>
<td></td>
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<tr>
<td></td>
<td>b) <em>Percentage</em> of operations where a gender perspective is included in the <em>operational analysis</em> prior to deployment</td>
<td>100 %</td>
<td>No report</td>
<td>100 %</td>
<td>50 %</td>
</tr>
<tr>
<td></td>
<td>Police Armed Forces Police Armed Forces Police Armed Forces Police Armed Forces</td>
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<tr>
<td></td>
<td>c) <em>Percentage</em> of women in Norwegian contributions to international operations</td>
<td>30 %&lt;sup&gt;10&lt;/sup&gt;</td>
<td>5.8 %</td>
<td>35 %</td>
<td>No target</td>
</tr>
<tr>
<td></td>
<td>d) <em>Percentage</em> of Norwegians in operative management positions that are women</td>
<td>50 %</td>
<td>12</td>
<td>50 %</td>
<td>No target</td>
</tr>
</tbody>
</table>

**3 - Peacebuilding processes**

*Peacebuilding processes in which Norway is involved increase women’s *economic* and *political* freedom of action and influence*

<table>
<thead>
<tr>
<th>Peacebuilding processes in which Norway is involved increase women’s <em>economic</em> and <em>political</em> freedom of action and influence</th>
<th>Baseline 2015</th>
<th>Target 2016</th>
<th>Report 2016</th>
<th>Target 2017</th>
</tr>
</thead>
<tbody>
<tr>
<td>a) <em>Percentage</em> of Norwegian development cooperation funds to countries in war and conflict&lt;sup&gt;16&lt;/sup&gt; where <em>gender is marked</em> as ‘principle’ or ‘significant’ objective&lt;sup&gt;17&lt;/sup&gt;</td>
<td>31 %</td>
<td>35 %</td>
<td>36 %</td>
<td>40 %</td>
</tr>
<tr>
<td>b) <em>Percentage</em> of countries in war and conflict with projects supported by the relevant embassies that report an increase in women’s <em>political</em> participation.</td>
<td>55 %</td>
<td>70 %</td>
<td>63 %</td>
<td>85 %</td>
</tr>
</tbody>
</table>

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<sup>8</sup> Reporting is based on statistics from Ministry of Defence, Ministry of Justice and Public Security and Ministry of Foreign Affairs.

<sup>10</sup> INTOPS: 13 women out of a total of 41 police advisers (30 %) in international operations; the Norwegian Crisis Response Pool (Styrkebrønnen): 3 women out of a total of 9 (33 %) in the following international organisations - EUMAN, UNMIL, and the Norwegian Mission of Rule of Law Advisers to Moldova (NORLAM).

<sup>11</sup> INTOPS: 15 women out of a total of 36 police advisers (41 %); the Norwegian Crisis Response Pool (Styrkebrønnen): 2 women out of a total of 9. In addition, the Ministry of Foreign Affairs pays for the gender adviser in UN DPKO’s Police Division.

<sup>12</sup> Force Commander for UNFICYP 2014-2016 was a female Norwegian officer, Major-General Kristin Lund, a Norwegian female general.

<sup>13</sup> INTOPS: 8 women out of total 15 Norwegians; 3 out of total of 7 Norwegian heads of contingent were women.

<sup>14</sup> Force Commander for UNFICYP 2014-2016 was a female Norwegian officer, Major-General Kristin Lund.

<sup>15</sup> The percentage of Norwegian female military personnel in the years to come cannot be predicted. A small increase is expected, especially after a few years of universal conscription. Increased percentage of women is a priority in the Long-term Defence Plan as it is in this action plan. Reference is also made to Note 4.

<sup>16</sup> Data based on the Uppsala dataset for conflict for 2014, where an active conflict is defined as ‘a conflict, both state-based and non-state, where there are at least 25 battle-related deaths per calendar year in one of the conflict’s dyads’.

<sup>17</sup> All development assistance should be marked according to DAC’s guidelines. The DAC policy marker for gender equality has three levels: *principle* (main objective), *significant* (important objective) or *not targeted*. 

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<table>
<thead>
<tr>
<th>Goal</th>
<th>Indicator</th>
<th>Baseline 2015</th>
<th>Target 2016</th>
<th>Report 2016</th>
<th>Target 2017</th>
</tr>
</thead>
<tbody>
<tr>
<td>c)</td>
<td>Percentage of countries in war and conflict with projects supported by the relevant embassies that report an increase in women’s economic participation.</td>
<td>38 %</td>
<td>45 %</td>
<td>58 %</td>
<td>50 %</td>
</tr>
<tr>
<td>d)</td>
<td>Level of support to research that contributes to implementation of the action plan</td>
<td>No baseline</td>
<td>NOK 7.1 million</td>
<td>NOK 7.1 million</td>
<td>NOK 8.5 million</td>
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4 - Humanitarian crises

Norway’s efforts in response to humanitarian crises safeguard the rights of both women and men and address their needs and priorities

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<tbody>
<tr>
<td>a)</td>
<td>Percentage of Norwegian humanitarian funds where gender is marked as a principle or significant objective</td>
<td>21 %</td>
<td>40 %</td>
<td>28 %</td>
<td>50 %</td>
</tr>
<tr>
<td>b)</td>
<td>Percentage of organisations with Norwegian humanitarian funding that report on the integration of women, peace and security into planning, implementation and evaluation of projects</td>
<td>100 %</td>
<td>100 %</td>
<td>100 %</td>
<td>100 %</td>
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5 - Sexual violence

Norway’s efforts for peace and security help to prevent and combat sexual violence

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<tbody>
<tr>
<td>a)</td>
<td>Percentage of countries in war and conflict where the embassy reports on support to initiatives to improve protection for women</td>
<td>76 %</td>
<td>80 %</td>
<td>88 %</td>
<td>85 %</td>
</tr>
<tr>
<td>b)</td>
<td>Police initiatives in countries in war and conflict that report on reduction of sexual violence</td>
<td>SGBV 1 – team to MINUSTAH</td>
<td>SGBV 2 – team to MINUSTAH</td>
<td></td>
<td></td>
</tr>
</tbody>
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18 See Annex 2* Research publications.
19 The figure is broken down into NOK 5.5 million for gender research in the Armed Forces and NOK 1.6 million for staff at the Norwegian Defence University College working with gender in operations. Other research funding as described in Annex 2 was not included in the financial targets and baseline.
20 Percentage of disbursement over budget chapter 163.70 that is gender marked. Reference is Norad’s statistics 2016. The statistics provide limited information on volume or percentage of support to women, peace and security.
21 Includes professionalization of Haiti’s National Police (HNP).
Annex 2 Research publications

Research relevant to the women, peace and security agenda published in 2016

**PRIO (Peace Research Institute Oslo)**

*Policy Briefs (including Centre on Gender, Peace and Security and Conflict Trends):*

https://gps.prio.org/Publications/Publication/?x=10

https://www.prio.org/Publications/Publication/?x=9122

https://www.prio.org/utility/DownloadFile.ashx?id=10&type=publicationfile

https://gps.prio.org/Publications/Publication/?x=9

https://www.prio.org/Publications/Publication/?x=9098

*PRIO Papers:*

https://www.prio.org/Publications/Publication/?x=9250

https://www.prio.org/Publications/Publication/?x=10432

https://www.prio.org/Publications/Publication/?x=9286

https://www.prio.org/Publications/Publication/?x=9284

*Articles in journals:*

http://www.tandfonline.com/doi/full/10.1080/17539153.2016.1192260


Chapters in books:


Other publications by PRIO researchers:


Tank, Pinar (2016) Kurdish women: Liberation through the barrel of a gun? NewME Report, Department of Culture Studies and Oriental Languages, University of Oslo.

CMI (Chr. Michelsen Institute)


The Global Center on Cooperative Security

Summaries and other documents relating to gender perspective/WPS: http://www.globalcenter.org/?s=gender

Strengthening Regional Cooperation to Prevent and Counter Violent Extremism in South Asia Rafia Bhulai and Naureen Chowdhury Fink, December 2016
Rehabilitating Juvenile Violent Extremist Offenders in Detention
Global Center on Cooperative Security, December 2016

Blue Sky III: Taking UN Counterterrorism Efforts in The Next Decade From Plans to Action
Alistair Millar and Naureen Chowdhury Fink, September 2016

From Policy to Action: Advancing an Integrated Approach to Women and Countering Violent Extremism
Rafia Bhulai, Allison Peters and Christina Nemr, June 2016

Violent Extremism and Instability in the Greater Horn of Africa
Eelco Kessels, Tracey Durner and Matthew Schwartz, April 2016

A Man’s World? Exploring the Roles of Women in Countering Terrorism and Violent Extremism
Naureen Chowdhury Fink, Sara Zeiger and Rafia Bhulai, April 2016

Development and Countering Violent Extremism
Naureen Chowdhury Fink and Rafia Bhulai, March 2016

Countering Violent Extremism and Development Assistance
Eelco Kessels and Christina Nemr, February 2016

The Norwegian Police University College


Center for Research on Extremism, University of Oslo

Fangen, Katrine and Åshild Kolås (2016). The "Syria traveller": Reintegration or legal sanctioning? Critical Studies on Terrorism: DOI: 10.1080/17539153.2016.1192260 (also mentioned under PRIO)

The Norwegian Defence University College