



NORWEGIAN MINISTRIES

Short Version

Progress Report 2012

Women, Peace and Security





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The participation of women in key processes related to peace and security is an important goal in itself. The contribution of women is also vital in preventing, managing and resolving conflicts, and not least in post-conflict reconstruction.

UN Security Council resolution 1325 (SCR 1325) on women, peace and security was adopted in 2000 to increase women's participation in all efforts related to peace and security, and to strengthen the protection of women in armed conflicts. Norway was one of the first countries to develop a national action plan for implementing SCR 1325. Since the launch of the Norwegian action plan¹ in 2006, five additional resolutions on women, peace and security have been adopted (UNSCR 1820, 1888, 1889, 1960 and 2106).

For this reason, the guidelines for this field were updated and enhanced with the launch in January 2011 of Women, Peace and Security: Norway's Strategic Plan 2011-2013. The strategic plan identifies five key priority areas for Norway's work in this area at national and international level:

1. Peace processes and negotiations
2. International operations
3. Post-conflict situations and peacebuilding
4. Sexual violence in conflict
5. Reporting and accountability

The main objective of the strategic plan is to strengthen the participation of women in peace and security efforts and promote the integration of the gender perspective into the design and implementation of all Norwegian policy related to peace and security. The Ministry of Children, Equality and Social Inclusion, the Ministry of Defence, the Ministry of Justice and Public Security and the Ministry of Foreign Affairs are jointly responsible for the implementation of the plan.

This is a short version of the second progress report on the Government's implementation of Norway's strategic plan. It provides an overview of Norway's priorities as well as examples of activities and results from 2012. It also identifies challenges and priority areas for Norway's efforts in 2013.

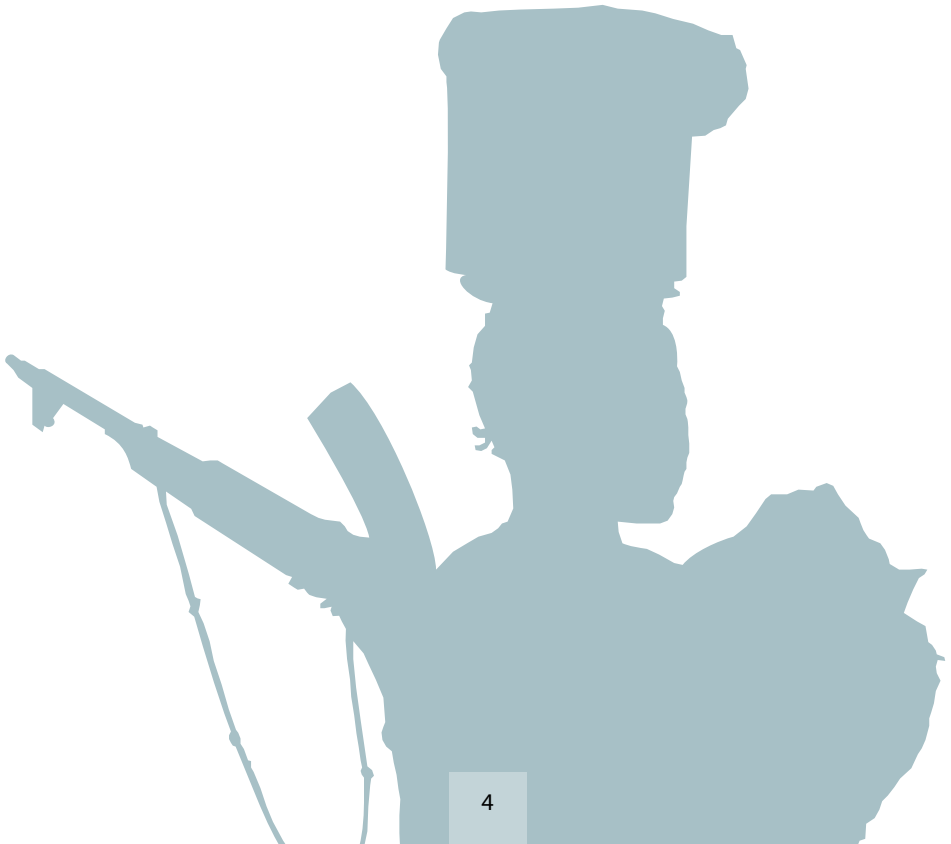
¹ The Norwegian Government's Action Plan for the Implementation of UN Security Council Resolution 1325 (2000) on Women, Peace and Security

A more thorough review of Norway's implementation of the resolutions on women, peace and security will be initiated in autumn 2013. This will take a critical look at the work that has been done over the past three years and will make recommendations that will form the basis for updating the current strategic plan. Work on this will begin towards the end of the year.

Active engagement and a high-profile approach

Norway seeks to play a leading role in promoting the women, peace and security agenda, and has done important work in this area, both nationally and internationally. By maintaining a high-level political focus and earmarking both positions and funds, we are now beginning to see results, which we intend to build on in the future. There is little doubt, however, that major challenges remain.

Norway's high profile in this area creates expectations about our future engagement. We intend to do everything we can to fulfil these expectations.



Broad-based and diverse efforts

Norway's strategic plan is ambitious and broad in scope. It sets out a wide range of activities to be carried out in many fields and at many levels. At national level, Norway seeks to ensure that the gender perspective is integrated into the formulation of all policy related to peace and security. We are also working to increase the proportion of women among Norwegian personnel deployed to international operations, and seek to ensure that both women and men who are posted abroad have the necessary knowledge to implement the resolutions on women, peace and security in the field.

At the international level, Norway also plays a leading political role in promoting the women, peace and security agenda vis-à-vis the UN system, NATO and other countries. Norway moreover provides substantial support to NGOs and other actors working to implement the resolutions on women, peace and security on the ground, in particular those seeking to increase women's political participation and influence, and those fighting sexual violence and providing assistance to survivors. The assistance Norway provides is not purely financial. A number of Norwegian diplomatic and consular missions also play an important role in cooperating with, and in voicing the concerns of, civil society actors who are striving to influence local authorities and international opinion.

It is difficult to track all the funding Norway allocates to this field, as much of it is provided through broader multilateral efforts. However, figures for Norway's bilateral funding for projects in conflict and post-conflict countries where gender equality is a primary or subsidiary objective give an indication of the level of Norway's support to this area. In 2012, this amounted to just over NOK 2 billion, around NOK 401 million of which was allocated to projects where the promotion of women's rights and gender equality was the primary objective. This represents a significant increase on the figure for 2011. In addition, Norway provides core contributions to a number of international organisations that have women, peace and security as one of their priority areas.

Internationally, Norway's efforts to promote the women, peace and security agenda include a number of projects in Africa, Asia, Latin America and Europe. Most of our support in this field goes to Asia and Africa. Certain countries have become particularly important partners as a result of Norway's engagement in other fields or the general situation in the country. As set out in Norway's strategic plan, Norway's efforts will particularly focus on these countries, which

include Afghanistan, Sudan, South Sudan, Nepal, the Philippines, Israel, Palestine, Haiti, DR Congo, Liberia and Colombia. In Nepal and the Philippines, in particular, we are seeing that cooperation with local authorities and local and international civil society actors is beginning to yield positive results.

Norway's partners in its efforts to promote the women, peace and security agenda include NATO and a number of key UN institutions, such as the United Nations Development Programme (UNDP), the United Nations Children's Fund (UNICEF), The United Nations Entity for Gender Equality and the Empowerment of Women (UN Women), the UN Refugee Agency (UNHCR), the Office for the Coordination of Humanitarian Affairs (OCHA), the Department of Political Affairs (DPA), the Department of Peacekeeping Operations (DPKO) and the Peacebuilding Commission (PBC). We also cooperate with the multilateral financial institutions and other international, regional and local organisations and networks.

The target groups for our efforts range from international leaders, peace mediators, national and local political leaders, peace campaigners and women's rights activists, students, research groups, judges, lawyers and police officers, journalists, military leaders and soldiers, health workers, religious leaders, women-headed households, indigenous women, refugees and internally displaced persons, and former child soldiers to survivors of sexual violence.

Follow-up of Norway's strategic plan

Peace processes and negotiations

Norway's efforts to follow up the Security Council resolutions on women, peace and security in peace processes and peace negotiations focus on three main goals: to increase the number of women taking part in peace negotiations and the number of women peace mediators; to ensure that local women are represented and consulted; and to integrate the gender perspective into processes in which Norway is involved. Political dialogue and advocacy, and the provision of financial support to UN organisations and international, regional and local civil society actors are key instruments for achieving these goals.

In 2012, Norway continued to urge parties to peace negotiations to include women in their delegations and to integrate a gender perspective into peace processes in which Norway is involved. However, the parties do not always follow this advice. It is therefore also important to promote the participation of women through competence-building measures, to support parallel and subsidiary processes to official peace negotiations and to strengthen cooperation with women's networks and organisations in conflict and post-conflict countries.

Norway supports the work of UN Women and the UN Department of Political Affairs to increase women's participation, strengthen gender expertise in peace processes and ensure the recruitment of women peace mediators. In 2011, over 200 women peace activists in West Africa, Central and South East Asia, Côte d'Ivoire, Macedonia, Egypt, Somalia and Zimbabwe received training as a result of this cooperation. UN Women has also contributed to the development of a common women's agenda for promoting peace in countries such as Egypt, Somalia, the Philippines and Zimbabwe.

Since 2009, Norway has also supported the work of the Forum for Women and Development (FOKUS) and its local partners to strengthen the participation of women and indigenous peoples in Colombia. A few years of systematic competence-building and network-building have put FOKUS and its partners in a unique position to promote the participation of women and the women, peace and security agenda in the ongoing peace negotiations between the Colombian Government and FARC-EP, which began in 2012. As a result of the negotiations, organisations that had not cooperated for many years have come

together to promote the gender perspective. An example of such cooperation is the Mujeres por la Paz (“Women for peace”) network, which was established in 2012. More than 200 women from all parts of Colombia are represented in the network. The organisations involved now have a greater degree of influence than before and have gained support for a number of their demands and recommendations. FOKUS has also played an important role in fostering dialogue between local women’s organisations, Norwegian organisations, the Colombian diaspora and the Norwegian authorities in connection with the ongoing peace process, in which Norway acts as facilitator.

All Norwegian embassies in conflict and post-conflict countries have been directed to strengthen cooperation with local women’s organisations and networks, and to look for opportunities to promote the Security Council resolutions on women, peace and security at local level in their host countries. The embassies in Amman, Kabul and Kathmandu have led the way. The Norwegian Embassy in Kathmandu, for example, has for many years cooperated with Sankalpa (the Women’s Alliance for Peace, Justice, and Democracy), a network of 11 women’s organisations working to promote the implementation of Nepal’s National Action Plan on women, peace and security, and the Inter Party Women’s Alliance, an alliance of women leaders from 15 political parties who are working to increase the participation of women in key political processes.

The participation of women in peace negotiations is also an important issue in Norway. There is increasing awareness of the need to carefully consider the composition of our own delegations to peace processes where we are acting as facilitator. However, we do not always succeed in achieving a complete gender balance. In 2012, for example, the Norwegian team responsible for facilitating the peace negotiations in Colombia consisted of four women and two men. The facilitation team for the peace talks in the Philippines, on the other hand, was made up of three men and one woman.

International operations

The integration of the gender perspective into international operations is a priority area for Norway. In this connection, it is vital that the police and military personnel taking part in international operations are properly trained so that they can help ensure that the operation addresses the security needs of the entire population and that both women and men are consulted. In Norway, this means ensuring that Norwegian personnel who are to be posted abroad receive training in issues relating to the women, peace and security resolutions and in how to integrate the gender perspective into their work in the field. The Norwegian Armed Forces, which have responsibility for training military personnel, have included the gender perspective in all training programmes for specific operations. The Norwegian Defence University College contributes to these efforts and has established a gender project that assists the Norwegian Armed Forces' educational institutions in incorporating the women, peace and security resolutions in their training programmes. For example, it produces teaching materials, and provides instruction on this topic at preparatory courses for personnel who are to be deployed to international operations. The Norwegian Defence University College also organises seminars for gender equality advisers who have been deployed in international operations to ensure transfer of knowledge to the organisation.

Norway plays an active role in developing Nordic expertise on the implementation of the women, peace and security resolutions in international operations through the Nordic Centre for Gender in Military Operations, which also carries out evaluations of Norway's efforts in this area.

The gender perspective is integrated into the basic UN training provided to Norwegian police officers prior to participation in international operations. Specific courses on the women, peace and security resolutions are also provided, in line with the guidelines drawn up by the UN.

At the international level, Norway has helped to ensure that the gender perspective is included in the training provided to African police forces that are deployed to international peace operations through the Training for Peace programme. This programme is implemented in cooperation with a number of partner institutions, including the Kofi Annan International Peacekeeping Training Centre (KAIPTC) and the Institute for Security Studies (ISS).

Increasing the proportion of women in international operations in general, and in operational positions in particular, is another high priority for Norway. At national level, this work is carried out by the police and the Norwegian Armed Forces. In 2012, the efforts to increase the recruitment of women to international operations were beginning to produce results. For example, 50 % of the participants at the annual preparatory course for police experts participating in UN operations were women. However, more work still needs to be done in this area; in 2012 only 7.4 % of the Norwegian military personnel who participated in international operations were women.

Norway is also following this up at international level. The Training for Peace programme is helping to increase the proportion of African policewomen participating in international operations, for example by offering driver training, which will enable more women to pass the mandatory driving test for personnel serving in UN operations. In 2012, a total of 100 Ghanaian policewomen participated in these courses and nearly all of them went on to pass the UN driving test.

In 2012, Norway also strengthened its cooperation with NATO, with a view to ensuring the integration of the gender perspective into all the organisation's activities. In autumn 2012, for example, Norway provided funding for the creation of the post of NATO Secretary General's Special Representative for Women, Peace and Security. The post is currently held by Norwegian diplomat Mari Skåre. The special representative is responsible for promoting the implementation of the UN Security Council resolutions on women, peace and security across the NATO organisation and throughout the entire range of its activities. This involves raising awareness of NATO policy and efforts in this area, as well as strengthening internal coordination and cooperation with the UN and other relevant organisations.

Post-conflict situations and peacebuilding

Two main priorities underpin Norway's efforts to further the women, peace and security agenda in connection with peacebuilding and in post-conflict situations: strengthening women's participation in decision-making processes; and promoting gender-sensitive security sector reform.

Norway provides support to a large number of local, regional and international organisations that are working to strengthen the role of women in local deci-

sion-making processes and to increase awareness of the women, peace and security agenda among decision makers and the general public. Norway has an important role to play here, because we also support political lobbying work. Many other donor countries shy away from political lobbying because of the difficulties involved in reporting concrete results from this type of activity.

Norway provides support, for example, for the Institute for Inclusive Security's Resolution to Act initiative, which assists national authorities and local civil society actors in the development of effective, realisable national action plans on women, peace and security that are based on sound expertise and enjoy broad support. A community of experts is being established with expertise from various fields and experience of developing action plans of this kind. These experts will be deployed in teams put together on the basis of the individual needs and wishes of the country that has requested assistance.

Through our support to Karama, a regional women's organisation working to promote women's participation, security and rights in the Middle East and North Africa, we have also contributed to the work of the Libyan Women's Platform for Peace (LWPP) to improve electoral law in Libya. This has produced concrete results, including an increase in the number of women parliamentarians following the election in July 2012. Karama and the LWPP were also involved in the process of drafting Libya's new constitution, but met major challenges in their efforts to safeguard women's rights in this process.

One difficulty Norway has experienced in its efforts to promote women's political participation is how to ensure that funding is channelled to grassroots organisations that are carrying out vital work on the ground, but are not large enough to satisfy the administrative requirements placed on grant recipients. As a pilot project, Norway is therefore providing support to the Fonds pour les Femmes Congolaises (FFC), a women's NGO based in Kinshasa, DR Congo, which provides competence-building assistance and channels financial contributions to small, local women's organisations. Norway also supports the FFC's efforts to increase the participation of women in elections, mobilise women candidates and provide training to women campaigners prior to local and provincial elections.

In the field of security sector reform, Norway cooperates with the UN, national authorities, and local and regional organisations to ensure that women's rights and needs are mainstreamed in practice. Norway provides financial support

and expertise, in the form of seconded experts, and takes part in bilateral and multilateral cooperation on justice and home affairs issues. Local ownership and a long-term perspective are vital in order to bring about lasting change. For several years, Norway has focused in particular on security sector reform in the Western Balkans and DR Congo.

Norway actively promotes the gender perspective vis-à-vis various UN funds and programmes and the World Bank, which play an important role in the reconstruction of post-conflict countries, and in its contact with humanitarian partners. Norway also promotes women's rights in international normative processes.

Norway supports the Gender Standby Capacity Project (GenCap), an Inter-Agency Standing Committee (IASC) initiative created in 2007 in collaboration with the Norwegian Refugee Council (NRC), which seeks to mainstream the gender perspective in humanitarian operations. GenCap has established a roster of gender experts who can provide support in integrating the gender perspective into UN humanitarian operations on the ground. GenCap has also played a key role in developing the IASC Gender Marker, a tool that makes it possible for those administering humanitarian funding mechanisms to assess a project's level of gender-sensitivity. The aim is to ensure that emergency relief reaches all those who need it, irrespective of gender. The UN has reported that the use of the gender marker has increased awareness of the importance of including a gender perspective, both among the organisations applying for funding and among those allocating funds raised through humanitarian appeals.

Sexual violence in conflict

Norway is engaged in efforts to combat sexual violence in conflict at the multilateral and bilateral level and in cooperation with local partners. Particular focus has been directed to DR Congo, but priority has also been given to integrating the gender perspective and increasing the focus on sexual violence in humanitarian efforts when new conflicts arise. Prevention and protection, rehabilitation and support for survivors of sexual violence, and prosecution of perpetrators are the main goals in this area. Norway also cooperates with the UN to improve survivors' access to the legal system and increase the prosecution of perpetrators.

This work requires long-term commitment and strong local ownership. For this reason, Norway has continued to provide support both to the national authorities and to various actors that promote capacity building and provide technical assistance, particularly in the fields of security sector reform and healthcare provision.

One example is the team of Norwegian police officers with special expertise in the investigation of sexual violence that has been part of the United Nations Stabilization Mission in Haiti (MINUSTAH) since 2011. These police officers have been helping to enhance the ability of the Haitian national police to deal with issues relating to sexual and gender-based violence. The team has also played a role in ensuring that several local police stations have acquired separate premises for receiving victims of sexual violence, where women who report this type of crime can be better looked after. Initially the team was made up purely of Norwegian police officers, but it now consists of both Norwegian and Canadian police officers. Systematic competence-building, dedicated personnel, continuity and bilateral funding have led to rapid and measurable results. The first phase of project focused on training police officers from all Haiti's ten regions, who have since acted as instructors on subsequent courses. As of April 2013, 689 Haitian police officers had received training.

In DR Congo Norway also supports the efforts of the American Bar Association to combat impunity for perpetrators of sexual violence. The American Bar Association has helped to ensure better access to the judicial system for survivors of sexual violence in remote areas through the establishment of two mobile courts. As of mid-2012, the two courts had dealt with 18 cases of sexual and gender-based violence, of which 16 resulted in a conviction. The organisation also carries out information campaigns on existing legislation and awareness-raising activities through theatre and radio programmes, in cooperation with local partners.

Improving the health services provided to survivors of sexual violence has been another important priority for Norway in DR Congo. In 2012, the expansion of both the HEAL Africa Hospital and the Kyeshero Hospital were completed despite major security challenges in the area where the hospitals are situated. This work was carried out under the auspices of Join Good Forces and their local partners.

Norway also supports projects carried out under the auspices of organisations such as CARE, Norwegian Church Aid, the Norwegian Refugee Council and their local partners in DR Congo, Colombia, Liberia and Burundi that seek to provide psychosocial, legal and financial assistance to survivors

In addition, Norway supports civil society actors that have a watchdog function and that lobby the authorities to ensure high levels of political will in this area. Norway attaches importance to promoting the rights of survivors in its normative efforts at international level. The issue of sexual violence in conflict was, for example, highlighted in Norway's statement to the Assembly of States Parties to the International Criminal Court (ICC) in November 2012.

Reporting and accountability

Better reporting and greater accountability is the fifth priority area identified in Norway's strategic plan. The plan introduced an improved results framework and required the submission of annual reports. One of the objectives is to make both us and our partners more accountable. Norway is engaged in dialogue with UN organisations and other multilateral partners with a view to improving reporting on projects to which Norway has contributed funding. We also want to learn from the effective results management we are seeing in many of the organisations we cooperate with.

Nevertheless, we are finding that in many cases the reporting of specific and measurable results of efforts is no easy task. This can partly be explained by the type of activities that are required in this field and the emphasis on knowledge building and awareness raising. This type of work requires a long-term approach; we know from our own experience that it takes time to change norms, values, attitudes and behaviour. The fact that it takes time for normative efforts to bring about concrete, visible changes on the ground does not, of course, mean that this work is not important. Quite the contrary, it is crucial that we continue, and in many cases intensify, our efforts. However, it is important that we are able to track changes – including minor ones – as they occur, so that we can adjust our course, if necessary.

The key to achieving lasting results at country level often lies precisely in continuing and intensifying efforts in areas where the challenges are most obvious, in maintaining a long-term perspective and not giving up in the face of

fierce resistance. This requires both stamina and courage, attributes that all our partners share. But in the long term we expect to see documented results, and we must ensure that this is the case by following up our efforts effectively.

What can we do better?

This report, combined with input from civil society actors and other partners, identifies a few areas where we will consider adjusting our efforts with a view to further strengthening the implementation of Norway's strategic plan.

We need to consider whether to adopt an even more targeted and strategic approach to the question of who and what we support. Although the wide range of partners and projects we support is an advantage in many ways, we also face significant challenges in following up these diverse efforts. There needs to be a greater emphasis on assuring the quality of the various projects, and future funding for partner organisations must be more closely linked to past performance. Both we and our partners must be better at demonstrating that the work we are doing produces concrete results.

Both in Norway and in our partner countries and organisations, we are seeing that poor implementation of the women, peace and security resolutions is partly due to a lack of interest and will. The greatest reason for poor implementation, however, is insufficient competence and capacity as regards integrating the women, peace and security agenda into relevant policy areas. In order to achieve the goal of ensuring that the gender perspective is systematically incorporated into our work to promote peace and security, we must provide better practical and strategic advice on how resolutions, policy documents and directives are to be implemented in practice, both in Norway and vis-à-vis our partners.

Norway should also adopt a more coherent approach towards its foreign and development policies and related efforts. This means that we need to combine dialogue and aid effectively. In particular, we must make active use of the results our partners achieve in our dialogue with the authorities in partner countries and vis-à-vis the UN system. Norway's new Action Plan for Women's Rights and Gender Equality in Foreign and Development Policy 2013–15, which was launched in August 2013, is an important step in the right direction.

Future priorities

Norway intends to give priority to work aimed at increasing the proportion of women and strengthening the gender perspective, particularly in peace negotiations and peace processes. This will involve closer cooperation with partners such as UN Women, the UN Department of Political Affairs (DPA) and civil society actors in countries where Norway is involved in peace processes. Norway and Finland have joined forces, for example, to provide funding for courses on integrating the gender perspective into peace negotiations. These courses are to be carried out under the auspices of the DPA, the Peace Research Institute Oslo (PRIO) and the Crisis Management Initiative (CMI).

Women's participation in peacebuilding will be another key priority area. Norway will promote the implementation of the UN Secretary-General's 7-Point Action Plan on Women's Participation in Peacebuilding, and kicked off these efforts with an international conference on the topic in March 2013. The conference was organised jointly by the Norwegian Ministry of Foreign Affairs, UN Women and the Australian Civil-Military Centre (ACMC).

Ensuring a systematic approach to the women, peace and security agenda and making sure that this agenda is not forgotten when crises arise will be given priority in 2013. Improving follow-up by our ministries at home and the missions abroad, and ensuring that relevant staff have the expertise they need will therefore be a key focus area. An example of this work at the Ministry of Foreign Affairs, for example, will be the provision of specific training on the women, peace and security agenda for Norwegian diplomats. We will consider whether this should be made mandatory for all employees who are posted to conflict and post-conflict countries.

In 2013, we will also continue our close cooperation with civil society actors, at both national and international levels. In Norway this dialogue takes place through SCR 1325 Network, a network of Norwegian NGOs and research groups. Meetings with civil society actors are crucial for exchanging information and obtaining input and feedback on Norway's efforts in this area. We will consider how we can strengthen the thematic and strategic focus of this cooperation.

We will continue to improve the documentation of results, primarily in connection with the review and updating of Norway's current strategic plan. Work on this will begin towards the end of 2013. One of the main aims of this process will be to develop a new and more effective results framework.

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