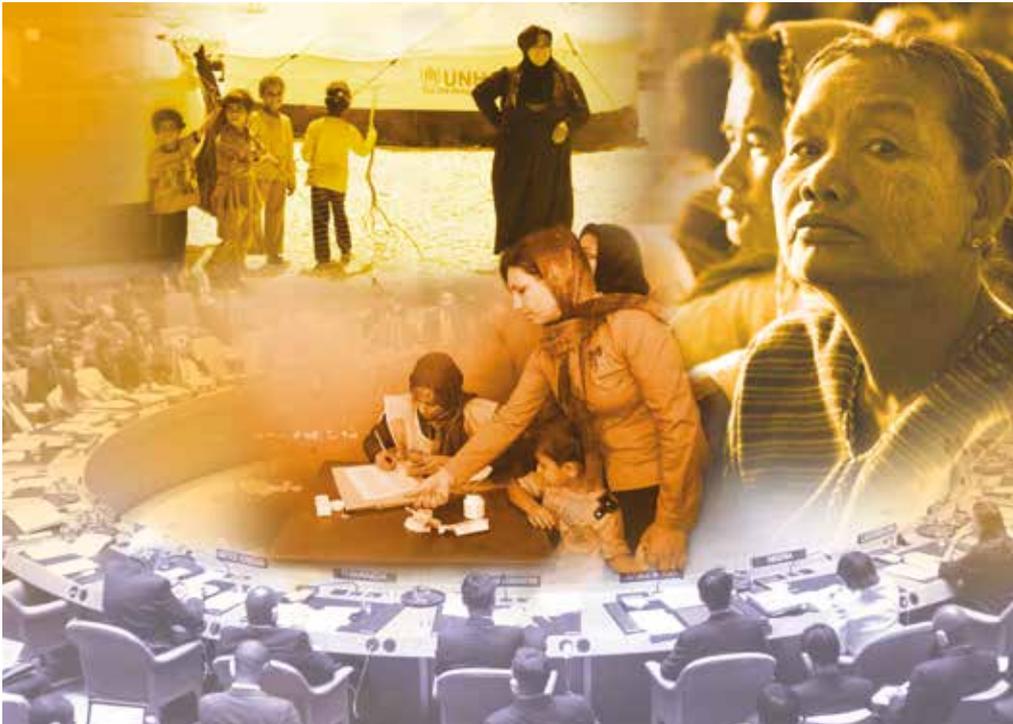




NORWEGIAN MINISTRIES

National Action Plan

# Women, Peace and Security 2015 – 18







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National Action Plan

# Women, Peace and Security 2015 – 18

## Foreword

Fifteen years ago, in 2000, the UN Security Council adopted resolution 1325 on women, peace and security, which has since been followed up by a further six resolutions on the same issue. During these years, we have seen growing understanding of the fact that women's participation and recognition of women's rights and needs are key factors for achieving international peace and security. However, implementation of the resolutions is still too weak and progress is fragile. International efforts must be intensified to achieve better results. In many current conflicts, women's security and rights are threatened, sexual violence is widespread and women are being forced to flee their homes. It is clear that women's participation in peace and stabilisation processes is essential to achieving sustainable solutions. It is against this backdrop that the Government is launching Norway's National Action Plan on Women, Peace and Security for the period 2015–18.

Norway's National Action Plan is our tool for achieving the aims of the Security Council resolutions. It provides a basis for the work of the ministries and establishes a clear direction and goals for Norway's efforts in this area. We will seek to change attitudes, build expertise and keep up the pressure to ensure that the aims of the resolutions are achieved. We will work in cooperation with the UN, NATO, and regional and national stakeholders, and in close dialogue with civil society organisations.



The Government will seek to increase women's participation and influence in processes relating to peace and security. Women have the right to take part in decision-making processes that affect their own future. Moreover, we know that if women participate, we can achieve a broader-based and more sustainable peace. By taking part in international operations, women can supply vital expertise and diversity and help to improve performance. It is therefore essential to integrate a gender perspective into Norway's efforts. We also urge men to play a more active part in ensuring that both women and men can enjoy the benefits of peace, security and equal rights.

Norway will play its part in implementing the Security Council resolutions through political leadership, targeted efforts across different sectors, diplomacy and financial support. In this way, we will ensure that the rights, needs and priorities of both women and men are addressed in all efforts to promote peace and security.



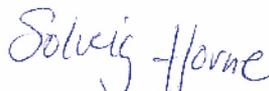
Børge Brende  
**Minister of Foreign Affairs**



Ine Eriksen Søreide  
**Minister of Defence**



Anders Anundsen  
**Minister of Justice and  
Public Security**



Solveig Horne  
**Minister of Children, Equality and  
Social Inclusion**





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## Introduction

**The adoption of UN Security Council resolution 1325 in 2000 was a groundbreaking event. The resolution recognised the disproportionate impact of conflict on women, the need to protect women from violence during conflicts, and the vital importance of women's participation and the protection of women's rights for international peace and security. Since 2000, the Security Council has adopted a further six resolutions on women, peace and security. Resolutions adopted by the Security Council are binding on all UN members.**

The Security Council resolutions on women, peace and security are intended to bridge the gap between theory and practice in this field. The present Action Plan is a tool to help Norway contribute to these efforts. The resolutions establish norms and make recommendations on how to integrate a gender perspective into peace and security efforts. The starting point is that ensuring women's participation and taking the experience of women into account are of crucial importance in preventing and dealing with conflict, in providing effective protection for women, and for establishing peace processes that result in sustainable peace. The resolutions point to the need to incorporate a gender perspective into international operations, so that the security needs of both men and women are taken into account. They also recognise that humanitarian efforts must address the needs of both women and men in conflict situations. Four of the resolutions deal with sexual violence and recommend ways of preventing and combating such violence. This is the Norwegian authorities' third national plan on women, peace and security, and represents an important step forward in Norway's efforts to implement the Security Council resolutions.

Norway will continue to contribute to international efforts to achieve sustainable peace on the basis of human rights, the rule of law and democracy. Peace means far more than the absence of war. Norway's efforts must be designed to meet women's security and humanitarian needs and uphold women's rights. The Government's global health and



education efforts, which are targeted particularly at women and girls, tie in with these overall aims. Our goal is to ensure that more children and young people affected by crisis and conflict receive a good-quality education. We will also seek to ensure that education is given higher priority in humanitarian aid work. There is systematic discrimination against women in many countries and in many areas of activity. Armed conflict can exacerbate the situation because women are forced to flee their homes, and also because parties to conflict may deliberately attack or abuse women. The lawlessness that accompanies conflicts can make women vulnerable, for example to sexual violence.

It is of crucial importance to improve women's security and increase their freedom of action and influence. The participation of women is important in itself: everyone has the right to take part in decision-making processes that affect their own future. Men need to be encouraged to become partners in efforts to change the situation. The aim is for women and men to be involved in decision-making processes as equal partners. This will help to ensure that the security needs of the whole population are met, and will strengthen the legitimacy of decisions. Ensuring that such processes are inclusive is also a way of preventing conflict. It is not possible to achieve sustainable peace if half the population is excluded from peace processes and decisions.

At the same time, the security institutions themselves must be changed. It is essential to incorporate a gender perspective into all peace and security work, which means that the impact on both women and men must be evaluated during each phase of the work. To achieve the goal of mainstreaming a gender perspective in peace and security efforts structures, attitudes and practices must all be changed. This calls for clear leadership from both women and men, adequate expertise, and an understanding of the importance of implementing the UN resolutions



### **Government priorities**

The main objective of Norway's work is to ensure that women are able to take part in peace processes and that the rights, needs and priorities of both women and men are addressed in all peace and security efforts. This is essential for achieving sustainable peace based on human rights, the rule of law and democracy.

Norway has identified four priority areas for its efforts relating to women, peace and security, and will work towards its main objective by seeking to ensure that:

- **peace processes and peace negotiations** in which Norway is engaged involve both women and men, and peace agreements address the rights, needs and priorities of both women and men;
- women's and men's security, rights and needs are taken into account in all aspects of **international operations**;
- **peacebuilding** processes in which Norway is involved increase women's economic and political freedom of action and influence;
- Norway's efforts in response to **humanitarian** crises safeguard the rights of both women and men and address their needs and priorities.

Preventing and combating **sexual violence** in conflict is a key element of efforts in all four priority areas. Norway will ensure that its work in this field is clearly linked to all four priority areas, so that a broader set of tools can be used. For example, steps to prevent and combat sexual violence are to be integrated into peace processes, and tactical routines for international operations must include protection against sexual violence.





### **The most recent Security Council resolutions on women, peace and security**

In Security Council resolution 2122, adopted in 2013, the Security Council reaffirms the need for an integrated approach to sustainable peace and recognises the need to address the root causes of armed conflict. It also proposes specific ways of increasing the participation of women, such as making more use of gender expertise and gender experts and developing funding mechanisms to support the work of women's organisations. Moreover, in its reference to the Arms Trade Treaty, resolution 2122 recognises the link between disarmament and efforts to combat gender-based violence. The Arms Trade Treaty regulates international trade in conventional arms, which is an important factor in preventing conflict and gender-based violence. The aim of Security Council resolution 2106, also adopted in 2013, is to strengthen compliance with already existing obligations to combat sexual violence in conflict. The resolution stresses the importance of women's participation for preventing conflict-related sexual violence.

### **What the Government will do to achieve results**

The Government will promote women's participation and needs in Norway's peace and security work. This Action Plan sets out the main direction of Norway's efforts as regards women, peace and security, and states that a gender perspective is to be integrated into all our efforts in this area. It identifies desired outcomes and key action points needed to achieve them. It also specifies the lead ministry or ministries for each action point. The basic idea underlying the Action Plan is that women are stakeholders, not just victims in conflict situations. A number of specific approaches are used in each of the four priority areas of the Action Plan to promote women's freedom of action and influence. The most important of these are:

- We will introduce new work routines and plans and build up knowledge relating to women, peace and security with a view to ensuring that women are included in peace processes. We will do this both because women have the right to participate on an equal footing with men in political processes that affect their own future,

and because we believe that women's participation is essential to achieving legitimate and sustainable peace processes.

- Our aim is to achieve results in our peace and security work that make a real difference to women's daily lives. We will focus our efforts on the following priority countries and areas: Afghanistan, Colombia, Myanmar, Palestine and South Sudan. With the exception of Colombia, all of these have been identified as focus countries for Norway's development cooperation, and some of them are priority countries for Norway's peace and reconciliation efforts.
- We will document results. We are establishing a simple results framework and a set of indicators to measure progress towards achieving the outcomes set out in the Action Plan. Monitoring and measuring performance in this way will enable us to adjust our policy and efforts where needed.
- We will draw up an annual work plan, which will describe the most important action points for the coming year, establish milestones and include new activities for achieving the desired outcomes set out in the Action Plan.
- We believe that knowledge encourages action. We will therefore strengthen expertise as regards women, peace and security in the Foreign Service, the Norwegian police and the Norwegian Armed Forces through education and training and practical experience. One important step will be to draw up guidelines for the Foreign Service to provide the tools and knowledge needed to translate Norway's policy into action at country level and adapt it to the situation in specific countries.
- We will ensure cooperation across ministries, NGOs and research groups, as this is essential for achieving results. We want the SCR 1325 Network, which brings together all the relevant actors, to be a hub for information and debate that will benefit all those involved. We will promote openness and knowledge-sharing, and will seek input if we need to adjust our course.



### **Important arenas and partners**

Norway achieves the best results through cooperation with partners. The UN has a mandate to promote international peace and security and is therefore a key arena for cooperation. NATO is another important arena for Norway, and we will support the implementation of NATO's action plan on women, peace and security. Cooperation with regional organisations, such as the EU, the African Union, the Council of Europe, and the OSCE, is also important.

Civil society organisations have a key role to play in implementing the Action Plan and are a resource we can draw on in peace processes, humanitarian efforts and peacebuilding in post-conflict situations. Civil society organisations both in Norway and abroad are at the forefront of efforts to establish a normative framework and to hold authorities to account. In many countries, civil society is also an important counterforce to extremism and a champion of human rights.

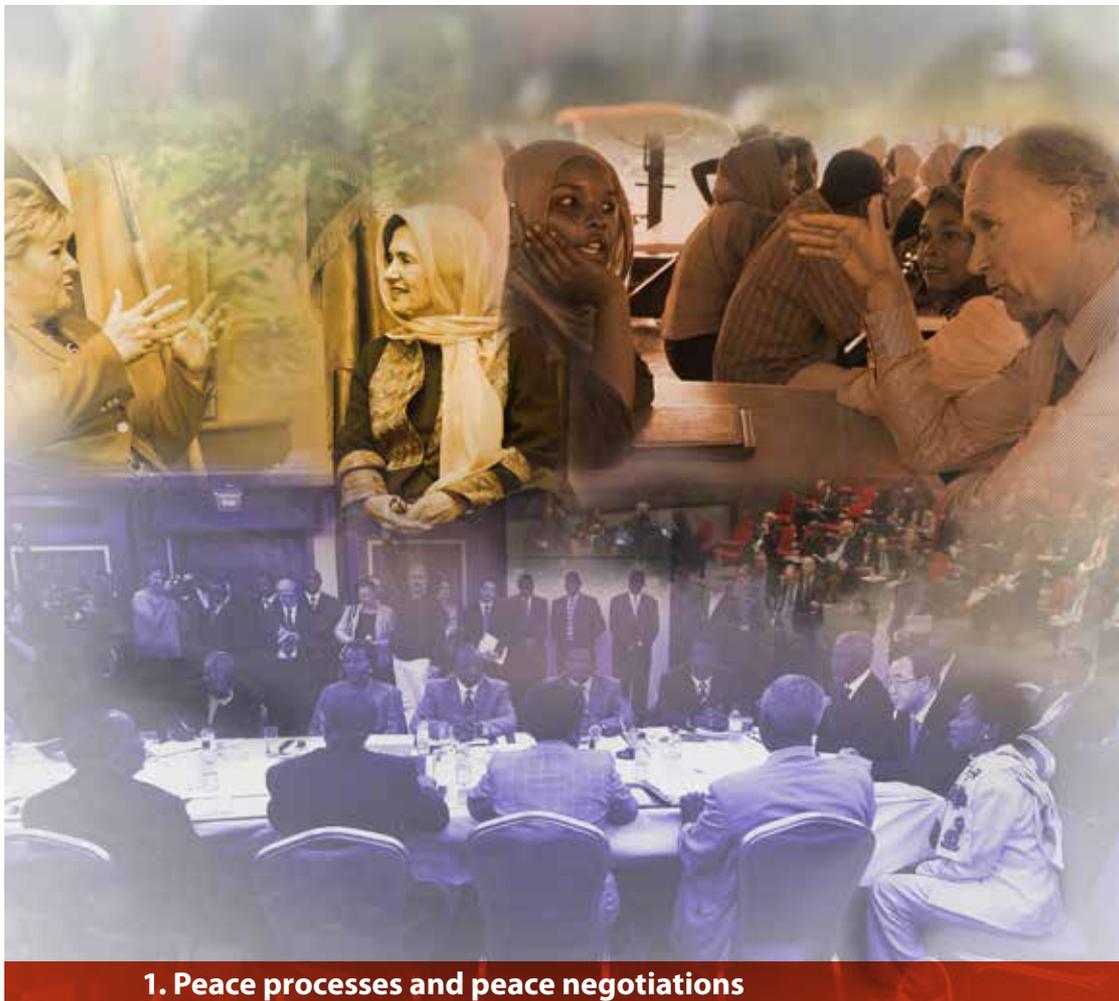
Norway can provide support for capacity building in post-conflict countries and countries in transition, but leadership of and responsibility for these efforts must lie with the authorities in the countries concerned.



### **UN Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) reinforces the Security Council resolutions**

In 2013, the UN Committee on the Elimination of Discrimination Against Women issued General Recommendation No. 30 on women in conflict prevention, conflict and post-conflict situations, which provides guidance on measures that states that have ratified the Convention can take to protect women's rights in conflict prevention, conflict and post-conflict processes. This recommendation is important because it harmonises the resolutions on women, peace and security and the Convention and its monitoring mechanisms, thus reinforcing their impact and strengthening the implementation of policy in this area.

## Priority areas and goals



### 1. Peace processes and peace negotiations

Although some progress has been made, there is still a long way to go before women can participate in peace processes and peace negotiations on an equal footing with men. There are still few peace agreements that adequately incorporate a gender perspective.

## **Background**

In most peace negotiations, there are very few or no women in leadership roles. In recent years, only 9 % of negotiators in formal peace processes have been women.<sup>1</sup> The parties to a conflict appoint their own negotiators. One reason why few women are involved is that women are underrepresented in political parties and armed forces. However, the proportion of women in UN negotiating delegations and mediation support teams has increased in recent years. In 2013, women participated in all 11 formal mediation processes that were led or co-led by the UN.<sup>2</sup> Gender expertise is now being used more frequently in peace processes.

The Ministry of Foreign Affairs takes care to ensure that Norwegian delegations to peace negotiations are made up of both men and women. In peace processes where Norway is involved, the parties are always urged to include women in their delegations. However, this does not always happen in practice. Norway's efforts have helped to increase the number of women mediators, improve their expertise and raise awareness of gender issues in peace processes, in part through support provided to the UN Department of Political Affairs, the Peace Research Institute Oslo (PRIO) and the gender and inclusive mediation training run by the Finnish organisation Crisis Management Initiative (CMI).

Studies show that there are still few peace agreements that contain specific provisions on improving the security and status of women.<sup>3</sup> There may be many reasons for this. The failure of the parties and peace negotiators to adopt a gender perspective is a key factor. The absence of women from the negotiating table and a lack of receptiveness to the idea of including input from women in peace processes are also important factors.

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1 UN Women (2012), *Women's Participation in Peace Negotiations: Connections between Presence and Influence*

2 Report of the Secretary-General on women, peace and security (2014), *S/2014/693*, p. 11, Box 8

3 Bell, Christine and Catherine O'Rourke (2010), 'Peace Agreements or Pieces of paper? The Impact of UNSC Resolution 1325 on Peace Processes and their Agreements', *International and Comparative Law Quarterly*, 59 (04), pp. 941-980

**Focus of Norway's efforts**

Norway is involved in a number of peace initiatives in various parts of the world. In the area of peace and reconciliation, Norway's involvement focuses on participation in processes that can be described as exploratory talks, or support for the work of other actors, not participation in direct peace negotiations. The Government will work systematically in all its efforts to ensure that peace processes and peace negotiations in which Norway is engaged involve both women and men and that peace agreements address the rights, needs and priorities of both women and men.

One important output is therefore *an increase in the number of women participating in peace negotiations and peace processes*. This means that we will work more systematically to ensure that peace processes involve the participation of a broader section of the population, not just the parties to armed conflict. Norway will foster opportunities for local women's organisations and women's rights activists to put forward their views and priorities. We will ensure a gender balance in all official delegations to international meetings where negotiations on peace and security policy issues are conducted. Striving to achieve a gender balance is not only important in itself, it is also essential if we are to encourage others to follow suit. We will also seek to increase the number of women mediators. Women can bring other perspectives and priorities to peace processes. Increasing the participation of women in peace processes thus makes it more likely that peace agreements will address the needs and priorities of all citizens, and thus lay the foundations for sustainable peace. It is also essential that male peace negotiators represent women just as much as they represent men.

Another important output is the *incorporation of a gender perspective into peace agreements and peace processes*. Peace agreements often set out the political and institutional framework for stability and development. It is vital that these agreements are non-discriminatory. We will therefore take a more strategic approach to promoting gender issues and consideration of women's rights. The aim is for more peace mediators to



integrate a gender perspective in their work so that peace processes and peace agreements are more representative. The issue of sexual violence in conflict, where most victims are women, must be addressed. Training and awareness-raising are a step in the right direction.



### **Women included in the peace process in Colombia**

The Colombian Government began formal negotiations with the country's largest rebel group, FARC-EP, in Oslo in October 2012. The parties have since conducted negotiations in Havana. So far the parties have reached agreement on a number of points on the negotiating agenda and have signed agreements on rural reform, on combating illicit drugs and on guarantees for political participation. The outstanding items on the negotiating agenda relate to the rights of victims, ending the armed conflict, and implementation of the peace agreement. Both parties now have women on their delegations. The parties have set up a separate sub-commission to ensure that a gender perspective is incorporated into the peace process and that the views of women are included in the negotiations. This is the first time that a group of this kind has included representatives of both parties. Norway is acting as facilitator in the peace negotiations and has played a key role in the process.

Priority area

## 1. Peace processes and peace negotiations

Objective

Peace processes and peace negotiations 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

### 1.1. An increase in the number of women participating in peace negotiations and peace processes

Output

1.1.1. *Promote the participation of women and civil society organisations in peace processes, and urge parties to conflict to increase the proportion of women in their negotiating delegations*

Lead ministry:  
Foreign Affairs

1.1.2. *Work to enhance women's ability and opportunity to participate in peace processes and peace negotiations*

Lead ministry:  
Foreign Affairs

1.1.3. *Ensure a gender balance in all official delegations to international meetings where negotiations on peace and security policy issues are conducted*

Lead ministry:  
\*Equality;  
Defence;  
\*\*Justice;  
Foreign Affairs

1.1.4. *Assess experience and expertise gained by women who have participated in peace processes, and help to ensure that this expertise is promoted in relevant forums*

Lead ministry:  
Foreign Affairs

\* Full name: Ministry of Children, Equality and Social Inclusion

\*\* Full name: Ministry of Justice and Public Security

## 1.2. A gender perspective is incorporated into peace agreements and peace processes

Output

1.2.1. *Develop guidelines on how to incorporate a gender perspective and take women's rights into account in Norway's peace and security efforts. In processes where Norway has a formal role, a strategy for including women and incorporating a gender perspective is to be drawn up at an early stage*

Lead ministry:  
**Foreign Affairs**

1.2.2. *Increase the number of peace mediators receiving training in how to incorporate a gender perspective in their work*

Lead ministry:  
**Foreign Affairs**

1.2.3. *Provide training relating to women, peace and security to Norwegian participants in peace and reconciliation processes*

Lead ministry:  
**Foreign Affairs**

1.2.4. *Make sure that Norwegian facilitator teams include at least one person with special responsibility for women, peace and security*

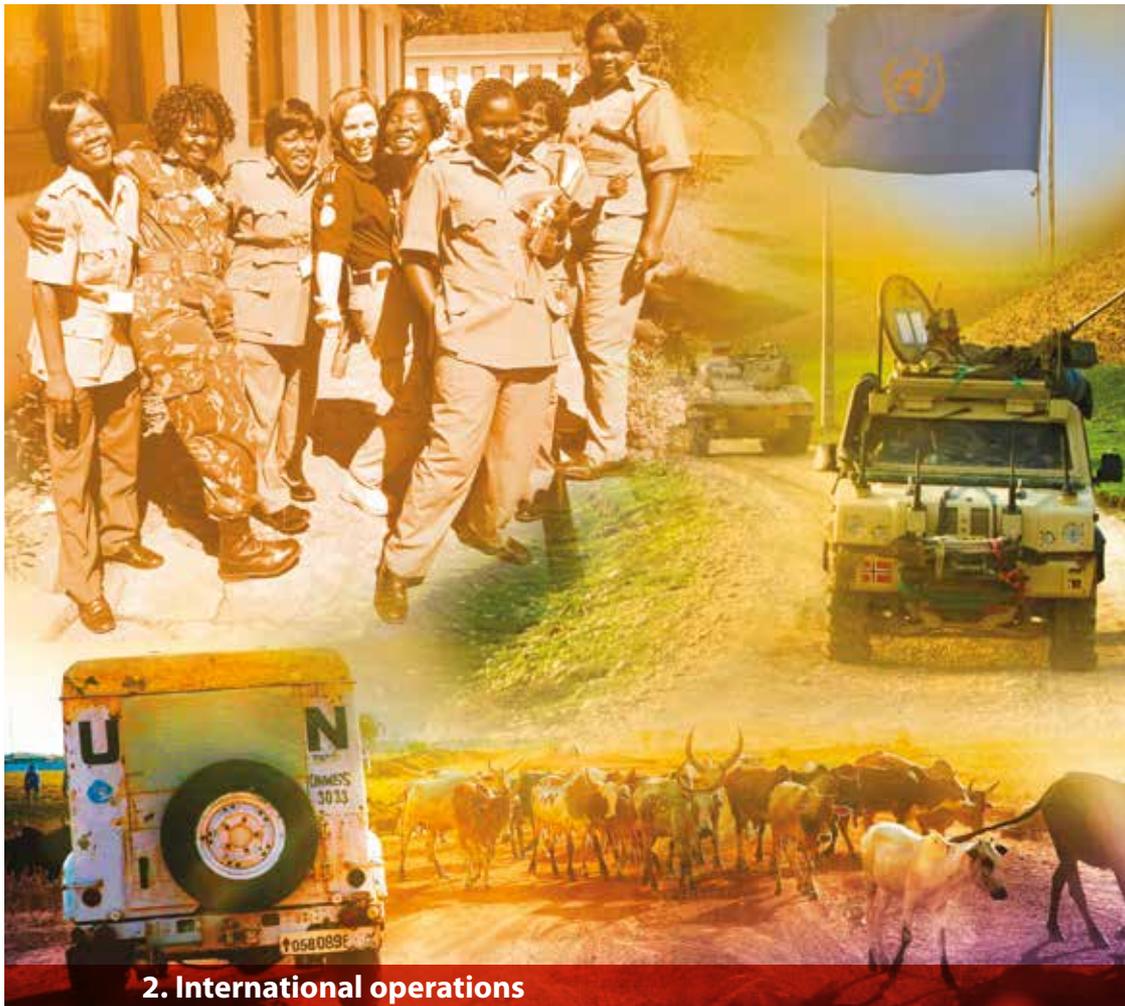
Lead ministry:  
**Foreign Affairs**

1.2.5. *Urge parties to conflict to incorporate a gender perspective into peace processes. Norway will provide assistance and expertise to this end*

Lead ministry:  
**Foreign Affairs**

1.2.6. *Promote the incorporation of efforts to prevent and combat sexual violence into peace processes and work to ensure that the rights of victims of sexual violence are protected*

Lead ministry:  
**Foreign Affairs**



## 2. International operations

A gender-sensitive approach to peace operations is necessary to meet the differing security needs of men and women in conflict and post-conflict situations. Dialogue with both women and men greatly improves situational awareness in international operations and means that the security of the whole population can be safeguarded more effectively. Ensuring a more even gender balance among Norwegian personnel participating in international operations is also a means of improving performance. This is difficult to achieve, and it is clear that a long-term approach is needed.

## **Background**

UN peacekeeping operations have developed from military observer missions into increasingly complex operations involving significant elements of peacebuilding. In addition to improving the security situation, they support political processes, reconciliation efforts, reform and the development of the rule of law and the security sector, and facilitate humanitarian efforts and long-term social and economic development. Norway supports UN peace operations in several ways. We provide military personnel, police experts and justice sector personnel, and also support efforts to strengthen UN capacity to plan and implement peace operations. This includes measures designed to promote a gender perspective and to increase the participation of women. In May 2014, Major General Kristin Lund was appointed force commander of the UN peacekeeping force in Cyprus, thus becoming the UN's first female force commander.

In recent years, NATO has integrated a gender perspective into its directives, plans and competence-building activities. A network of gender advisers and gender focal points has been established, as well as the NATO Committee on Gender Perspectives, and a gender perspective is to be integrated into all aspects of NATO operations. The Nordic Centre for Gender in Military Operations in Sweden, in which Norway also participates, is a centre of expertise for NATO. In cooperation with other countries, Norway has succeeded in gaining acceptance for the need to strengthen NATO's action plan on women, peace and security. Several evaluations of NATO's efforts to incorporate a gender perspective have shown that there have been a number of successful initiatives but that this work needs to be more systematic.

Norway is promoting the integration of the Security Council resolutions on women, peace and security into international operations. As part of this process, the Norwegian Armed Forces are working to incorporate gender issues into operational planning, competence development, recruitment and management training. Norway was one of the first countries to make use of a gender adviser, in the Norwegian-led Provincial Reconstruction Team (PRT) in Afghanistan and at the headquarters of the NATO-led

operation in the country. Norway's military contribution in Afghanistan also involved the trial use of female engagement teams. These measures are essential but need to be backed up by commitment at leadership level and by expertise. Norwegian forces have also been involved in capacity building for Afghan forces, including women police and military personnel. Other important initiatives are the Gender Project at the Norwegian Defence University College and an ongoing focus on the recruitment of women by the Norwegian Armed Forces. The extension of conscription to women will boost recruitment of women in the long term. In 2014, approximately 10 % of military personnel in the Norwegian Armed Forces were women. In 2013, about 8 % of the Norwegian military personnel who participated in international operations were women.

The proportion of women among Norwegian police advisers serving in international operations exceeds the target of 20 % set by the UN, whereas the overall proportion of women among police advisers serving in UN international operations is only 10 %. Enhancing the capacity of local police forces is a key component of Norway's police-related work. Norway also plays a role in building African civilian capacity for African Union and UN-led peace operations, for example through the Training for Peace programme.

### **Focus of Norway's efforts**

The Government's aim is to ensure that women's and men's security, rights and needs are taken into account in all aspects of international operations.

Dialogue with both women and men greatly improves the situational awareness of personnel in international operations and puts military personnel in a better position to provide security for the whole population. One of the outputs is *the incorporation of a gender perspective into the planning, implementation and evaluation of international operations*. An integrated gender perspective can give women greater influence over important decisions and pave the way for their participation in peace-building activities. Local women can also provide information and perspectives that men lack, and their input helps to provide a more comprehensive understanding of local security challenges. International



experience shows that safeguarding the security of women increases the local population's confidence in international operations.

Norway will play its part in *implementing NATO's policy and action plan on women, peace and security*. The action plan covers NATO's three essential core tasks: collective defence, crisis management and cooperative security.

Practical and theoretical training in issues relating to women, peace and security is required if a gender perspective is to be integrated into all aspects of international operations. One of Norway's outputs is, therefore, *for all personnel participating in international operations to receive training in how to integrate a gender perspective into their work*. Norway will contribute to international competence and capacity building in this field, focusing particularly on the UN, NATO, the EU and the African Union (AU). This will entail closer dialogue and cooperation with countries that contribute personnel to UN peace operations on the issue of protection of civilians, including combating sexual violence in conflict.

Ensuring a more even gender balance among Norwegian personnel participating in international operations is a means of improving performance. It can also have an important symbolic effect in the host country. Norway will therefore work to *increase the proportion of women in international operations, particularly in operational positions*. This includes working to increase the proportion of women in leadership positions in international operations. This is an ambitious aim, and it is important to underline that men at all levels have just as much responsibility as women for implementing the resolutions on women, peace and security.

### **NATO's work on women, peace and security**

NATO adopted a new overarching and ambitious policy and action plan on women, peace and security in 2014. In 2012, NATO established a position as Special Representative for Women, Peace and Security, which for the first two years was financed by Norway.

NATO's work on women, peace and security has expanded in scope and gradually changed in nature. Initially, NATO's primary focus was on following up Security Council resolution 1325 and the subsequent resolutions in its operations. In recent years, issues relating to women, peace and security have been incorporated into other parts of the Alliance's activities, such as cooperation with partners, crisis management, operational planning, and training and exercises.

NATO has identified cooperation with partners as a key priority. NATO partner countries have played an increasingly important role in NATO's crisis management operations in the Balkans and in Afghanistan. It is important that a gender perspective is also incorporated into NATO's efforts to strengthen its cooperation with partners in other areas such as exercises and training. Norway has also called for closer cooperation on crisis management between NATO and international and regional organisations such as the EU, the UN, the African Union and the OSCE. The women, peace and security agenda is a natural component of any exchange of experience and cooperation in this area, and can act as a catalyst for closer cooperation across the whole spectrum of crisis management.

The role NATO has played in promoting defence reform and greater democratic control of armed forces in partner countries has contributed to peace and stability. At the NATO Summit in Wales in 2014, the Defence and Related Security Capacity Building Initiative was launched to strengthen support for capacity building in the defence sector in both partner and non-partner countries. The resolutions on women, peace and security are crucial to capacity building efforts and security sector reform.



Priority area

## 2. International operations

Objective

Women's and men's security, rights and needs are to be taken into account in all aspects of international operations

### 2.1. A gender perspective is incorporated into the planning, implementation and evaluation of international operations

Output

2.1.1. *Ensure that gender impact assessments are included in the planning of operations, and that instructions for military personnel provided by Norway incorporate a gender perspective, including addressing the issue of sexual violence*

Lead ministry:  
Defence

2.1.2. *Ensure that tactical routines involve consultation with local women and include measures to meet women's security needs, including the need for protection against sexual violence*

Lead ministry:  
Defence

2.1.3. *Develop clear operational guidelines and goals for gender advisers in Norway's troop contributions and Norwegian Armed Forces staff in Norway*

Lead ministry:  
Defence

2.1.4. *Further develop routines for reporting on issues relating to women, peace and security and for evaluating international operations*

Lead ministry:  
Defence;  
\*\* Justice

### 2.2. Effective implementation of NATO's policy and action plan on women, peace and security

Output

2.2.1. *Promote a gender perspective in all relevant forums and processes in which NATO is engaged*

Lead ministry:  
Foreign Affairs;  
Defence

2.2.2. *Support the implementation of NATO's action plan on women, peace and security*

Lead ministry:  
Foreign Affairs;  
Defence

**2.3. Training provided to all personnel participating in international operations in how to integrate a gender perspective into their work**

Output

*2.3.1. Improve training in gender issues and the women, peace and security agenda in military operations at all levels of the education and training system in the Norwegian Armed Forces*

Lead ministry:  
**Defence**

*2.3.2. Ensure that Norwegian personnel taking part in international operations in post-conflict situations have expertise on women, peace and security, including sexual violence*

Lead ministry:  
**Defence;**  
**\*\*Justice**

*2.3.3. Enhance the training and expertise of gender advisers*

Lead ministry:  
**Defence**

*2.3.4. Support the training of police personnel contributed by other countries, for example through the Training for Peace programme in Africa*

Lead ministry:  
**Foreign Affairs;**  
**\*\*Justice**

*2.3.5. Strengthen Norwegian expertise on gender in military operations*

Lead ministry:  
**Defence**

*2.3.6. Promote and further develop a Nordic centre of expertise to strengthen the implementation of the UN Security Council resolutions on women, peace and security in international operations*

Lead ministry:  
**Defence**

*2.3.7. Strengthen dialogue with key troop and police contributing countries on the protection of civilians, including protection against sexual violence in conflict*

Lead ministry:  
**Defence;**  
**\*\*Justice**

*\*\* Full name: Ministry of Justice and Public Security*

**2.4. An increase in the proportion of women in international operations, particularly in operational positions and units**

**Output**

*2.4.1. Strengthen the recruitment of women to operational military units and Norway's troop contributions*

*Lead ministry:  
Defence*

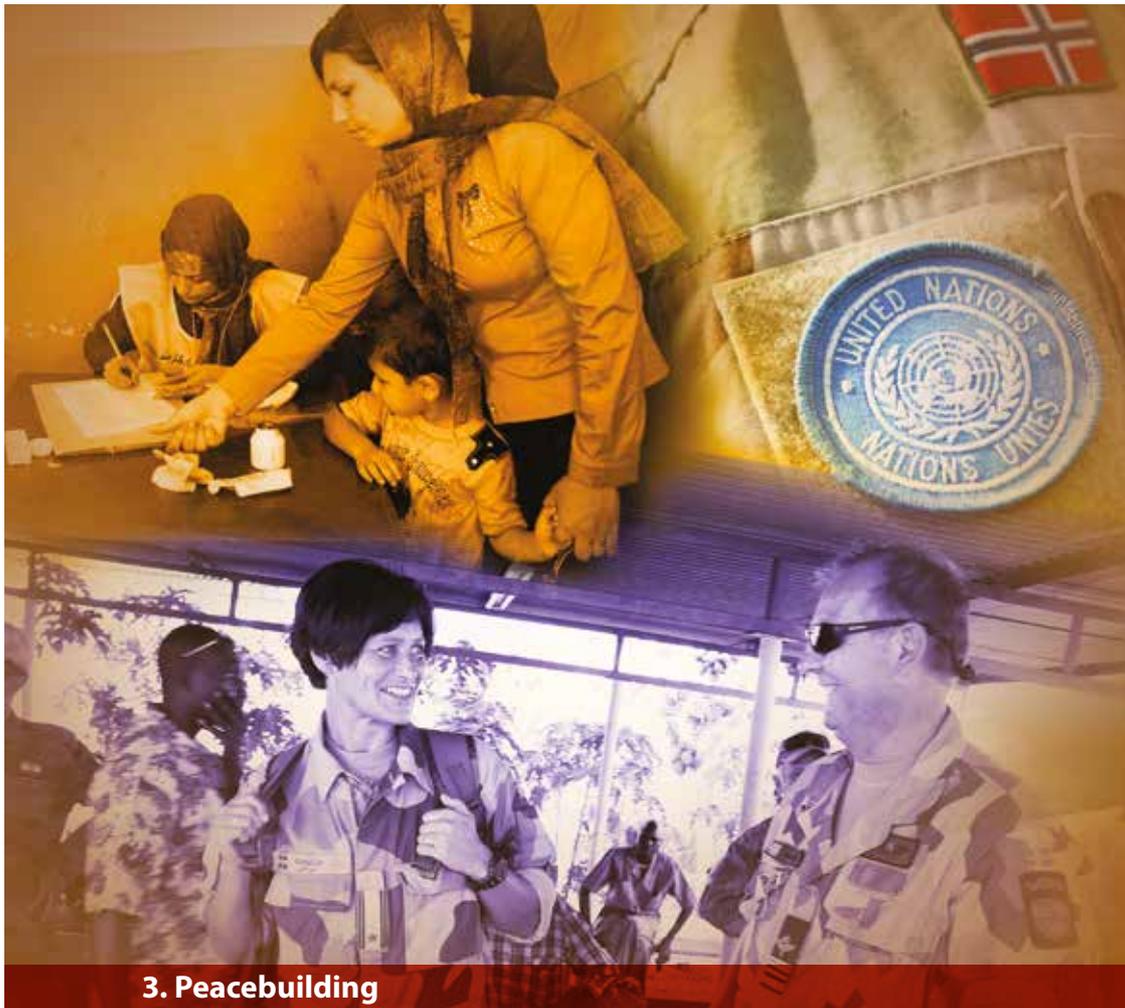
*2.4.2. Promote the recruitment of women to international operations, in particular to leadership positions in the UN and NATO*

*Lead ministry:  
Foreign Affairs;  
Defence;  
\*\* Justice*

*2.4.3. Strengthen the recruitment and training of women peacekeeping personnel from Africa, for example through the Training for Peace programme*

*Lead ministry:  
Foreign Affairs;  
\*\* Justice*

*\*\* Full name: Ministry of Justice and Public Security*



### 3. Peacebuilding

Peacebuilding is about addressing the causes of conflict and making societies better able to prevent and manage conflict in the future. One of the goals of peace- and statebuilding, two areas that are closely interlinked, is to develop political, economic and legal institutions based on the principles of the rule of law and respect for democracy and human rights. This is not possible if half of the population is excluded from the process.

## **Background**

Women's political participation has increased somewhat in recent years, but there is still a long way to go before the goal of gender equality in political decision-making is achieved. The proportion of women parliamentarians worldwide, for example, has now reached 22 %, but there is great variation between countries and progress is very slow.<sup>4</sup> In many countries, insecurity and violence, including gender-based violence, are obstacles to women's political participation. Violent extremism, in particular, can impede women's participation in society. When violence and detention are used against women human rights defenders, this undermines their ability to make a difference to their societies. Norms and stereotypes that reinforce the idea that women should not participate in public life or exercise political power are another impediment to women's political and economic participation.

Job and income creation can play an important role in building peace in societies emerging from conflict. In post-conflict situations, priority is often given to job creation as a stabilising factor, but in many projects women are overlooked and the focus is on providing economic opportunities for men. It is therefore important that peacebuilding programmes promote women's access to the labour market and provide opportunities to break away from gender stereotypes.

## **Focus of Norway's efforts**

The Norwegian Government's aim is to ensure that peacebuilding processes in which Norway is involved increase women's economic and political freedom of action and influence.

To bring about sustainable change, it is vital to *increase women's participation in key decision-making processes in post-conflict situations and during peacebuilding* at both local and national level. Elections and the work of constitutional commissions are particularly important processes in this context. Women's participation in decision-making processes is also crucial for preventing new conflicts. However, strengthening women's political rights and political participation is not enough on its own to enable women

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<sup>4</sup> Report of the Secretary-General on women, peace and security (2014), S/2014/693, p. 13, point 25

to participate in society on an equal footing with men. Moreover, it is vital to persuade those in power, often men, to make sure that they also represent the interests of women.

Peacebuilding can only be genuinely successful if everyone is able to provide for themselves and their families, has access to education and health services, is protected against violence, and has opportunities to take legal action through the courts if necessary. One of the outputs listed is therefore *the incorporation of a gender perspective into post-conflict economic reconstruction efforts*. This includes work carried out under the auspices of international financial institutions such as the World Bank and the African Development Bank.

It is important, also in terms of conflict prevention, to put in place legitimate and representative security structures that address the security needs of both women and men. The output is *the incorporation of a gender perspective into all Norway's efforts to promote security sector reform and transitional justice in post-conflict countries*.

Steps to eliminate gender discrimination must be given high priority in peace- and statebuilding efforts in order to safeguard human rights and democracy. This can be doubly beneficial because there are many countries where discriminatory legislation prevents women from inheriting, owning property and opening personal bank accounts, for example, which makes it impossible for them to be financially independent. Similarly, poverty can significantly hinder women's ability to use the legal system to fight violations of rights, sexual violence and other forms of abuse.

Norway is not working alone. Our aim is first and foremost to provide assistance in the form of resources and input to policy on partner countries' terms and in accordance with their needs. Norway often works through NGOs, other states and multilateral organisations. The UN is the most important of these. One of the outputs listed below is therefore the *incorporation of a gender perspective into multilateral organisations' peace and security work*. These organisations include the UN Secretariat and UN funds and programmes. Many of them play a key role in implementing peace and security initiatives at country level, and it is therefore important to influence them so that conditions on the ground can be changed for both women and men.



Priority area

### 3. Peacebuilding

Objective

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

#### 3.1. Women's participation in decision-making processes in post-conflict situations and during peacebuilding is increased

Output

3.1.1. *Strengthen local actors, grassroots groups, human rights defenders and women's networks to enable them to make their views heard by national authorities and other decision-makers*

Lead ministry:  
Foreign Affairs

3.1.2. *Support the participation of local women in political processes, including elections and representation in political parties, in conflict and post-conflict countries*

Lead ministry:  
Foreign Affairs

3.1.3. *Increase the proportion of women in the Norwegian Crisis Response Pool, which deploys personnel from the Norwegian justice sector to international civilian crisis management operations*

Lead ministry:  
\*\*Justice

3.1.4. *Improve the gender balance among Norwegian special advisers and ambassadors, including those working in conflict areas*

Lead ministry:  
Foreign Affairs

\*\* Full name: Ministry of Justice and Public Security

### 3.2. A gender perspective is incorporated into economic reconstruction efforts in post-conflict countries

Output

3.2.1. *Work to ensure that programmes to improve living conditions in post-conflict countries also target women*

Lead ministry:  
**Foreign Affairs**

3.2.2. *Support projects that seek to reintegrate victims of sexual violence in conflict into society*

Lead ministry:  
**Foreign Affairs**

3.2.3. *Promote the integration of a gender perspective into work carried out by the World Bank and the regional banks in fragile states and into various funding mechanisms for reconstruction efforts*

Lead ministry:  
**Foreign Affairs**

3.2.4. *Promote the women, peace and security agenda in the UN Peacebuilding Commission*

Lead ministry:  
**Foreign Affairs**

### 3.3. A gender perspective is incorporated into all Norway's efforts to promote security sector reform and transitional justice in post-conflict countries

Output

3.3.1. *Ensure that personnel working with security sector reform and capacity building receive training on the women, peace and security resolutions*

Lead ministry:  
**\*\*Justice;  
Defence**

3.3.2. *Ensure that a gender perspective is integrated into the reconstruction of the justice sector and into security sector reform*

Lead ministry:  
**Foreign Affairs;  
Defence;  
Justice**

3.3.3. *Promote the incorporation of a gender perspective into disarmament, demobilisation and reintegration programmes*

Lead ministry:  
**Foreign Affairs**

\*\* Full name: Ministry of Justice and Public Security

3.3.4. *Work to end impunity for the perpetrators of sexual violence, for example by improving legislation and the capacity of the justice sector to deal with cases of sexual violence*

Lead ministry:  
**Foreign Affairs**

3.3.5. *Support awareness-raising efforts aimed at involving men in work to promote women's rights, including efforts to combat sexual violence in conflict*

Lead ministry:  
**Foreign Affairs**

**3.4. A gender perspective is incorporated into multilateral organisations' peace and security work**

**Output**

3.4.1. *Actively promote and support the 7-point Action Plan on Gender-Responsive Peacebuilding*

Lead ministry:  
**Foreign Affairs**

3.4.2. *Promote a gender perspective in relevant UN intergovernmental negotiations*

Lead ministry:  
**Foreign Affairs**

**3.5. Research and documentation enhance knowledge of the women, peace and security agenda and contribute to Norwegian policy development in this area**

**Output**

3.5.1. *Support research, analysis and documentation of women's contribution to peace and security*

Lead ministry:  
**Foreign Affairs**

3.5.2. *Support research on trends in and causes of sexual violence in conflict, and policy development in this area*

Lead ministry:  
**Foreign Affairs**

3.5.3. *Study and evaluate the effect of applying a gender perspective in international operations in order to develop best practices*

Lead ministry:  
**Foreign Affairs;  
Defence**



#### 4. Humanitarian efforts

Armed conflicts have severe consequences for civilians, who are often forced to flee their homes. Gross violations of human rights and humanitarian law very often result in a difficult humanitarian situation and profound human suffering. Syria, Iraq and South Sudan are clear examples of this. Refugee and internally displaced women are particularly vulnerable to gender-based violence and discrimination. Certain groups of women are especially at risk of this kind of abuse, partly due to social stigmatisation. Humanitarian efforts must address the needs of both women and men, and girls and boys. It is important to integrate a gender perspective into humanitarian efforts. This will improve situational awareness, thus enabling the provision of more effective assistance.

## **Background**

Humanitarian crises are often accompanied by a dramatic increase in gender-based violence, including sexual violence. In the past, this problem tended not to be given priority by humanitarian actors. Incidents of rape and other forms of sexual violence are reported in many conflicts, although the scale of the problem varies between conflicts. In some conflicts, sexual violence is systematic and is used strategically as an instrument of war, whereas in other cases this type of violence is rare. Research shows that conflict-related sexual violence may be committed by government military forces, rebel groups or other conflict actors, but that government forces are more likely to be reported as perpetrators.<sup>5</sup> Rape and sexual violence in war can be used strategically even if the individual perpetrators have not received direct orders to commit this type of assault.<sup>6</sup>

The Ministry of Foreign Affairs explicitly requires organisations receiving support for humanitarian projects to incorporate a gender perspective and assess the project's relevance to women, peace and security. This requirement has been a key factor in promoting the incorporation of a gender perspective into the organisations' work. Reviews of the humanitarian efforts of Norwegian NGOs and the UN have shown that although the necessary guidelines and strategies are in place, there are significant deficiencies in terms of putting these into practice across their operations as a whole. In 2013, in response to pressure from Norway and others, the International Committee of the Red Cross (ICRC) decided to make efforts to combat sexual violence a cross-cutting priority in all its operations. The ICRC is now at the forefront in this area among humanitarian organisations.

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5 Cohen, Dara Kay and Ragnhild Nordås (2014), "Sexual violence in armed conflict: Introducing the SVAC dataset, 1989–2009", *Journal of Peace Research*, vol. 51 no.3, pp. 418–428

6 Skjelsbæk, Inger (2012), *The political psychology of war rape*, London: Routledge

Providing support to partners such as the Gender Standby Capacity Project (GenCap), a pool of gender capacity advisers who can be deployed at short notice to assist in implementing humanitarian operations on the ground, has helped to promote gender equality in humanitarian programmes.

Norway has been at the forefront of efforts to promote the incorporation of a gender perspective into efforts to clear unexploded ordnance. Valuable information about the location of mines and other unexploded ordnance has been gained by consulting women. It is also important to enable women to work as mine clearers and take on administrative and management roles in this area, as this can provide them with a source of income.

#### **Focus of Norway's efforts**

The Government will ensure that Norway's efforts in response to humanitarian crises safeguard the rights of both women and men and address their needs and priorities.

Norway will seek to ensure that *all people – women, men, boys and girls – are protected from sexual violence in humanitarian crises*. This means implementing measures both to prevent further violence of this kind and to ensure that survivors have access to comprehensive services and assistance, even in the early phases of the emergency aid effort. It is essential that a gender perspective is highlighted in planning and implementation work in this area too. Male victims of sexual violence may experience different problems from women in the same situation. Because a sense of shame is common among boys and men who have been subjected to sexual violence, assaults are often not reported. Boys and men may therefore need separate services tailored to their needs.

Norway will ensure that *a gender perspective is incorporated into all aspects of humanitarian assistance funded by Norway*. Integrating a gender perspective into the planning and implementation of projects will increase effectiveness, because humanitarian actors will be better able to reach those most in need of assistance. Norway is giving priority to health and



education in its humanitarian efforts, and this is also important in terms of meeting women's needs more effectively. This approach means that humanitarian organisations have to organise their work in such a way that women and men are both able to influence humanitarian efforts in crisis situations. Women with disabilities are a particularly vulnerable group who must be given greater influence and whose needs have to be met.

Discrimination and gender-based violence often involves the illegal use of weapons. For example, this is frequently the case in incidents of sexual violence in conflict. One of the outputs listed below is therefore *the incorporation of a gender perspective into disarmament and arms control processes*. The preparatory process in the lead-up to the First Conference of States Parties to the Arms Trade Treaty and the development of the regime for the new treaty, which was adopted in April 2013, are particularly important in this context. Norway will work to encourage states parties to implement the provision relating to gender-related violence globally.



### **Women and men are not homogenous groups**

Class, ethnicity, age, sexual orientation and functional ability all result in differences, and there is variation in individuals' personal backgrounds, views and level of engagement. Women thus have varying experiences, interests and needs. We cannot assume that women who are politically engaged represent the views of all local women. It is important to ensure that gender and other reasons for discrimination are considered together, and that we recognise the differences among both women and men in our work.

Priority area

## 4. Humanitarian efforts

Objective

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

### 4.1. All people – women, men, boys and girls – are protected against sexual violence in humanitarian crises

Output

4.1.1. *Support projects that offer legal and practical assistance to victims of sexual violence in conflict*

Lead ministry:  
Foreign Affairs

4.1.2. *Support projects that provide healthcare to victims of sexual violence, including psychosocial and medical services*

Lead ministry:  
Foreign Affairs

4.1.3. *Support projects targeting men to prevent sexual violence in conflict*

Lead ministry:  
Foreign Affairs

### 4.2. A gender perspective is incorporated into all aspects of humanitarian assistance funded by Norway

Output

4.2.1. *Promote the development of a normative framework for the incorporation of a gender perspective into humanitarian efforts, including conflict prevention work, in the UN and other relevant forums*

Lead ministry:  
Foreign Affairs

4.2.2. *Promote the implementation of the women, peace and security resolutions in humanitarian efforts, in cooperation with recipients of humanitarian funding*

Lead ministry:  
Foreign Affairs

4.2.3. *In dialogue with grant recipients and partner organisations, seek to raise awareness of and enhance reporting on efforts to protect and promote the rights of women with disabilities*

Lead ministry:  
Foreign Affairs

**4.3. A gender perspective is incorporated into humanitarian disarmament and arms control processes**

Output

*4.3.1. Encourage global implementation of the provision relating to gender-related violence by states parties to the Arms Trade Treaty*

Lead ministry:  
**Foreign Affairs**

*4.3.2. Promote the incorporation of a gender perspective into efforts to prevent the use of mines and cluster munitions, including providing rehabilitation and support to victims, and into efforts to clear contaminated areas*

Lead ministry:  
**Foreign Affairs**

## Priority countries

**Experience from the previous period shows that action on women, peace and security needs to continue, and that efforts at country level should be better targeted and more clearly defined. The present Action Plan therefore recognises the need for closer cooperation with selected countries. The priority countries and areas that have been chosen are Afghanistan, Colombia, Myanmar, Palestine and South Sudan.**

Various factors have been taken into account in selecting the priority countries, including their degree of vulnerability and needs, whether Norway has diplomatic representation in the country and whether there was a particular focus on the country in the previous strategic plan. With the exception of Colombia, all the priority countries are among the twelve focus countries for Norway's development cooperation. Some of them have also been identified as priority countries for Norway's peace and reconciliation efforts. The identification of priority countries for Norway's work on women, peace and security will result in a more politically visible, systematic and long-term effort at country level. This will mean that Norway's efforts are more consistent and will make it easier to monitor performance.

At the same time, it is important to maintain a degree of flexibility. In addition to the five priority countries, particular attention will be directed towards the Middle East, a region where the conflict situation is constantly changing. This is evident in the situation that developed in several North African countries following the Arab Spring, in the Syrian conflict and in Iraq, where the threat to women's security and rights remains critical. We will follow developments in the region closely, and will intensify our efforts in the area of women, peace and security. In particular, Norway will support regional women's networks, in order to enable them to gain greater influence.





### **What does it mean to be a priority country for Norway's work on women, peace and security?**

The priority countries will work strategically at national level, focusing on those aspects of the Action Plan that are most relevant to them and that can produce results in their specific circumstances. The Norwegian Foreign Service both in Norway and abroad is responsible for supporting these efforts.

The priority countries will:

- implement relevant projects in accordance with the thematic priorities set out in the Action Plan
- report annually on results, and assess these in relation to the goals
- maintain close contact with the Norwegian Agency for Development Cooperation (Norad) and the Ministry of Foreign Affairs' coordinator as regards
  - training
  - field visits
  - expert and technical assistance, for example in connection with developing action plans and assessing project applications

## **Administration and performance management**

**There are four lead ministries for Norway's work on women, peace and security: the Ministry of Foreign Affairs, the Ministry of Defence, the Ministry of Justice and Public Security, and the Ministry of Children, Equality and Social Inclusion. The work is coordinated by the Ministry of Foreign Affairs, and the other three ministries have appointed people with responsibility for following up the Action Plan.**

One person at the Ministry of Foreign Affairs has been designated as coordinator. The position involves maintaining contact with internal and external partners, promoting the women, peace and security agenda, developing policy and providing expert advice. Regular meetings are held between the four ministries involved.

### **Effective implementation of Norway's Action Plan on Women, Peace and Security**

Efforts in the area of women, peace and security must be carefully targeted and integrated into relevant areas of the work of the ministries, the Foreign Service and partner countries. Experience has shown that it is difficult to have a complete overview of all activities and to ensure effective reporting of results. Another lesson learned is that Norway has achieved good results at normative level, but that efforts at country level need to be better targeted and more clearly defined.

A new common results framework with core indicators is to be used in order to improve performance management and reporting of results. This will make results monitoring more systematic and will make it possible to evaluate and report on the extent to which the outcomes are being achieved, both for each outcome separately and for action in the area of women, peace and security as a whole.



The relevant ministries and subordinate agencies are expected to integrate the women, peace and security agenda into relevant areas of their own work. A work plan for the ministries will be drawn up annually and will help to ensure effective implementation. Knowledge of key thematic areas and of the specific measures needed to implement Norway's policy in this area is essential for achieving the desired outcomes. A set of guidelines will be drawn up as a link between Norway's Action Plan and efforts at country level or in multilateral forums. It is also important in terms of competence building to ensure that relevant employees in the public administration receive training in how to promote the participation of women and integrate a gender perspective into their work. This will among other things involve courses provided by the Norwegian Foreign Service Institute and on-the-job training at the diplomatic and consular missions.

Cooperation and close dialogue across sectors, ministries, research groups and NGOs is vital. This will take place primarily through the SCR 1325 Network, where all these groups come together, and in the interministerial working group.

The ministries will cooperate with civil society organisations, which have valuable expertise in this area. It is important that the ministries have access to and make use of this expertise to achieve the outcomes set out in the Action Plan. The Forum for Women and Development (FOKUS), in its capacity as coordinator for Forum Norway 1325, facilitates contact between the ministries and civil society organisations. Forum Norway 1325 will draw up a list of experts from civil society in Norway who have both in-depth knowledge in the area of women, peace and security and a wide network of international contacts. The idea is that the ministries will be able to draw on this expertise in implementing the Action Plan.

**Financing**

Financing, together with diplomacy and work at political level, are the most important tools for implementing the women, peace and security agenda throughout the ministries' work. The Action Plan will be financed within the existing budgetary framework, but the aim is for a greater proportion of funding for relevant budget items to be allocated to the area of women, peace and security. This can be achieved by including the integration of a gender perspective as a criterion for allocations to security, disarmament and peace efforts.

Funds earmarked for women, peace and security are another key form of financing. Funds are earmarked in certain budget items as part of the annual allocations to the diplomatic and consular missions.

A separate allocation to support the work of NGOs as regards women, peace and security has also been established. This funding is administered by the Civil Society Department at Norad and will be targeted primarily towards the achievement of the outcomes relating to peace processes, peacebuilding and women's participation.

In addition, one of the requirements for receiving aid funding in conflict and post-conflict situations, for projects carried out by multilateral or bilateral actors, is that a gender perspective must be integrated. Such funding will therefore indirectly support the achievement of many of the outcomes set out in the Action Plan.





### **Administration and performance management**

- Improve results monitoring and reporting
- Cooperate and maintain close dialogue across sectors, ministries, research groups and NGOs
- Ensure that employees in relevant ministries and subordinate agencies have the knowledge they need to integrate women, peace and security into their own areas of work
- Increase the proportion of foreign and development policy funding allocated to women, peace and security efforts

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Published by:  
Norwegian Ministry of Foreign Affairs

Additional copies can be ordered from:  
Norwegian Government Security and Service Organisation  
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Email: [publikasjonsbestilling@dss.dep.no](mailto:publikasjonsbestilling@dss.dep.no)  
Telephone: + 47 22 24 20 00

Publication code: E-043 E  
Illustration and design: Magnolia design as  
Printed by: Andvord Grafisk AS 3/2015  
Impression 1000

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