

DEPARTMENT FOR EVALUATION

Report 3 / 2022



ANNEXES 2-4

Evaluation of Norwegian efforts for women, peace and security

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Annex 2 – Methodological notes

1. Accuracy and consistency of the gender equality policy marker in Norwegian aid disbursements

To assess the accuracy and consistency of the gender equality marker in Norwegian aid disbursements in the area of conflict prevention, peace and security, Scanteam conducted a spot check of 16 randomly selected projects starting in 2013–18.

Aiming to randomly select 20 projects with the OECD DAC code 15220 (Civilian peacebuilding, conflict prevention and resolution), Scanteam applied the following criteria:

- Projects with gender policy marker as “principal objective” and “significant objective” with a ratio 15:5.
- Projects that receive NOK 100,000 and above overall.
- Projects in recipient countries that are on the UCDP - Uppsala Conflict Data Program list of conflict-affected countries.
- One project with a “significant” gender policy marker from each of the four-year intervals, to be selected from countries with the highest numbers of projects, with a different country for each four-year interval. The selection aimed for a distribution of different types of implementers.
- 15 projects with a “principal” gender policy marker selected equally from the four-year intervals. These were selected from countries with the highest numbers of projects, aiming to avoid duplicating countries and striving for a distribution across different types of implementers.

First, countries were selected based on the criteria above. As there were no project registrations for projects with a “principal” gender policy marker for 2000–03, the 15 projects were distributed as follows: three from 2004–2007, and four from each of the three next four-year intervals.

Second, projects were randomly selected without looking at the responsible unit, agreement partner or implementing institution. The random selection was guided by an ambition to have a maximum distribution of implementing institutions.

Given the decentralised nature of the archives, where many key documents are found in embassies, only 16 project descriptions reached the team in time (see Table A1).

Table A1: Characteristics of projects included in spot check analyses

Characteristics of selected projects	Description
<i>Gender marker</i>	Principal/main objective: 12 Significant: 4
<i>Countries</i>	Colombia, Burundi, Haiti, Sudan, South Sudan, Uganda, the Philippines, Jordan, Sri Lanka, Mali, Cambodia, Nigeria, Ivory Coast, Nepal, India, Kenya
<i>Responsible units</i>	Embassies: 5 MFA section for peace and reconciliation: 3 Norad section for civil society: 5 MFA section for Sub-Saharan Africa: 1 Peace Corps/Norec: 1 N/A: 1
<i>Group of implementation institutions</i>	Local NGOs: 5 International NGOs: 4 Norwegian NGOs: 3 Multilateral institutions: 4
<i>Start-up year</i>	2003, 2005, 2005, 2007, 2007, 2010, 2011, 2011, 2011, 2011, 2012, 2013, 2013, 2016, 2018, 2018, 2018

To carry out spot checks on the accuracy and consistency of the use of the gender policy marker across the project portfolio described above, the team scored projects using a binary approach (1–0) against the minimum criteria for the gender policy marker, as described in the *Handbook on the OECD-DAC Gender Equality Policy Marker*.¹

Based on the projects’ descriptions/applications, each selected project was scored against these minimum criteria. Projects marked as “principal” could achieve a maximum of 6 points, and those marked as “significant” could achieve a maximum of 5 points. Each score was justified via qualitative explanation.

The scores and justifications were entered into a worksheet that was then subjected to a trend analysis (See Table A2). Applying a less stringent approach to assessing the fulfilment of these criteria, based on signs of implicit fulfilment rather than explicit references, changes the picture somewhat. Some project descriptions imply the existence of a genuine gender understanding, and hence an implicit gender analysis, behind the project even if this is not explicitly described. Some projects are so specific in their actions that it may have seemed unnecessary to describe in full a situation well-known by the granting authority. This is the case for protection against sexual violence of given individuals in selected places, or organisation of UNSCR 1325 conferences for given target groups. Other project descriptions are part of a wider programme framework and refer to other documents where the solicited information can be assumed to exist, or they refer to upcoming processes when gender analysis and gender-sensitive results frameworks can be assumed to be in place.

Table A2: Explicit and implicit fulfilment of the gender equality policy marker criteria

<i>Explicit fulfilment</i>	<i>Implicit fulfilment</i>
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¹ OECD (2016). *Handbook on the OECD-DAC Gender Equality Policy Marker*. OECD-DAC Network on Gender Equality. December 2016.

	Gender marker	Agreement period	Top-level ambition to advance gender equality – women's empowerment	Results framework measures progress with gender equality objectives and gender-specific indicators	Project gender analysis conducted	Findings from gender analysis have informed design. Intervention adopts 'Do No Harm'	Data and indicators disaggregated by sex	Commitment to monitor and report on gender equality results achieved in evaluation	Presence of at least one explicit gender equality objective and indicator	Scores	Scores
1	Significant	2003–10			0	0	0	0	0	0/5 (0%)	2/5 (40%)
2	Significant	2005–06			0	0	0	0	0	0/5 (0%)	2/5 (40%)
3	Significant	2011–12			0	0	0	0	0	0/5 (0%)	3/5 (60%)
4	Significant	2016			1	0	1	1	0	3/5 (60%)	4/5 (80%)
5	Principal	2005–07	0	0	0	0	0	0		0/6 (0%)	0/6 (0%)
6	Principal	2007	1	0	0	0	0	0		1/6 (16%)	6/6 (100%)
7	Principal	2007–09	1	0	0	0	0	0		1/6 (16%)	2/6 (33%)
8	Principal	2011	1	1	1	1	1	1		6/6 (100%)	6/6 (100%)
9	Principal	2011	0	0	0	0	1	0		1/6 (16%)	1/6 (16%)
10	Principal	2010	1	0	1	1	0	1		4/6 (66%)	4/6 (66%)
11	Principal	2013	1	0	0	0	0	0		1/6 (16%)	4/6 (66%)
12	Principal	2013–15	0	0	0	0	1	0		1/6 (16%)	3/6 (50%)
13	Principal	2012–15	1	0	1	0	0	0		2/6 (33%)	6/6 (100%)
14	Principal	2018–20	1	0	0	0	0	0		1/6 (16%)	4/6 (66%)
15	Principal	2018	1	1	0	0	1	1		4/6 (66%)	6/6 (100%)
16	Principal	2018–20	1	1	1	1	1	1		6/6 (100%)	6/6 (100%)
Proportion of projects meeting criterion			9/12 (75%)	3/12 (25%)	5/16 (31%)	3/16 (18%)	6/16 (37%)	5/16 (31%)	0/4 (0%)		

Table A3: Project characteristics related to explicit score against gender marker criteria

#	Gender marker	Score (Explicit fulfilment)	Responsible unit	Group of implementing institutions	Agreement period
1	Significant	0	Embassy	NGO local	2003–10
2	Significant	0	Embassy	NGO international	2005–06
3	Significant	0	Section for Peace and Reconciliation	Multilateral institutions	2011–12
5	Principal	0	Embassy	NGO local	2005–07
6	Principal	1	N/A	Multilateral institutions	2007
7	Principal	1	Section for Sub-Saharan Africa	Multilateral institutions	2007–09
9	Principal	1	Embassy	NGO international	2011
11	Principal	1	Embassy	NGO local	2013
12	Principal	1	Section for Civil Society	NGO Norwegian	2013–15
14	Principal	1	Section for Civil Society	NGO international	2018–20
13	Principal	2	Section for Civil Society	NGO local	2012–15
4	Significant	3	Section for Peace and Reconciliation	NGO Norwegian	2016
10	Principal	4	Peace Corps/Norec	NGO Norwegian	2010

15	Principal	4	Section for Civil Society	NGO international	2018
8	Principal	6	Section for Peace and Reconciliation	Multilateral institutions	2011
16	Principal	6	Section for Civil Society	NGO local	2018–20

2. Use of machine learning to classify projects in the dataset

The team resorted to reviewing pre-existing project descriptions (unstructured data describing each project in the dataset) to detect projects of interest – those aiming to promote women’s participation in peace efforts. These project or agreement descriptions should be written in English and described the main objectives of the agreement in less than 2000 characters, including spaces².

Classifying the projects manually was not a viable option due to the large number of projects in the dataset (>46,000 observations before data cleaning). The team opted for machine learning and supervised classification methods using R as the programming language and the Random Forest algorithm (OOB score as validation technique – OOB 2.41%).

3. Distribution of ‘women’s participation in peace efforts’ funds to Norway’s top country recipients by selected OECD countries, 2010–19

Table A4: Distribution of select OECD countries’ women’s participation in peace efforts funds to Norway’s top country recipients

	Denmark	Finland	Netherlands	Norway	Sweden
Afghanistan	16.25 %	2.13 %	12.51 %	8.02 %	3.95 %
Colombia	0.00 %	0.12 %	1.18 %	12.51 %	11.47 %
Somalia	0.00 %	4.95 %	5.08 %	9.30 %	10.32 %
Mali	16.58 %	0.00 %	3.59 %	4.28 %	3.59 %
Nepal	13.43 %	10.38 %	0.00 %	4.25 %	0.01 %
Pakistan	15.39 %	0.04 %	0.76 %	3.09 %	0.21 %
Palestine	0.79 %	9.07 %	0.70 %	5.09 %	4.03 %
Myanmar	0.51 %	22.15 %	0.20 %	3.90 %	3.67 %
South Sudan*	16.94 %	0.75 %	15.98 %	3.97 %	4.59 %
Sudan	1.33 %	1.00 %	3.49 %	2.50 %	1.83 %
Uganda	1.01 %	1.36 %	0.03 %	6.70 %	2.81 %
<i>Total</i>	<i>82.23 %</i>	<i>51.96 %</i>	<i>43.54 %</i>	<i>63.62 %</i>	<i>46.48 %</i>

* For 2011–19

4. Annual requests for Norad technical assistance made by Norwegian embassies

The number of requests for technical WPS support was calculated using Norad documents (overviews of requests; Excel files) as a basis, as shown in Table A5. These documents compile

² Norad (2021). Statistical Classification Manual

requests from Norwegian embassies received at the end of the previous year. The list does not include other requests that might have come in later in the year. Some requests from one year might have been carried over to the next.

Table A5: Norad documents used to calculate embassies' requests for WPS technical assistance

Year	Document	Version date	Creation date
2015	Faglige tjenester ambassadene	02.12.2014	17.11.2014
2016	Faglige tjenester ambassadene	05.01.2016	16.11.2015
2017	Faglige tjenester ambassadene	25.11.2016	16.11.2015
2018	Faglige tjenester ambassadene	04.12.2017	24.11.2017
2019	Bestillinger fra ambassadene	18.12.2018	03.12.2018
2020	Faglige bestillinger fra ambassadene	Unknown	26.11.2019

The screening of these documents was limited to 22 countries i.e. Norway's development aid partner countries and WPS priority countries, 2014–19, plus DRC and Pakistan. It included an automatic search by keywords ("Women, peace and security", "WPS", "KFS", "Kvinner, fred og sikkerhet", "SR1325") and a manual review of all requests addressed to the section in Norad with responsibility for WPS.

5. Indicators of country significance: comparing women, peace and security funding allocations with references in budget proposals

The portfolio analysis included a mapping and brief analysis of the main trends in WPS allocations in Norwegian national budgets (St Prp 1) in 2000–21, referencing budget posts, country-specific mentions and earmarked funds, among other items. The research team from Scanteam downloaded all the MFA St Prp 1 budget documents for the period.

Any pdf documents were exported to Word for easier text analysis. The team identified relevant sections in the budget documents by budget chapter and post (see Table A1). When reviewing the St Prp 1 documents, content relating to Norway's support for the WPS agenda can be divided into two types:

- **Explicit or direct**, where there is reference to the WPS agenda, naming it, UNSCR 1325 or any follow-up resolutions, or explaining the intervention to the extent that there is no doubt it belongs to the WPS agenda, using wording similar to 'securing women's influence in peacebuilding processes' and/or 'combating the use of sexual violence as a weapon in conflict'.
- **Implicit or indirect**, where there is a high probability that the described intervention refers to the WPS agenda, but this is not certain because there are overlapping, similar but broader agendas. Indirect references might include:
 - Where peace, security, conflict resolution or reconciliation is mentioned together with a focus on women or gender in a conflict-affected country or territory.
 - Where women are mentioned in relation to a peace-related programme.
 - Where peacebuilding is mentioned in relation to a women- or gender-focused programme.

- Where women’s political influence is mentioned in a conflict-affected country or territory.
- Where combating violence against women is mentioned in an area affected by violent conflict.

Scanteam conducted a reading and context analysis rather than a wordsearch, suggesting that references labelled as ‘implicit/indirect’ were subjectively chosen to have a high probability of referring to the WPS agenda. They were chosen from among numerous other, similar references that may or may not have included activities that belong to the WPS agenda.

Such implicit references were reduced to a minimum due to the many overlapping national and international development agendas to which Norway adheres. For example, Norway’s overall women’s empowerment and gender equality agenda exists in both conflict-affected countries and those not affected by conflict. Hence, where women’s influence in political and economic areas were listed together, they were not considered to belong to the WPS agenda, even in a geographic area affected by conflict. Similarly, gender-based violence is widespread all over the world, including in the forms of human trafficking, female genital mutilation and other harmful practices. Only activities against gender-based violence that specifically address sexual violence used as a weapon in conflict were considered to belong to the WPS agenda. Even in a conflict-affected country, a list of purposes including women’s rights was deemed to be too general to be included in this analysis.

Explicit references to the WPS agenda do not necessarily mean that an intervention makes a higher contribution to the WPS effort than those with implicit references to WPS. Many of the explicit references are rather vague or general, mentioning that UNSCR 1325 will be a focus, be integrated or be taken into account, without necessarily pointing to specific contributions, interventions or activities.

Scanteam created a dataset in Excel with textual references organised by year and budget chapter and post, color-coded as implicit or explicit. This also included the total number of pages in each annual budget, the number of mentions of “1325”, “women, peace and security” (“*kvinner, fred og sikkerhet*” in Norwegian) and a chronology of WPS UNSCRs.

Norad’s Department for Evaluation conducted two supplementary analyses using this database:

1. Trend analysis of the evolution of the WPS discourse, looking at frequency of mentions of “1325” and “women, peace and security” over the years. To make comparison possible, absolute mention values for each year were converted to relative values (the number of mentions pro-rated for a 100-page budget).
2. The most frequent explicit references to WPS extracted from this database resulted in country-specific references of interest. A consolidated list of 22 countries of interest was compiled by matching Norway’s WPS priority countries, development partner countries between 2014–19 and other recipients of its WPS funding (DRC and Pakistan). The team then looked up each country in the database for the years 2000–19, including all budget chapters and posts. The values were normalised to reflect their relative importance [$x_n = (x_i - \min(x)) / (\max(x) - \min(x)) * 100$]

Table A6: Norwegian budget structure

Norsk: Budsjettstruktur 2000–18	English: Budget structure 2000–18
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Programområde 02.10 Utenriksformål	Programme area 02.10 Foreign policy
Kap 116 Deltaking i internasjonale organisasjoner	Chapter 116 Participation in international organisations
Post 70 Tilskudd til internasjonale organisasjoner	Post 70 Grants to international organisations
Kap 117 EØS finansieringsordningene	Chapter 117 EEA financing schemes
Post 76 Den norske finansieringsordningen	Post 76 The Norwegian financing scheme
Kap 118 Nordområdetiltak mv	Chapter 118 Northern area, etc.
Post 71 Støtte til utvikling av samfunn, demokrati og menneskerettigheter mv.	Post 71 Support for the development of society, democracy and human rights, etc.
Kap 119 Globale sikkerhetstiltak	Chapter 119 Global security measures
Post 70 Globale sikkerhetstiltak mv	Post 70 Global security measures, etc.
Programkategori 03.10 Bilateral bistand	Programme category 03.10 Bilateral assistance
Kap 150 Bistand til Afrika	Chapter 150 Aid to Africa
Post 70 Bistand til hovedsamarbeidsland i Afrika	Post 70 Assistance to main partner countries in Africa
Post 73 Uganda	Post 73 Uganda
Post 78 Regionbevilgning for Afrika	Post 78 Regional allocation for Africa
Kap 151 Bistand til Asia	Chapter 151 Assistance to Asia
Post 70 Bistand til hovedsamarbeidsland i Asia	Post 70 Assistance to main partner countries in Asia
Post 72 Bistand til Afghanistan og Pakistan	Post 72 Aid to Afghanistan and Pakistan
Post 78 Regionbevilgning for Asia	Post 78 Regional allocation for Asia
Kap 152 Bistand til Midtøsten	Chapter 152 Assistance to the Middle East
Post 78 Regionbevilgning til Midtøsten	Post 78 Regional allocation to the Middle East
Kap 153 Bistand til Latin-Amerika	Chapter 153 Aid to Latin America
Post 78 Regionbevilgning for Latin-Amerika	Post 78 Regional grant for Latin America
Programkategori 03.20 Globale utfordringer	Programme category 03.20 Global challenges
Kap 160 Sivilt samfunn og demokratiutvikling	Chapter 160 Civil society and democracy development
Post 70 Sivilt samfunn	Post 70 Civil society
Kap 162 Overgangsbistand	Chapter 162 Transitional assistance
Post 70 Overgangsbistand	Post 70 Transitional assistance
Kap 163 Nødhjelp, humanitær bistand og menneskerettigheter	Chapter 163 Emergency aid, humanitarian aid and human rights
Post 70 Nødhjelp og humanitær bistand	Post 70 Emergency aid and humanitarian aid
Post 71 Humanitær bistand og menneskerettigheter	Post 71 Humanitarian aid and human rights
Kap 164 Fred, forsoning og demokrati	Chapter 164 Peace, reconciliation and democracy
Post 70 Fred, forsoning og demokratiltak	Post 70 Peace, reconciliation and democracy measures
Post 71 ODA-godkjente land på Balkan	Post 71 ODA-approved countries in the Balkans
Post 72 Utvikling og nedrustning	Post 72 Development and disarmament
Post 73 Andre ODA-godkjente OSSE-land	Post 73 Other ODA-approved OSCE countries
Post 74 Sikkerhetssektorreform (SSR) og fredsoperasjoner	Post 74 Security sector reform (SSR) and peace operations
Kap 165 Forskning, kompetanseheving og evaluering	Chapter 165 Research, competence development and evaluation
Post 01 Driftsutgifter	Post 01 General running costs
Kap 166 Tilskudd til ymse tiltak	Chapter 166 Grants for various measures

Post 71 Internasjonale prosesser og konvensjoner	Post 71 International processes and conventions
Kap 168 Kvinner og likestilling	Chapter 168 Women and gender equality
Post 70 Kvinner og likestilling	Post 70 Women and gender equality
Programkategori 03.30 Multilateral bistand	Programme category 03.30 Multilateral assistance
Kap 170 FN-organisasjoner	Chapter 170 UN organisations
Post 70 UNDP og underliggende fond	Post 70 UN Development Programme (UNDP) and underlying fund
Post 71 Verdens befolkningsfond (UNFPA)	Post 71 UN Population Fund (UNFPA)
Post 73 Verdens matvareprogram (WFP)	Post 73 UN World Food Programme (WFP)
Post 76 FNs høykommissær for flyktninger (UNHCR)/ Tilleggsmidler via FN-systemet/FN og globale utfordringer	Post 76 UN High Commissioner for Refugees (UNHCR)/Additional funds via the UN system/UN and global challenges
Post 82 FNs organisasjon for kvinners rettigheter og likestilling (UN Women)	Post 82 UN Organization for Women's Rights and Gender Equality (UN Women)
Kap 171 Multilaterale finansinstitusjoner	Chapter 171 Multilateral financial institutions
Post 71 Regionale banker og fond	Post 71 Regional banks and funds
Post 72 Samfinansiering via finansinstitusjoner	Post 72 Co-financing via financial institutions
Budsjettstruktur fra og med 2019	Budget structure as of 2019
Programkategori 03.00 Forvaltning av utviklingssamarbeidet	Programme category 03.00 Management of development cooperation
Kap 140 Utenriksdepartementet	Chapter 140 Ministry of Foreign Affairs (MFA)
Post 21 Spesielle driftsutgifter	Post 21 Special operating expenses
Programkategori 03.10 Utviklingssamarbeidet	Programme category 03.10 Development cooperation
Kap 150 Humanitær bistand	Chapter 150 Humanitarian aid
Post 70 Nødhjelp og humanitær bistand	Post 70 Emergency aid and humanitarian aid
Post 72 FNs høykommissær for flyktninger (UNHCR)	Post 72 UN High Commissioner for Refugees (UNHCR)
Kap 151 Fred, sikkerhet og globalt samarbeid	Chapter 151 Peace, security and global cooperation
Post 70 Fred og forsoning	Post 70 Peace and reconciliation
Post 71 Globale sikkerhetsspørsmål og nedrustning	Post 71 Global security issues and disarmament
Post 72 Stabilisering av land i krise og konflikt	Post 72 Stabilisation of countries in crisis and conflict
Post 73 FN og globale utfordringer	Post 73 UN and global challenges
Kap 159 Regionbevilgninger	Chapter 159 Regional appropriations
Post 70 Midt-Østen og Nord-Afrika	Post 70 Middle East and North Africa
Post 71 Europa og Sentral-Asia	Post 71 Europe and Central Asia
Post 72 Afghanistan	Post 72 Afghanistan
Post 75 Afrika	Post 75 Africa
Post 76 Asia	Post 76 Asia
Post 77 Latin-Amerika og Karibia	Post 77 Latin America and the Caribbean
Kap 164 Likestilling	Chapter 164 Gender equality
Post 70 Likestilling	Post 70 Gender equality
Post 71 FNs organisasjon for kvinners rettigheter og likestilling (UN Women)	Post 71 UN Organization for Women's Rights and Gender Equality (UN Women)

Post 72 FN's befolkningsfond (UNFPA)	Post 72 UN Population Fund (UNFPA)
Kap 170 Sivilt samfunn	Chapter 170 Civil society
Post 70 Sivilt samfunn	Post 70 Civil society

6. Indicators of country significance: comparing women, peace and security funding allocations with annual report references

The evaluation team set a random swaying range of 60-point difference (30/-30%) between relative budget allocation and expected country coverage in Norway's WPS annual reports from 2016–19. This measured the aggregate of relative frequency of the country term (per 10 million words). This period was chosen due to improved reporting and language use in reporting (English).

7. Measuring the importance of Norway's women, peace and security partners

The list of Norway's WPS partners in 2000–19 was distilled from Norway's development statistics (sub-category 'implementing institution'). This evaluation uses two measures to estimate the overall relative importance of each partner implementing projects in the 'women's participation in peace efforts' category: the total sum of WPS funding committed (funding importance), and connections between the partner and Norway's WPS funding to conflict-affected countries (network importance).

On the former, the underpinning assumption is that global strategic partners involved in this part of the WPS agenda would be among those receiving more funds. This measure on its own does not account for geographic distribution – one organisation could receive a relatively large amount of funding to work in just one country. Whether Norway has partnered with a given organisation in more than one country, and the total network of partner-countries connections, adds a layer of significance to the analysis. Such a network analysis is an additional measure of significance on its own and can lay the ground for further analyses (such as gap identification, efficiency inquiry and knowledge transfers).

This network analysis encompassed a geospatial dimension. Each project agreement was registered as a connection (edge) between two points (nodes), the partner (implementing institution) and the country (recipient country). The network did not include countries that are not conflict-affected. The calculated scores also consider 'global unspecified' and 'regional unspecified' locations. Eigenvector centrality is the measure used to capture the importance of a partner in the network and its influence over the network.³ EigenCentrality values were calculated running the Eigenvector Centrality algorithm in Gephi.

Table A7: 'women's participation in peace efforts' partners by funding committed and network value, 2000–19

	Partner	Funding committed (1,000 NOK)	Partner	Network value
1	UN Women	995,766	UN Women	0.335085
2	UNDP	868,324	UNDP	0.27403
3	CARE International (local offices)	446,497	Norwegian Church Aid	0.263297

³ Bonacich, P (2007). 'Some unique properties of eigenvector centrality'. *Social Networks*, Volume 29, Issue 4, pp. 555–564.

4	Norwegian Refugee Council	273,118	UNIFEM	0.211735
5	UNFPA	271,040	Norwegian Refugee Council	0.160212
6	UNIFEM	199,134	Norwegian People's Aid	0.15062
7	FOKUS	197,144	Norwegian Church Aid (local office)	0.146625
8	African Union	188,453	CARE Norway	0.144812
9	CARE Norway	170,773	UNFPA	0.140419
10	Norwegian Church Aid (local offices)	167,300	UNICEF	0.131681
11	NIS	157,364	NIBR	0.122646
12	Institute for Security Studies (ISS)	150,355	NCG	0.122213
13	Norwegian People's Aid	144,744	KFUK-KFUM Global	0.113759
14	Norwegian Church Aid	139,398	International Alert	0.111878
15	IBRD	117,750	ILO	0.109508
16	Norwegian Football Association	106,743	NUPI	0.108114
17	Nepali Ministry of Finance	100,615	Danish Refugee Council	0.107182
18	PRIO	95,105	YWCA	0.105684
19	UNICEF	87,070	Right to Play	0.101269
20	IDB	66,675	CARE International (local office)	0.100407

8. Potential versus actual advocacy partners at country level

It would be a formidable task to unpack the individual mandates of the more than 800 institutions that have received some form of Norwegian WPS funds in WPS priority countries from 2000–19. Consequently, this evaluation maps Norway’s WPS partners in Norwegian WPS priority countries against organisations known to be engaged in some form of WPS advocacy in those countries.

To create such a list, Norad’s Department for Evaluation created a dataset of signatories to the 2020 Open Letter to Permanent Representatives to the United Nations on the 20th anniversary of Resolution 1325. The letter is the result of coordination efforts by The NGO Working Group on Women, Peace and Security, a coalition self-described as “the only civil society organization of its kind working on the women, peace and security agenda in New York. [The coalition is] formally and regularly invited to provide the UN Security Council with the civil society perspective on the women, peace and security agenda.”⁴

The recreated dataset comprised 558 entries (civil society organisations) with their geographic location (102 countries) and self-reported global scope (139 entries after removing duplicates due to local branches of the same organisation). This data was later cleaned to enable the filtering by countries mentioned in the Norwegian WPS NAPs since 2011 and Mozambique⁵ (i.e. Afghanistan, Colombia, Democratic Republic of the Congo, Haiti, Iraq, Liberia, Mali, Mozambique, Myanmar, Nepal, Nigeria, Palestine, the Philippines, South Sudan, Sudan and Syria). This resulted in 145 potential partners in 15 countries – all but Mozambique.

⁴ (undated) About the NGO Working Group on Women, Peace and Security (womenpeacesecurity.org)

⁵ Mozambique was added to the WPS priority list after the finalization of Norway’s fourth WPS action plan.

To find matches among the resulting lists of potential partners and the list of Norwegian partners from Norwegian official development aid statistics, the Department for Evaluation conducted an automated search and then a manual check of all 145 entries.

Annex 3 – List of interviewees

Interviewee number	Organisation	Interviewer	Conducted for which part of this evaluation
1	MFA, Norway	CMI	WPS NAP analysis
2	MFA, Norway	CMI	WPS NAP analysis
3	MFA, Norway	CMI	WPS NAP analysis
4	MFA, Norway	CMI	WPS NAP analysis
5	MFA, Norway	CMI	WPS NAP analysis
6	Norad	CMI	WPS NAP analysis
7	Norad	CMI	WPS NAP analysis
8	Norad	CMI	WPS NAP analysis
9	MFA, Norway	CMI	WPS NAP analysis
10	MFA, Norway	CMI	WPS NAP analysis
11	MFA, Norway	CMI	WPS NAP analysis
12	MFA, Norway	CMI	WPS NAP analysis
13	MFA, Norway (retired)	CMI	WPS NAP analysis
14	Ministry of Women's Affairs, Palestine	CMI	WPS NAP analysis
15	Center for Inclusive Governance, South Sudan	CMI	WPS NAP analysis
16	PRIO	CMI	WPS NAP analysis
17	University of Oslo	CMI	WPS NAP analysis
18	LO (formerly FOKUS)	CMI	WPS NAP analysis
19	FOKUS	CMI	WPS NAP analysis
20	Care Norway	CMI	WPS NAP analysis
21	UN Women National (<i>Mujeres Constructoras de Paz</i> (Women Peacebuilders/MCP)) and <i>Pro-Defensoras</i> Programme (Women Human Rights Defenders/PD) programmes), Colombia	Scanteam	WPS case study analysis
22	UN Women National (MCP and PD programmes), Colombia	Scanteam	WPS case study analysis
23	UN Women National (MCP and PD programmes), Colombia	Scanteam	WPS case study analysis
24	UN Women National (MCP and PD programmes), Colombia	Scanteam	WPS case study analysis
25	UN Women Regional (MCP and PD programmes), Colombia	Scanteam	WPS case study analysis
26	UN Women National (MCP and PD programmes), Colombia	Scanteam	WPS case study analysis
27	UN Women Regional (MCP and PD programmes), Colombia	Scanteam	WPS case study analysis

28	UN Women Regional (MCP and PD programmes), Colombia	Scanteam	WPS case study analysis
29	<i>Ruta Pacífica de Mujeres</i> , Colombia	Scanteam	WPS case study analysis
30	<i>Casa de la Mujer</i> , Colombia	Scanteam	WPS case study analysis
31	FOKUS, Colombia	Scanteam	WPS case study analysis
32	Comunes, Colombia	Scanteam	WPS case study analysis
33	Comunes, Colombia	Scanteam	WPS case study analysis
34	FOS, Colombia	Scanteam	WPS case study analysis
35	NHRF, Colombia	Scanteam	WPS case study analysis
36	MPTF, Colombia	Scanteam	WPS case study analysis
37	MPTF, Colombia	Scanteam	WPS case study analysis
38	MPTF, Colombia	Scanteam	WPS case study analysis
39	UNVM, Colombia	Scanteam	WPS case study analysis
40	<i>Fundación Canapavi</i> (MCP and PD programme participant), Colombia	Scanteam	WPS case study analysis
41	<i>Fundación Canapavi</i> (MCP and PD programme participant), Colombia	Scanteam	WPS case study analysis
42	FMEPAC (MCP and PD programme participant), Colombia	Scanteam	WPS case study analysis
43	FUNDAES (MCP and PD programme participant), Colombia	Scanteam	WPS case study analysis
44	<i>Corporación 8 de Marzo</i> (MCP and PD programme participant), Colombia	Scanteam	WPS case study analysis
45	<i>Corporación 8 de Marzo</i> (MCP and PD programme participant), Colombia	Scanteam	WPS case study analysis
46	CODHES (MCP and PD programme participant), Colombia	Scanteam	WPS case study analysis
47	CODHES (MCP and PD programme participant), Colombia	Scanteam	WPS case study analysis
48	<i>Corporación Hombres en Marcha</i> (MCP and PD programme participant)	Scanteam	WPS case study analysis
49	<i>Corporación Hombres en Marcha</i> (MCP and PD programme participant)	Scanteam	WPS case study analysis
50	<i>Corporación Hombres en Marcha</i> (MCP and PD programme participant)	Scanteam	WPS case study analysis
51	<i>Corporación Hombres en Marcha</i> (MCP and PD programme participant)	Scanteam	WPS case study analysis
52	<i>Defensoría Local</i> (PD programme participant)	Scanteam	WPS case study analysis
53	<i>Consejería para la Reincorporación y la Estabilización</i>	Scanteam	WPS case study analysis
54	Norwegian Embassy in Bogotá, MFA	Scanteam	WPS case study analysis
55	Norwegian Embassy in Bogotá, MFA	Scanteam	WPS case study analysis

56	Norwegian Embassy in Bogotá, MFA	Scanteam	WPS case study analysis
57	Norwegian Embassy in Bogotá, MFA	Scanteam	WPS case study analysis
58	Norwegian Embassy in Bogotá, MFA	Scanteam	WPS case study analysis
59	Project participant	Scanteam	WPS case study analysis
60	MFA	Scanteam	WPS case study analysis
61	MFA, Norway	Scanteam	WPS case study analysis
62	MFA, Norway	Scanteam	WPS case study analysis
63	MFA, Norway	Scanteam	WPS case study analysis
64	MFA, Norway	Scanteam	WPS case study analysis
65	MFA, Norway	Scanteam	WPS case study analysis
66	Other	Scanteam	WPS case study analysis
67	Other	Scanteam	WPS case study analysis
68	Other	Scanteam	WPS case study analysis
69	NWM member	Scanteam	WPS case study analysis
70	NWM member	Scanteam	WPS case study analysis
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74	Country branch coordinator	Scanteam	WPS case study analysis
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78	Country branch coordinator	Scanteam	WPS case study analysis
79	Country branch coordinator	Scanteam	WPS case study analysis
80	Country branch coordinator	Scanteam	WPS case study analysis
81	ICAN	Norad	
82	UN Women, New York	Norad Department for Evaluation	
83	Global Network of Women Peacebuilders	Norad Department for Evaluation	
84	WILPF	Norad Department for Evaluation	
85	WILPF	Norad Department for Evaluation	
86	Norad	Norad Department for Evaluation	

Annex 4 – Case Study



Norway's contribution to women's participation in peacebuilding

A Case Study Analysis from Afghanistan, Colombia and Nordic Women Mediators Network

FINAL REPORT

08.12.2021

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Disclaimer

Scanteam's was about to deliver its Inception Report to Norad when the Taliban approached Kabul, and the entire country case for Afghanistan had to be redesigned from being an interview-based assignment to becoming a desk-based document review. Also in Colombia, field visits to communities were hindered due to increasing violence in the programme areas.

Despite the encountered obstacles, the team is satisfied to be able to deliver insight into the 11 analysis questions on Norway's efforts to promote women's participation in peace initiatives in the period 2000-2020.

The team has taken necessary precautions to safeguard the integrity, rights, safety and security of all informants involved. Many interviews were made online due to the security situation, COVID-19, and distance. The different informants' opinions have been given the same weight to ensure representativity. Informants' anonymity and confidentiality have been protected in line with Norad's evaluation guidelines and OECD-DAC guidelines for evaluating peacebuilding activities in settings of conflict and fragility (2012), and criteria for better evaluation (2019).

This report is the product of its authors, and responsibility for the accuracy of the data included in this report rests with them. The findings, analysis and conclusions presented in this report do not necessarily reflect the views of the Norad Evaluation Department.

Abbreviations

AAN	Afghan Analyst Network
ACO	Afghanistan Country Office (UN women)
AIHRC	Afghan Independent Human Rights Commission
AMIP	Afghanistan Mechanism for Inclusive Peace
APC	Presidential Agency for International Cooperation (Colombia)
AQ	Analysis Questions
AREU	Afghan Research and Evaluation Unit
ART	Territorial Renewal Agency
AWEC	Afghan Women's Education Center
AWN	Afghan Women's Network
CA	Contribution Analysis
CAA	Conflict affected areas
CANAPAVI	Network of traditional singers Pacific Region
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CIASE	Social and Economic Research and Action Corporation
CMI	Conflict Management Institute
CNR	National Reintegration Council
CONPES	National Council for Economic and Social Policy
CPEC	Presidential Council for Stabilization and Consolidation
CRU	Crisis Response Unit (Afghanistan)
CSIVI	Commission for Monitoring, Promoting and Verifying the Implementation of the Final Agreement (Colombia)
CSO	Civil Society Organization
DDR	Disarmament, Demobilization and Reintegration
DRC	Danish Refugee Council
ELN	Ejército de Liberación Nacional (Colombian guerrilla group)
ESMAD	Mobile Anti-riot Squadrons National Police (Colombia)
ETCR	Territorial Training and Reintegration Spaces
EVAL	Norad's Evaluation Department
FARC	Fuerzas Armadas Revolucionarias de Colombia (Colombian guerrilla group)
FOKUS	Norwegian Forum for Women and Development
FOS	Fondo para la Sociedad Civil Colombiana por la Paz, los Derechos Humanos y la Democracia
GA	Global Alliance of Regional Women Mediator Networks
GBV	Gender Based Violence
GOC	Government of Colombia
GoIRA	Government of Islamic Republic of Afghanistan
GPAZ	Gender and Peace, women's network monitoring the peace agreement implementation (Colombia)
HCNR	High Council of National Reconciliation (Afghanistan)

HPC	High Peace Council (Afghanistan)
IACHR-OAS	Inter-American Commission on Human Rights of the Organization of American States
ICO	Organizational Capacity Index
ICRC	International Committee of the Red Cross
INGO	International Non-Governmental Organization
IOM	International Organization for Migration
JAC	Community Action Board
JAL	Local Action Boards
JEP	Special Jurisdiction of Peace
LGBTI	Lesbian, gay, bisexual, transgender and intersex
MCP	Women Peace Builders' programme
MEL	Monitoring, Evaluation and Learning System
MFA	Ministry of Foreign Affairs (Norway)
MGCI	Gender Roundtable for International Cooperation in Colombia
MILA	Women, Innovation, Leadership and Autonomy methodology
MOE	Electoral Observation Mission
MoFA	Ministry of Foreign Affairs (Afghanistan)
MoP	Ministry of Peace (Afghanistan)
MPTF	Colombia Peace UN Multi-Partner Trust Fund
MWMN	Mediterranean Women Mediator Network
NAP	National Action Plan (here: on Women, Peace and Security)
NCA	Norwegian Church Aid
NGO	Non-Governmental Organization
NHRF	Norwegian Human Rights Foundation
NOK	Norwegian Kroner
NOREF	Norwegian Resource Center for Peace
NPA	Norwegian People's Aid
NRC	Norwegian Refugee Council
NWM	Nordic Women Mediators Network
NWM-D	Danish branch of the Nordic Women Mediators Network
NWM-F	Finnish branch of the Nordic Women Mediators Network
NWM-I	Icelandic branch of the Nordic Women Mediators Network
NWM-N	Norwegian branch of the Nordic Women Mediators Network
OHCHR	Office of the UN High Commissioner for Human Rights
OIDHACO	International Human Rights Office-Colombia Action
ONIC	Organización Nacional Indígena de Colombia
PATR	Action Plans for Regional Transformation
PD	Pro-Defensoras Programme – Women Human Rights Defenders (Colombia)
PDETs	Development Plans with a Territorial Focus (Colombia)
PIG	Integral Programme on Guarantees (Colombia)
PMI	Implementation Framework Plan

PNIS	National Comprehensive Program for the Substitution of Crops Used for Illicit Purposes (Colombia)
PRIO	Peace Research Institute Oslo
PTRO	Peace Training and Research Organization (Afghanistan)
RDD	Nariño Regional Women's Network of Human Rights Defenders
SCR	Security Council Resolution
SGBV	Sexual Gender Based Violence
SIDA	Swedish International Development Cooperation Agency
SISEP	Security System for the Exercise of Politics
SIVJRNR	Integral System of Truth, Justice, Reparation and Non-Repetition
SWEFOR	Swedish Fellowship of Reconciliation
SWMN	Swedish Women Mediator Network (the Swedish branch of the Nordic Women Mediators Network)
ToR	Terms of reference
TS	Technical Secretariat - UN Women
UN	United Nations
UN Women	United Nation Entity for Gender Equality and the Empowerment of Women
UNAMA	United Nations Assistance Mission in Afghanistan
UNDP	United Nations Development Programme
UNDPPA	United Nations Department of Political and Peacebuilding Affairs
UNIFEM	United Nations Development Fund for Women
UNSC	United Nations Security Council
UNSCR	United Nations Security Council Resolution
UNSG	United Nations Secretary-General
UNVM	United Nations Verification Mission (Colombia)
URT	Land Restitution Unit (Colombia)
US	United States
VAW	Violence against Women
WHRD	Women Human Rights Defenders
WPS	Women, Peace and Security

Executive summary

The study is part of an evaluation of Norwegian efforts to increase women's participation in peacebuilding between 2000-2020 conducted by Norad's evaluation department. The purpose is to generate knowledge on how Norway has supported women's participation in peace efforts and what the effects of this support have been. The case study analysis has brought together findings from country cases on Afghanistan and Colombia, and of the "Nordic Women Mediators Network" (NWM) on how Norway has worked to promote women's participation in peace processes globally. In Afghanistan the focus has been on women's participation in peace initiatives, in Colombia it has been on women's participation in the implementation of the Peace Agreement, and with the NWM it has support to women's participation in peace negotiations around the world.

The sudden take-over of power by the Taliban in Afghanistan turned this country case into a study of the women, peace and security (WPS) activities of the latest UN Women country programme, based exclusively on documents found online and through the online portal 'eInnsyn'. Due to this constraint, utmost caution has been applied in drawing conclusions from the Afghanistan case.

The general conclusions from these case studies are as follows:

Coherence: While coordination was prioritized, the extent varied according to resources available, perceived necessity and Norway's roles at a given time. Norway's efforts to promote women's participation have been in line with formal policy and legislation in both Afghanistan and Colombia. The Colombia case shows that this may not always be fully consistent with actual policy priorities of a given government. The country cases do not indicate that community ownership has been a criterion for the selection of initiatives. In Afghanistan and Colombia efforts to promote women's participation in peace initiatives were well aligned across the normative, policy and programmatic realms. In Colombia, efforts to promote women's participation were aligned with other parts of Norway's WPS agenda, while it was perhaps slightly less so in Afghanistan. There was no indication that other Norwegian engagements have had a negative bearing on Norway's efforts to promote women's participation in peace work.

Effectiveness: Norway's formal role in the peace process in Colombia let it support women's participation and rights along several dimensions, which led to substantial gender provisions in the Peace Agreement. Norway's role as a guarantor country for the implementation of the Peace Agreement has allowed Norway to provide strategic support in terms of gender skills to the Peace Agreement's signatories. Norway also contributed to the design of the UNDP-lead multi-partner trust fund in Colombia where all initiatives are gender mainstreamed. In

programmes looked at in Colombia, longer-term support was more effective and provided more sustainable results than shorter-term projects in similar contexts.

The Nordic Women Mediators Network has a substantial list of activities in support of women's participation in peace processes. Activities are largely related to knowledge exchange and advocacy and are carried out globally. The network has a hitherto nearly untapped potential to operationalise support to women mediators 'at all levels' as per its mission statement.

Impact: In Afghanistan, no impacts were reported in the material available to the team. Norway's long-term support in Colombia has contributed to a greater acceptance of women's participation, though actual participation has diminished the recent years due to increased violence and COVID-19. Norway has supported a UN Women programme since 2019 with a focus on self-protection for women human rights defender. However, the difference in the three cases suggests that Norway did not have had a system in place to ensure security and protection measures across its global WPS portfolio. Norwegian efforts to promote women's participation continued during the COVID-19 pandemic.

Knowledge and Organisational Learning: In Afghanistan learning was based on external evaluations of the UN Women country programmes, which Norway diligently followed up. In Colombia, no evaluation of the in-depth study programme was made, but recognition of an inadequate programme design spurred UN Women to successfully innovate. Norway has, stayed in close contact with the programmes supported, using its formal positions as guarantor nation, as active participant on the Multi-Partner Trust Fund for sustaining peace in Colombia, and through its political dialogue with the parties, as means for continuous dialogue and cross-initiative learning. Within the NWM, learning is mostly informal, and it is openly shared across the membership.

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1 Introduction

1.1 Background

The purpose of the case study analysis is to generate knowledge on how Norway has supported women's participation in peace efforts and what the effects of this support have been. The case study analysis has brought together findings from country cases in **Afghanistan** and **Colombia**, and the **Nordic Women Mediators Network (NWM)** on how Norway has worked to promote women's participation. In Afghanistan focus has been on women's participation in peace initiatives, in Colombia it has been on women's participation in the implementation of the Peace Agreement, and with and with the NWM's support to women's participation in peace processes globally. The study has aimed to establish whether Norwegian support to the Women, Peace and Security (WPS) agenda has contributed – or is likely to contribute – to achieving positive and lasting change in women's participation and women's and men's lives in areas affected by armed conflict. It has also assessed how coherent those efforts have been and examined to what extent Norway has learnt from previous experience and utilized existing knowledge in shaping and implementing its WPS actions. The study is part of a WPS evaluation of Norwegian efforts to increase women's participation in peacebuilding between 2000-2020, conducted by Norad's evaluation department (see Annex A for the full Terms of References).

1.2 Overall methodological approach

Each case was framed by a case chronology with all relevant Norwegian WPS efforts along a timeline with key peacebuilding related events. Norwegian efforts (activities, projects and programmes) were selected for study and in-depth study. Analysis questions on effectiveness have been analysed against relevant outcomes and outputs, presented in Table 1.1, from the results framework of the fourth Norwegian WPS National Action Plan (NAP) 2019-2022, using a 'Contribution Analysis'. Where appropriate, the team has carried out 'cross-case analyses' between the cases.

Table 1.1: Relevant expected results and indicators in WPS NAP 2019-2022

Selected expected results	Selected indicators
Outcome 1.1: Peace and reconciliation processes facilitate participation by women in all phases	<ul style="list-style-type: none"> - increase of women in UN mediation teams - increase of women in the parties' delegations - inclusion mechanisms or formalized dialogue with women in civil society
Outcome 1.2: Peace and reconciliation processes facilitate respect for both women's and men's rights, needs and priorities	<ul style="list-style-type: none"> - peace agreement ensures women's and men's political rights - peace agreement ensures women's and men's economic rights - peace agreement ensures protection against sexual and gender based violence

	-transitional justice mechanisms include gender perspectives
Outcome 2.1: Women’s participation is facilitated in the implementation of peace agreements	-women are included in key implementation mechanisms
Outcome 2.2: Steps are taken to safeguard men’s and women’s rights in implementing peace agreements	-clauses in peace agreement that specifically address women’s rights are followed up with the same frequency as other clauses -women’s rights, needs and priorities are followed up in the implementation of the peace agreement’s (general) clauses.

See Annex B for Methodology and Tools.

1.3 The Afghanistan country case

Norad's database showed 50 agreements from 2007-2021 related to projects on peace and reconciliation efforts in Afghanistan. Some support has been constant over time, such as Norwegian Church Aid (NCA)'s peace initiatives and support to UN Women. The latter amounts to 65 % of the funds to the portfolio on average. Around 20 % of the budget for 2018-2022 UN Women programme was related to WPS. The team wanted to study the WPS efforts of UN Women, UNAMA and NCA, but lack of access to documents narrowed the exercise to **two outcomes of the UN Women's country programme 2019-2022:**

- Outcome 4.2: *Women are represented and meaningfully participate in all peace and security, peacebuilding and recovery processes, including formal and informal peace negotiations and forums.*
- Outcome 4.1: *An enabling environment for the implementation of WPS commitments is created.*

How these outcomes were to be reached changed over time as the results framework was edited, adapted and changed from its Inception report to the country programme document to the reports from 2019 and 2020.

1.4 The Colombia country case

In Colombia, the scope of the case study has been Norway's efforts to support women's participation in the implementation of the peace agreement between the Colombian government (GOC) and the Revolutionary Armed Forces of Colombia (FARC) signed in 2016, hereafter referred to as the 'Peace Agreement'. Norway has engaged in four ways:

- 1) Overlooking the function of bodies and institutions of the Peace Agreement;
- 2) Establishing WPS- and gender capacity and competence with the implementing parties;
- 3) Supporting multi-donor trust funds;
- 4) Supporting projects and programmes.

Two UN Women WPS programmes were selected for in-depth study: i) 'Women Peacebuilders-programme' (*Mujeres Constructoras de Paz - MCP*) 2017-2020, and ii) 'Women human rights defenders' (*Pro-Defensoras - PD*) 2019-2022. The team looked at activities to promote women’s participation in the implementation of the peace agreement within the large UNDP-administered Multi-Partner Trust Fund for sustaining peace in Colombia (**MPTF**), and

reviewed four programmes: the Norwegian NGO **FOKUS'** 1325-programme working with 10 national women's organizations to enhance women's leadership and participation; the Swedish-Norwegian CSO-fund **FOS**; the Norwegian Human Rights Fund (**NHRF**) providing grants to Human Rights Defenders; and a leadership programme of the women's organization **Casa de la Mujer**. All these initiatives and actors, with the exception of NHRF, are mentioned in the 2019 WPS report for Colombia. The team also gathered data from two national women's and human rights networks and one national social women's movement. To include all the four areas of Norwegian engagement listed above in the case study, interviews were added with strategic informants from the GOC and (ex)FARC. A total of 37 key informants were interviewed in Colombia, in addition to a few informants from the Nordic Women Mediators Network who provided data on Colombia.

1.5 The Nordic Women Mediators Network case

The Nordic Women Mediators Network (NWM) was conceived by the Norwegian Ministry of Foreign Affairs (MFA). It is a hybrid state/civil society initiative complementing other peace mediation networks through the inclusion of (often senior) civil servants and diplomats thereby opening opportunities for alternative pathways of leverage. Funding and set-up are different in each of the five Nordic countries.

The focus of the study was to look at the NWM's support to women's participation in peace processes globally, and to look at the role of the NWM in the formation of the Global Alliance of regional women mediator networks. The case study looks at the NWM holistically but with a focus on the Norwegian branch.

Data gathering has been mostly through key informant interviews with members of the Norwegian MFA; members of the Norwegian branch of the NWM; operational partners to the NWM; international experts on WPS that interacted with the NWM; and members of other women mediator networks who cooperated with the NWM. In total 22 interviews were completed. Further information was gathered from internal NWM documents as well as open-source material and reports, including social media accounts of network members, articles written by and about the NWM, reports on peacebuilding and women mediator networks, press statements, and political speeches.

1.6 Methodological challenges

In **Afghanistan** there was a take-over of power in August 2021 just as data-gathering for the case study was to start, impelling the team to move from a mostly interview-based to an entirely document-based data-gathering. Documents for review were identified through an online portal for Norwegian government documents (*elmsyn*) and obtained through the central archives of the Ministry of Foreign Affairs (MFA). This implied that the team has not had an opportunity to verify if the received documents were final versions.

In addition, the documents for one out of the three selected programmes for in-depth study were inaccessible since they had been archived in the Norwegian embassy in Kabul, and another programme was deemed too sensitive to be included in the study given the new political and security situation in Afghanistan after the Taliban takeover. Eventually, two components of the UN Women Inception Programme and Country Programme in Afghanistan, set up to run from 2018 until 2022, were selected for in-depth study. Given that the programme had only run two thirds of its time, its potential in terms of effects and impact was unlikely to have been fully realised by the end of 2020, which is the time frame of this case study analysis.

Needless to say, since many of the Analysis Questions are qualitative in nature, it has been challenging to gather enough reliable data from available documents to draw solid conclusions for all Analysis Questions. Given these practical and methodological constraints, the team has exercised caution in answering the questions and drawing conclusions based on the available material for Afghanistan, and conclusions presented for the Afghanistan case study should be regarded as tentative. Moreover the methodological limitations have excluded certain relevant stakeholders, such as staff at UN Women's Afghanistan Office, who have neither been informants nor reviewed a draft version of this report. All of this means that conclusions presented on the Afghanistan case study should be regarded as tentative.

The methodological limitations for Afghanistan have also made the cross-case analysis challenging.

In **Colombia**, the programme originally selected for in-depth study '(Women Peacebuilders-programme' – MCP), had closed, and it was decided to select participants in the UN Women follow-on programme 'Women Human Rights Defenders' (PD) who had also participated in the first programme.

A considerable part of Norway's contribution to promote women's participation in the implementation of the Peace Agreement has gone to support the implementation parties GOC and (ex)FARC. Hence, the team decided in agreement with the Embassy to include such support in the case study, in addition to the selected programmes. This broadened the study and made the analysis more complete. On the other hand, adding more informants and broadening the analysis may have compromised on the in-depth understanding of some of the many programmes and processes looked at.

Due to the prevailing security situation at the time of data gathering, the planned visit to communities was cancelled the last minute. As a consequence, the Colombia country case lacks primary source data for a full analysis of the analysis question 2 about community ownership.

Time was another constraint, and several potential informants could not make it during the relatively short time span available. In general, this was managed by identifying replacements

with access to similar information. However, this was not the case with regard to the Ombudsman's central Office, a co-partner to one of the UN Women programmes under in-depth study, where the informant had to cancel the meeting due to other responsibilities, and no replacement was identified at that level, while one representative was interviewed at regional level.

The case study of the **Nordic Women Mediators Network** (NWM) differs from the country cases. NWM is not a formal project but a network of volunteers with no formal results reporting. Thus, achievements are measured support to the participation of women in peace processes; procedural achievements within the MFA, network building, and network consolidation; and achievements in increasing the participation of women in peace processes. It has not been possible to fully map NWM engagements and contributions given the informality of the network members' engagements, the confidentiality of tasks, and lack of reports from the different country branches.

In general, in peacebuilding, some information regarding diplomatic issues is confidential, so there might be information gaps when it comes to the analysis of alignment with other WPS initiatives, and whether other Norwegian engagements have had a bearing on the efforts to increase women's participation.

1.7 Measures to avoid harm

- **Security in Colombia:** The areas of the two programmes selected for in-depth study were conflict affected. A field visit was organized with UN Women to Nariño, where key informant interviews and one focus group interview with programme participants found place. The security situation did not allow for community visits nor visits to other sites, thus all other participants were interviewed online.
- **COVID-19 pandemic:** All informants in Colombia were asked if they preferred to meet in person or by telephone or online. All NWM interviews were done via phone or online.
- **Representativity:** The team spoke with a diverse group of informants. Given the topic of the case study analysis, there is a majority of female informants. See Annex C for an overview of informants.
- **Protection of informants' anonymity, safety, and integrity:** The team endeavoured to make informants feel respected and understood, and everyone's perspective has been given equal weight. Informants' dignity, anonymity and confidentiality have been ensured. All information is treated confidentially.
- **Quality standards:** The case study analysis has adhered to the latest version of the OECD DAC's quality standards for development evaluation.

1.8 Analysis Question matrix

Table 1.1 below sums up which Analysis Questions that have been answered for which cases.

Table 1.1: Analysis Question Matrix

Analysis Questions (KII: Key Informant Interviews / DR: Document Review)	Data-gathering		
	Afghanistan	Colombia	NWM
<i>Coherence</i>			
AQ1: To what extent (and eventually how) have Norway's efforts to promote women's participation in peace initiatives been coordinated with those of other actors (e.g. other OECD-DAC countries, multilateral organizations, etc)?		KII	KII
AQ2.1: To what extent has Norway's engagement to promote women's participation in peace initiatives been consistent with policy priorities at country level?	DR	KII	
AQ2-2: To what extent has Norway's engagement to promote women's participation in peace initiatives been consistent with policy priorities at community ownership?	DR	KII	
AQ3: To what degree (and eventually how) are Norway's efforts to promote women's participation in peace initiatives in the normative, policy and programmatic realms internally aligned, coordinated and harmonized?	DR	KII	KII
AQ4: To what degree (and eventually how) are Norway's efforts to promote women's participation in peace initiatives aligned with other parts of Norway's women, peace and security agenda?	DR	KII DR	KII
AQ5: To what extent did other Norwegian engagements have a bearing on Norway's WPS efforts to promote women's participation in peace initiatives at country level?		KII DR	KII
<i>Effectiveness</i>			
AQ6.1: To what extent (and eventually how) has Norway's efforts to promote women's participation in peace initiatives in Afghanistan and Colombia been effective?	DR	KII DR	
AQ6.2: To what extent (and eventually how) has Norway's efforts to promote women's participation in peace initiatives in Afghanistan and Colombia been sustainable?	DR	KII	
AQ6.3: Have there been any unintended effects, positive or negative, in Afghanistan and Colombia?	DR	KII	
AQ6.4: What measures have been taken to ensure the safety and security of human rights defenders involved in work related to WPS in Afghanistan and Colombia?	DR	KII	
AQ7.1: To what extent (and eventually how) has Norway's efforts to promote women's participation through the Nordic Women's Mediators Network been effective?			KII DR
AQ7.2: To what extent (and eventually how) has Norway's efforts to promote women's participation through the Nordic Women's Mediators Network been sustainable?			KII

AQ7.3: Have there been any unintended effects, positive or negative?			KII
AQ7.4: What measures have been taken to ensure the safety and security of human rights defenders involved in work related to WPS?			KII
<i>Impact</i>			
AQ8: To what extent (and eventually how) has Norway contributed to increasing women's enduring participation in peace work in Afghanistan and Colombia?	DR	KII DR	
AQ9.1: To what extent (and eventually how) has Norway contributed to strengthening women's and men's rights and meet their needs and priorities in Afghanistan and Colombia?	DR	KII DR	
AQ9.2: To what extent (and eventually how) has Norway ensured the sustainability of these changes in Afghanistan and Colombia?	DR	KII	
AQ10: To what extent has Norway supported women's participation in peace work during the Covid-19 pandemic, and how has this work been adapted due to the pandemic?	DR	KII DR	KII
<i>Knowledge and organizational learning</i>			
AQ11: To what extent did Norway demonstrate learning, from practice, analyses and external knowledge, and through which means did this learning take place?	DR	KII DR	KII DR

1.9 Structure of the report

The report is structured according to the four criteria provided in the Terms of Reference: Coherence; Effectiveness, Impact; and Knowledge and organizational learning. There is a sub-chapter for each analysis question, see Table 1.1 and Annex A. Each sub-chapter has one section per case that included in the analysis. There is a summing-up section for each analysis question. Chapter 6: Conclusions provides overall conclusions per analysis criteria and analysis question, and where relevant, across these.

2 Coherence

2.1 Coordination with other actors

Analysis Question 1, about to what extent and how Norway's efforts to promote women's participation in peace initiatives have been coordinated with those of other actors, has been addressed regarding Colombia and the NWM cases.

2.1.1 Colombia

Norway participates in several platforms for donor coordination, and uses available platforms and arenas to push and encourage women's participation. Norway has been an active member

of the Gender Roundtable for International Cooperation (MGCI)¹ in Colombia since 2008, and has used this platform actively to focus on and coordinate WPS and gender with members belonging to multilateral agencies, other embassies, and the Colombian administration.²

Norway was instrumental in establishing the UNDP-administered Multi-Partner Trust Fund (MPTF), in 2016, to assist the implementation of the Peace Agreement, and is its largest donor. The MPTF functions as a coordination body. Ambassadors and Government ministers sit on its steering committee that approve funding. Norway is on the sub-group that prepares projects for approval. All projects require a gender perspective.

The in-depth case, UN Women's Women Peace Builders' (MCP) Programme, was coordinated by UN Women with the UN Resident Co-ordinator's office. The MCP successor, the *Pro-Defensoras Programme* (PD), has been made known among other donors chiefly by UN Women. In the PD Programme, the President's coordination office (APC) is involved in the coordination of cooperation, in addition to the Ombudsman's office. UN Women and MPTF have worked to make their initiatives complementary. Due to many initiatives, both actors informed there still is a risk of some overlap.

Norway has coordinated with the UN Verification Mission, at diplomatic level and with the GOC Gender Advisor.

Coordination is time consuming and the Embassy has a large portfolio compared to its number of staff. The Embassy manages this by having regular internal, informal coordination meetings, and by attempting to limit the number of direct cooperation agreements to as few actors as possible.

Before the COVID-19 pandemic, the Embassy used to hold regular meetings with different women's organizations and movements. The Embassy was not found to organise coordination meetings among its Norwegian programme and project partners.

2.1.2 Nordic Women Mediators Network

The mission statement of the NWM is sufficiently broad to allow for differing approaches to peacebuilding and WPS among the Nordic MFAs. There is no common 'Nordic budget' to promote *Nordic* level initiatives. There are variations in how NWM country-level branches operate and their capacity. There are also differences in the relationships between MFAs of Norway, Denmark, Sweden, Finland and Iceland, and the NWM country branches, thus not all branches participate at the Nordic level to the same degree.

¹ <https://www.mesadegenerocolombia.org/miembros-de-mgci>

² Norway is the coordinator of the Gender Roundtable for International Cooperation (MGCI) in 2021 which has given ample opportunities for WPS coordination, but this falls outside of the scope of the case study analysis that goes from year 2000 to 2020.

The Danish branch has never received core funding from Denmark's MFA and there is little direct engagement. On the other hand, the Swedish branch has the most formal relationship whereby members are government employees. Formal status arguably makes members more visible and able to exert influence via their MFA. Predictable funding also allows increased predictability of SWMN capacity and continued utilisation of network members. Nonetheless, strong political ownership over the SWNM "*can be a challenge to navigate*" since members act on behalf of state policy, which has to be taken into account at the Nordic level. Political support from the MFAs to operationalise NWM activities vary when some ministerial 1325 focal points manage additional portfolios or see high turn-over in employment. Each country branch organises multiple activities each year, but at the Nordic level the main joint initiative relates to the annual meeting.

Practical coordination between Norway and the other Nordic countries takes place through quarterly meetings between MFA representatives. Between 2016-2020, 'contact group' meetings were held separately from 'operational partner meetings' and focused to a greater extent on strategic issues related to the NWM. In 2020, the system was altered so that MFA representatives and operational representatives would have 'board meetings' once a quarter, to improve internal coordination.

2.1.3 Summing-up

Both in Colombia and the NWM, Norway has assumed a role in the coordination of support to women's participation in peace initiatives. The degree of coordination has varied, depending on time and resources available, the perceived necessity (NWM) or Norway's roles and opportunities at a given time (Colombia).

2.2 Consistency with policy priorities at country level

Analysis Question 2.1 about to what extent and how Norway's engagement to promote women's participation in peace initiatives have been consistent with policy priorities at country level was not found relevant for the NWM case.

2.2.1 Afghanistan

Norway's WPS plan for Afghanistan entailed that Norway would encourage female participation in delegations and supporting structures. This included delegations to relevant international meetings, raising the issue with the parties, civil society and other countries. Norway was to encourage parties to safeguard women's and men's rights and priorities in negotiations, and help to ensure they had the capacity to integrate gender perspectives. The government peace delegation and national peace bodies had female representation of around 20 %, and while donors like, including Norway worked for 30 %, the differences in priorities cannot said to be dramatic. It was expected that President Ghani would have pushed for inclusion of gender issues in the negotiations had they proceeded. Two other Norwegian priorities were to follow up the Kabul Peace Symposium, and promote UN Women's

Afghanistan Country Office as central in promoting women's participation in peace initiatives. For the former, the Team found that national media covered the event, but found no reporting on follow up thereafter. The Team found little evidence that the GoIRA considered UN Women to be an important partner in this field, rather, there were indications that the Presidential Palace looked at them with some scepticism.

2.2.2 Colombia

In Colombia, there have been differences between Norway's concerns and the priorities of the Government after the 2018 elections. Since President Duque spoke out against the peace process before he was elected, women's participation in the implementation of the Peace Agreement was not among government priorities. But the Constitutional Court ruled that the Government is obliged to implement the Peace Agreement, and as such, Norway's engagement is consistent with the country policy. The MPTF, with government counterpart contributions, in fact operationalises this policy.

Norway has worked closely with UN Women to advocate for women's increased participation while making sure that efforts are consistent with policy priorities. UN Women has a formal role to overlook the implementation of the gender clauses in the Peace Agreement, and Norway is a guarantor country for the peace agreement. UN Women also coordinates with the Office of the Advisor for Women. In parallel with this, Norway has strengthened advocacy for the implementation of the gender agenda with the Colombian government in close dialogue with the gender team at the Office of the Advisor for Stabilisation and Consolidation.

Colombian public officials are used to Norway promoting the WPS and gender agenda, and often come prepared to meetings to talk about their gender and WPS strategy, even when this is not the main subject of the meeting. Observers believe that the demand for, and the understanding of the importance of women's participation, became so solidly anchored during the peace negotiations, and so well integrated into the Peace Agreement through the gender clauses, that no-one in decision-making positions would deny or oppose this agenda in Colombia today.

2.2.3 Summing-up

Norwegian continuous support for women's participation in Afghanistan and Colombia have been in line with formal policy and legislation. In Colombia, the Peace Agreement with all its gender provisions has become part of the Colombian legislation that the Government must follow. In Afghanistan, Norway supported greater female participation, but with a difference of degree and not policy.

In both countries, pressure from the international community and civil society has contributed significantly to shaping government priorities for women's participation, and Norway's consistent insistency over many years has contributed to this.

2.3 Consistency with community ownership

Analysis Question 2.2 about to what extent and how Norway's engagement to promote women's participation in peace initiatives have been consistent with community ownership was not found relevant for the Nordic Women Mediators Network case.

2.3.1 Afghanistan

The UN Women country programme did not refer explicitly to community acceptance and ownership. 'Ownership' is only mentioned in relation to the Ministry of Foreign Affairs (MoFA) whose capacity was to be built to take ownership of future programmes³, but MoFA appears to have been more of a participant in UN Women programmes than an owner of them. There does not appear to have been consultation with target communities where the communities are asked about the nature of the project objectives and activities, although it is possible that this has taken place without such efforts being mentioned in the reports.

The word 'localization' is used frequently in the programme documents, with MoFA and UN Women undertaking a series of provincial localization workshops to ensure local ownership of the Afghan WPS National Action Plan, NAP. While there were provincial localization workshops reported, it is unclear why MoFA, a Ministry without local presence, was given the responsibility for these workshops. To undertake this, MoFA worked through three-four preselected civil society partners, but not necessarily CSOs with long working history in selected provinces.⁴ The reporting does not say anything about how the workshops were followed up or led to any process beyond the workshops.

2.3.2 Colombia

While community ownership was not directly verified by the team, there were testimonies showing significant ownership from the two UN Women programmes. In one area, women were trained to take part in political elections, with 63 women elected. Others talked about processes they had begun under the MCP project that they still carried on, which shows that there is high ownership to the projects and processes among the participants. The fact that projects continue despite very short-term support from UN Women and the existence of adversary groups, can be seen as a sign that these projects have managed to build community ownership over time.

³ Inception Report 28-Feb-2020 FINAL.pdf, page 13,14"

⁴ "The overall process is now as follows: UN Women engages a number of partners, including APPRO, AWN, and others depending on the province, to support the MoFA to engage stakeholders at the district and provincial level from Ministries and Departments with reporting lines and obligations under the National Action Plan, as well as women's civil society organizations, local traditional and religious leaders, and others with roles to play in implementation of WPS objectives in their communities. The result is a diverse group of around 140-160 participants." Inception Report 28-Feb-2020 FINAL.pdf, pp 13-14.

2.3.3 Summing-up

In both countries, UN Women promoted empowerment of women to participate in political activities, a break with what would normally be accepted in traditional communities in the two countries. In Colombia, a Norwegian-supported UN Women programme has enabled some women to step forward and take on political roles in their communities, possibly reflecting growing community ownership. In Afghanistan, while there were some consultations, there was little to indicate significant community ownership to women's participation in peace initiatives in the UN Women programme in the material available to the team.

Due to methodological constraints, the team does not have much information about Norway's role in promoting community ownership for women's participation in peace initiatives. From documents, community ownership does not seem to have been a criterion in the programmes looked at. Rather, it appears to be something that could be aspired at as an impact, as there were traces of some places in Colombia.

2.4 Internal alignment for women's participation

Analysis Question 3 about to what degree and how Norway's efforts to promote women's participation in peace initiatives in the normative, policy and programmatic realms are internally aligned, coordinated and harmonised has been assessed for all the three cases.

2.4.1 Afghanistan

Norway's support to women's participation in peace processes in Afghanistan was a comparatively small part of Norway's overall aid portfolio in Afghanistan. For 20 years, Afghanistan was a major recipient of Norwegian aid, where most of this went to areas of limited relevance to women's participation in peace initiatives. The material available to the team suggests that Norway's programmatic and normative/diplomatic efforts towards women's participation in peace initiatives worked somewhat isolated from each other. Norway supported UN Women to work in the field on women's participation, but there is little evidence of coordination or interest in the work of UN Women by those working diplomatically or normatively. It is possible however, that interviews or documentation obtained through communication with stakeholders could have provided evidence of such coordination.

2.4.2 Colombia

Norway's support for women's participation in the implementation of the Peace Agreement covered overlooking the function of bodies and institutions of the Peace Agreement, inserting WPS- and gender capacity with the implementing parties, supporting funds, and supporting programmes.

These efforts appear internally aligned, as Embassy staff with responsibilities within diplomatic, policy and programmatic areas appeared well informed of each other's

engagements. The Embassy had meetings where staff discussed their portfolios and coordination.

There is close collaboration between UN Women and the MPTF, the two largest implementors of Norwegian support to women's participation, though both admit that there was room for closer coordination.

2.4.3 Nordic Women Mediators Network

There is good alignment between the aims of NWM-N and other Norwegian efforts towards women's participation in peace initiatives, in large part because the WPS Special Envoy is on the steering committee. The network became an informal means of synergizing all the MFA's entities and several other Norwegian actors' work on women's participation in peace processes in Norway. Alignment was also evident as membership of the NWN was not perceived to constitute a conflict of interest with employment in other organizations. The NWM-N is to a large extent an extension of the MFA's normative and policy efforts.

2.4.4 Summing-up

In Colombia, efforts appear well aligned in the normative, policy and programmatic realms, with a portfolio that is relatively small and coherent. In Afghanistan, the portfolio is much larger so alignment was perhaps less coherent. The NWM-N is to a large extent an extension of Norwegian normative and policy efforts, thus almost automatically aligned with the efforts it is set to support.

2.5 Alignment between women's participation and other parts of the WPS agenda

Analysis Question 4 about to what degree and how Norway's efforts to promote women's participation in peace initiatives are aligned with other parts of Norway's WPS agenda was assessed for all the three cases.

2.5.1 Afghanistan

In Afghanistan, most recipients were development organizations, followed by education and think tanks. Only two were women's rights organizations and one working on human rights. From this overview, it appears that Norway's peace work in Afghanistan was connected to its long-term development cooperation or carried out through think tank and dialogue forums, possibly with less of a rights-based approach to peace work.

2.5.2 Colombia

Norway's WPS plan for Colombia comprised four areas: (i) facilitating women's participation in the peace process with the ELN, (ii) supporting the UNVM with capacities to implement its gender mandate, (iii) supporting an equitable gender approach in the implementation of the peace agreement, and (iv) promoting gender as a cross-cutting issue in all its humanitarian

efforts. There are no apparent incompatibilities between these goals and the aim to increase women's participation in the implementation of the Peace Agreement.

Informants from the embassy noted that assistance from the MFA WPS Focal Point was seen as vital to ensure alignment. Informants also noted that Norway promotes women's participation in almost all their activities and that Norway's normative engagement in the country strongly reinforced the programmatic focus on women's participation in the implementation of the peace agreement. Embassy staff mentioned one exception, which is a capacity building programme for security forces with emphasis on newly appointed generals, where the Embassy was not in a position to ensure equal female participation.

2.5.3 Nordic Women Mediators Network

In the NWM case there was evidence of alignment between women's participation in peace initiatives and other WPS efforts. Members described how the NWM network had become a source of expertise for parts of the MFA working on WPS issues beyond peace processes, and often helped the MFA in identifying networks and expertise. Moreover, when NWM members in the MFA moved to other portfolios, they brought knowledge of the network with them. Many NWM members, however, felt that Norway could do more when it came to nominations of women to high level positions in intergovernmental organizations while recognising the difficulties for Norway to achieve these aims. In that sense, the support to women mediators was not perceived to be accompanied with similarly calibrated support to women in the broader peace and security infrastructure.

2.5.4 Summing-up

While many actors received support under the WPS agenda in both countries, in Colombia, Norway's efforts to promote women's participation were well aligned with other parts of the WPS agenda. In Afghanistan the WPS support was found to be more spread and less aligned. In the NWM, efforts to promote women's participation were aligned with other parts of the WPS agenda.

2.6 Other Norwegian engagements' bearing on promotion of women's participation

Analysis Question 5 about to what extent other Norwegian engagements have had a bearing on Norway's WPS efforts to promote women's participation in peace initiatives at country level, was excluded in the final inception report for the Afghanistan country case.

2.6.1 Colombia

Much of Norway's peacebuilding efforts in Colombia has been relevant to the WPS-agenda, including women's participation. There have been three main areas of Norwegian engagements: (i) peacebuilding/implementation of the peace agreement; (ii) forestry management; and (iii) business development. The latter is a small area, which in the longer run may have a positive bearing, as the Embassy is promoting responsible business, hereunder

women's and workers' rights, including the right to participation. Women's participation, gender equality, and women's rights have been integral to the forestry management engagement, although to a lesser extent than within peacebuilding, and thus would have a positive bearing, if any, on women's participation.

Gender sensitivity, gender equality, women's rights, and women's participation have been mainstreamed across Norway's programme portfolio and the diplomatic and policy engagement. Norway has pushed for both women's participation and the implementation of gender provisions, and Norway's engagement in peace efforts appear to have a positive bearing on its efforts to promote women's participation.

2.6.2 Nordic Women Mediators Network

NWM members and MFA staff noted that it was difficult to identify a causal relationship between Norwegian WPS efforts and the activities of the NMW to promote women's participation in peace initiatives at the country level. Nevertheless, NWM members gave a firm impression that Norway's overall engagement and support to peace processes was complementary to their efforts in promoting women's participation in these processes.

Norwegian MFA's interests in promoting NWM saw engagements of NWM-N members in multiple country processes including Afghanistan, Colombia, Mali, Myanmar, Mozambique, the Philippines, South Africa, South Sudan, Sudan, Syria, and Yemen. NWM-N members were also included in bilateral talks on WPS with Slovenia. Engagement was mostly in the context of providing thematic expertise including on gender, or showcasing the network as an example of operationalising the WPS agenda.

2.6.3 Summing-up

In Colombia, Norwegian engagement beyond peacebuilding has been positive for women's participation while other Norwegian engagements do not seem to have had a bearing on NWM's efforts to increase women's participation.

3 Effectiveness

3.1 Effectiveness of Norwegian efforts to promote women's participation

Analysis Questions 6.1 and 7.1 on to what extent, and eventually how, Norway's efforts to promote women's participation in peace initiatives in Afghanistan, Colombia, and through the NWM have been effective, has been assessed for all the three cases.

3.1.1 Afghanistan

The first outcome of the UN Women Country Programme was *'Women are represented and meaningfully participate in all peace and security, peacebuilding and recovery processes, including formal and informal peace negotiations and forums'* (Outcome 4.2).

Both the inception programme and the country programme foresaw interventions that should bring together and coordinate existing networks of women peacebuilders and support them in engaging in relevant peace processes, like working with the 'Mothers of Peace', a network of female peacebuilders that worked in partnership with the High Peace Council (HPC), set up in 2010 to be in charge of peace negotiations with the Taliban.

In April 2019, the HPC was dissolved, and a Ministry of Peace (MoP) established instead.

As the programme moved to a full Country Programme, the 'Mothers of Peace'-network was no longer referred to. Contrary to the original plan, UN Women began capacity building, trainings and awareness raising of local women and the creation of new women's groups, contracting the two organizations AWN and AWEC to conduct training for local women peacebuilders in eight provinces. However, a number of organizations, including some led by men, have worked on women's capacity in peacebuilding and mediation during the last 20 years. Instead of bringing these groups together and improve coordination among the women's groups in Kabul and the provinces, UN Women and their partners selected new women to be trained and more networks to be created. The available documentation does not explain why.

The programme document suggests that UN Women would work to support existing peacebuilders and processes at different levels, but it appears that the UN Women struggled to build relations with certain national level actors and processes. Despite donors' insisting that the UN Women develop better relations between UN Women and other UN entities, and between UN Women and government offices, including the First Lady's office, it appears that this has not been successful. The programme has not reported any results achieved in term of a strong women's group established at Kabul level. Overall, reported results do not translate into meaningful participation of women in formal and informal peace initiatives. Indicators are not reported on.

The second outcome was *'An enabling environment for the implementation of WPS commitments is created'* (Outcome 4.1).

This more general outcome foresaw improved capacity of MoFA to implement the WPS NAP, including capacity to localize the NAP, and that the UN had improved capacity to meet WPS commitments. However, UN Women carried out tasks on behalf of MoFA, such as printing and translation of NAP's second phase, so rather than building the Ministry's capacity, UN Women seems to have taken on a role as implementer. Overall, it seems UN Women struggled to build relations with key stakeholders in the field of peacebuilding and WPS, limiting its

ability to produce intended results. The reports do not document any meaningful participation of women in formal or informal peace processes, nor that the foreseen capacity of MoFA had improved by the end of 2020.

3.1.2 Colombia

Overlooking the function of bodies and institutions of the Peace Agreement: After its role as facilitator of the peace negotiations, Norway was given the role as a "guarantor country" with a seat on the *Commission for Monitoring, Promoting and Verifying the Implementation of the Final Agreement (CSIVI)*. Norway has defined its role to protect the existence of the established peace agreement infrastructure, such as the *Special Jurisdiction for Peace (JEP)* and the *Truth Commission*, both institutions are important for women's participation in the implementation of the peace agreement. While implementation of the Peace Agreement, and the gender provisions in particular, have not come as far as hoped for, Norway as a guarantor country has most likely contributed to the continued existence and function of the Peace Agreement infrastructure and its bodies. As guarantor country, Norway urges the parties to have mixed-gender delegations.

Establishing WPS- and gender capacity and competence with the implementing parties: Norway has advocated and paid for staff with gender knowledge in strategic offices both within the Government and with Comunes (ex-FARC). Informants said that many public entities initially did not understand the gender provisions, gender indicators or gender approach. The team found that the Norwegian support has contributed to providing meaning to the gender provisions to government entities that are responsible for carrying them out.

Norway has also supported the reintegration of ex-FARC cadres into society. Female ex-combatants have been given training, and Gender Committees to prevent gender-based violence were established in each camp so that ex-FARC women's voices have been heard.

Support to funds: Norway started early to design the MPTF that would assist the parties in the implementation of the Peace Agreement. At least 30% of the portfolio should strengthen women's participation and positions – in practice this is around 40%; every initiative is assessed for its effect on gender equality; and all projects are agreed to by the Government.

The CSO Women's Departmental Alliance, with 40 local women's organizations from 13 municipalities, has contributed to the transformation of the conditions for women through political and economic empowerment. They have promoted the participation of female social leaders in the new infrastructure for peace, such as women representing coca growers participate in the work to implement the national plan of substitution of illicit crops.

MPTF testimony

Since the MPTF is the most important aid instrument to support the implementation of the Peace Agreement, the underlying principles put gender and gender equality high on the

agenda. By 2020, the fund had approved 41 projects with particular focus on women. Among the results are two *Action Plans for Regional Transformation* (PATR) that are 10-year sub-regional programmes used as instruments for the *Integral Rural Reform* to be rapidly implemented in territories most affected by the armed conflict, poverty, illicit economies, and institutional weakness.

The MPTF investments in gender mainstreaming at the institutional level were found to have made significant achievements, see Box 3.1.

Box 3.1: Institutional achievements of MPTF

- The *Special Instance for Gender* presented three reports on monitoring the Peace Agreement of the 51 gender indicators of the Implementation Framework Plan (PMI).
- The *Office of the Attorney General* for the JEP presented 64 recommendations to identify barriers faced by victims from a gender analysis.
- 437 police officers operating in territories with the highest number of reported cases of gender-based violence, completed a diploma course on the gender approach to care for victims of GBV (Law 1257/08).
- A "Gender Pairs" strategy, created to improve women's access to mechanisms for reporting incidents of GBV, is led by the Ombudsman's Office and UN Women, and has been replicated in several departments of the country.
- In promoting the implementation of the PDETs, 1,458 initiatives with a women's and gender focus have been included in the *Municipal Development Plans*.

Source: MPTF Report on Gender. Leaflet 2020.

Supporting projects and programmes

The MCP programme wanted women in the Pacific region of Colombia, historically marginalised and affected by violence driven by insurgencies, paramilitaries, and the illicit economies of drug trafficking, to be strengthened to build peace and participate in politics and decision-making. The MCP granted funds to 21 projects in 36 municipalities in 2017/2018 with a budget ceiling of USD 40.000 per project, and to 6 other projects in 2019/2020 with a budget ceiling of USD 100.000. Through these projects, women became actors in the territories for setting the peace agenda and positioning a women's agenda at different levels. Some projects ended up successfully promoting new local authorities and new development plans with a gender approach.

The women [became engaged] with regard to the electoral issue. More than 650 women were trained, and those who finally decided to stand produced their own agendas. 63 of them were elected: 56 councillors and councilwomen, six mayors and one deputy. Some of those who did not win a seat will try again later, because they feel it is their duty to continue empowering themselves.

MCP testimony

The MCP had an ethnic and cultural approach that allowed afro-descendants, indigenous, and mestizo women to participate, something that was found very important by the participants. Male participation allowed men to view women differently than they traditionally did, and

the participation opened up for equal partnership between male and female grassroots organizations.

The PD programme responds to the increasing security threats experienced by human rights defenders and social leaders. Like MCP, it is a fund to which grassroots organization can apply, but PD includes and connects with the Ombudsman' office, which is supposed to follow up threatened civilians⁵. Through training, the gender perspective of the Ombudsman's office has been strengthened. PD is implemented in conflict-affected departments where it promotes and strengthens regional networks of women human rights defenders. Institutional protection measures depend on the capacity that exists in each municipality. Women's organizations have developed advocacy plans to consolidate action plans, protection protocols, or road maps. In a situation of increasing security threats, the existence of the six local emergency funds that have been established under the programme are considered very important and have made it possible to save lives.

The PD represents a change in the political identity of women: many women who are now participants in the PD regarded themselves as victims. Now, they see themselves as victimised citizens, they are self-empowered and, in the eyes of the institutions, recognised as Human Rights Defenders, which gives them a different place as political actors.

PD testimony

FOKUS: The Norwegian NGO Forum for Women and Development (FOKUS) supported the women's movement to articulate and present their agenda to roundtables and the negotiation table in Havana throughout the negotiation period. They continue to support various parts of the women's movement, hereunder accompaniment of young women, to articulate and lobby to uphold a gender agenda, such as collecting evidence and submitting reports to the Integral System of Reparation and to the institutions on forced disappearance.

The Swedish-Norwegian Fund for Cooperation with Colombian Civil Society (FOS). During 2018, a CSO supported by FOS participated in the peace dialogues between Colombian government and ELN guerrilla, advocating for the inclusion of a gender perspective.

The Norwegian Human Rights Fund (NHRF). This fund provides short-term low-threshold support to human rights CSOs. According to the NHRF Annual Report 2020, a large majority of the partners in Colombia promoted inclusion of a gender approach in the implementation of the Peace Agreement through activities such as access to justice, building of legal skills, documentation of human rights violations, advocacy before decision makers, network

⁵ Structurally, the Ombudsman's office is essential for women's protection as it is the technical secretariat of the Early Warning System and the Comprehensive Programme of Guarantees for Women Leaders and Defenders led by the Ministry of Interior.

building and mobilization and advocacy. The partners provided legal advice and legal support to 6,569 women, and nearly half of these reported a positive response from the justice system.

3.1.3 Nordic Women Mediators Network

Achievements of the NWM: NWM's two primary aims are “to strengthen women's participation in peace processes at all levels” and “to strengthen Nordic women actively involved in international peace-making efforts”. Most NWM members were critical of the achievements in strengthening women’s participation in peace processes due to that the NWM does not send their members on assignments. Rather, engagement of NWM members in peace processes is most often through the MFA and other employers. In this sense, the network is there to showcase and facilitate connections among qualified women mediators addressing a need to mirror long-standing male-dominated formal and informal networks that dominate peace mediation processes.

Table 3.1: Achievements of the NWM by secondary objectives

Primary objectives	Secondary objectives	Examples
To strengthen women's participation in peace processes at all levels	Amplifying the voices of women mediators and peacemakers in conflict affected areas (CAA)	<ul style="list-style-type: none"> • Women from CAA participate in high-level arenas in events with NWM: Oslo March 2018, NY October 2018, contact group for regional women mediator networks meetings • Establishing the GA. • Meetings and cooperation with the GA: Rome April 2019, UNGA NY 2019. • Engaging women in other mediator networks. • Invitations to women to participate in NWM activities. • NWM members joining other mediator network activities.
	Advocating for all peace processes to be inclusive	<ul style="list-style-type: none"> • Creation of country-level networks contributing to visibility of women mediators. • Creation of Nordic network. • Establishment of the Global Alliance. • Placing WPS on government agendas and in high-level forums. • Issuing calls for inclusivity following annual events. • Ensuring attendance of high-level UN, government officials at NWM events. • Receiving high-level political support⁶ • Advocacy initiatives by individual NWM members. • Advocating against 'backsliding' on WPS agenda internationally.⁷ • Negating argument that conflict delegations cannot find qualified women mediators by showcasing existence of regional women mediator networks.⁸

⁶ United Nations Office of the Secretary-General (2019) 'Deputy Secretary-General's Remarks at the Launch of the Global Alliance of Regional Women Mediator Networks', 26 September, <https://www.un.org/sg/en/content/dsg/statement/2019-09-26/deputy-secretary-generals-remarks-the-launch-of-the-global-alliance-of-regional-women-mediator-networks-prepared-for-delivery>

⁷ Julie Marie Hansen, Kristin Lund, Laura Mitchell, Hilde Salvesen, Rita Sandberg, Elisabeth Slåttum and Torunn L. Tryggestad (2017) "No backsliding" on women's inclusion in peace mediation', PRIO [Blog]. 27 October, <https://blogs.prio.org/2017/10/no-backsliding-on-womens-inclusion-in-peace-mediation/>

⁸ Slåttum 2018

		<ul style="list-style-type: none"> • Putting pressure on governments, multilateral organizations to appoint women to mediation teams and as special envoys, holding governments, multilateral organizations accountable.⁹ • Exemplifying how women can participate in peace processes and showing expertise. • Joint advocacy initiatives, ie NWM joint Letter for UN Special Envoy to Syria 2018; letters from NWM country-branches to Nordic MFAs on Afghanistan Sept. 2021.
	Developing and fostering partnerships with other mediation and peacebuilding networks and organizations	<ul style="list-style-type: none"> • Launch of the Global Alliance. • Continued involvement with Global Alliance. • Consulting with regional networks (Southern Cone, Southeast Asian network, Mediterranean Women Mediators Network). • Serving as model for new women mediator networks. • Norwegian funding to regional women mediator networks. • Advice from NWM in establishing networks. • NWM participation in other regional network activities.
	Creating and supporting joint activities among members and with partners, as appropriate	<ul style="list-style-type: none"> • Thematic meetings. • Resource group meetings. • Ad hoc cross-branch meetings (Afghanistan meeting, Sep. 2021). • Annual meetings.
To strengthen Nordic women actively involved in international peace-making efforts,	Enabling the sharing of experiences, knowledge, and know-how among members, including through networking opportunities	<ul style="list-style-type: none"> • Thematic meetings. • Resource group meetings. • Ad hoc cross-branch meetings (Afghanistan meeting, Sep. 2021). • Annual meetings. • Individual relationships among network members.
	Promoting and supporting members in their functions, as well as drawing on that expertise across networks	<ul style="list-style-type: none"> • Mapping out expertise of women mediators at Nordic level to promote women's competencies. • Mapping out expertise at country-level to promote women's competencies. • Becoming a hub of expertise on which Norway's MFAs can draw support (extent to which this practice occurs in other country branches is unclear). • Members drawing on other members for confidential support, advice, ideas, etc. • Members drawing on support in the network to boost morale and motivation, holding a shared sense of pride in being part of the initiative. • Legitimacy from network affiliation conferred to members. • Circulation of opportunities among members. • Making members more visible and empowered and showcasing Nordic women mediator competence through membership.
	Facilitating access and providing networking opportunities with mediating and peacebuilding actors globally	<ul style="list-style-type: none"> • Cyprus visit, May 2016. • Beirut visit, March 2019. • Provision of list of names to DPPA, Sept. 2019. • Referrals from MFA for NWM engagement. • Invitation of NWM members to high-level forums (Oslo Forum). • Invitation of NWM members to exclusive trainings (High-level seminars on Gender and inclusive mediation processes). • Invitation of NWM members to meet with peace process delegations in Oslo.

⁹ Conflict Management Institute. 'Networks pave the way for women in peace mediation', 24 November 2017. Available at: <https://cmi.fi/2017/11/24/networks-pave-way-women-peace-mediation/>

Among the most important achievements of the NWM is the establishment of the **Global Alliance** where Norway was a leading actor on the Nordic-level. Collectively, the GA was seen as a step in Norway's role in replicating regional women mediator networks globally; as a way for regional networks and their members to learn from each other; and a means of providing greater awareness of WPS and women's participation in peace processes on the international level thereby touching on several sub-objectives outlined in the Mission Statement.

Linking these networks is an achievement in itself and we should not downplay that aspect.
NWM member referring to the Global Alliance

Norwegian support to the GA since 2019 aimed to support its continued development, to showcase women mediators globally through the platform, and enhance cooperation and learning between regional networks with strong interest and support from high-level offices in the UN.

The NWM and strengthening women's participation in peace processes: Most NWM achievements relate to the *promotion* of women mediators and capacity-building. Norway promotes the NWM through the UN system, and most engagements by NWM members in conflict affected areas relate to mediation processes with UN involvement.

This focus may have overshadowed the sub-objective "*amplifying the voices of women mediators and peacemakers in conflict affected areas*", where there are fewer activities that engage peacemakers and mediators from outside the Nordic states.¹⁰ Since strengthening the participation of women should occur at "all levels", this points to a tension between the 'mediator focus', which is usually high-level, and the 'peacebuilding focus', which is more grassroots oriented.

Many activities at the Nordic level revolve around sharing experiences between NWM members, which is in line with several sub-objectives such as "enabling the sharing of experiences ..." and "promoting and supporting members in their functions...". There has been an emphasis on capacity building at the Nordic level and involving women from conflict affected areas to present at network meetings. There appears to have been less focus on operationalising experiences and strategizing how thematic knowledge can be implemented and used (to among other things create agenda points, action plans) in mediated political settlements. It has to be recognised, however, that the latter is a difficult task.

¹⁰ When women from conflict affected areas are included, it is often through other women mediator networks (in accordance with another sub-objective) or the inclusion of women often among the diaspora, that speak European languages, have a western education, or hold positions in the governments of their home countries.

Operationalizing the NWM: Engagement of NWM-N members in processes such as Afghanistan, Colombia, Mali, Myanmar, Mozambique, the Philippines, South Africa, South Sudan, Sudan, Syria, and Yemen is mostly facilitated through informal channels between the Norwegian MFA and the NWM-N (or through other employers of NWM members). Members of the network are effective at leveraging personal and professional connections to gain access to peace processes on behalf of the NWM. Connections are often through Nordic officials, such as ambassadors, and there is less engagement with mediation-focused bodies.

Box 3.3: NWM in Colombia and Afghanistan

While members of the NWM were involved in the Colombia process, there was no NWM initiative addressing issues such as a Colombian resource group. The NWM was used as a forum for the women mediators to disseminate comparative knowledge from the Colombian case study that is considered an example of 'best practice' of gender mainstreaming in peace processes. Some NWM members travelled to Colombia as part of NOREF engagements¹¹.

In Afghanistan, the NWM addressed the process during several of its events. Seven Afghan women mediators attended the 2018 annual meeting where they were invited to share their experiences, leading to establishing a resource group to focus on the process. In 2020, the resource group was engaged by the Afghan embassy in Oslo to hold a dialogue and activities in the group picked up.¹² The dialogues introduced the Afghan resource group to four women delegates involved in the Doha process, resulting in weekly consultations to the extent that agenda items could be introduced. The NWM made its expertise available to the Afghan resource group. The NWM activities are seen as complementary and 'parallel' to the efforts of Norway's MFA, and the dialogue between the group and the Afghan embassy can be considered a part of the peace process given the people involved and the topics discussed.

Engagement of the NWM mostly takes place through referrals. In Norway, the MFA and Norwegian embassies are important sources. Members connected to the MFA note that when MFA initiatives take place, there may be discussions on how the NWM can be utilised, especially in relation to WPS. It also appears that the MFA draws on a smaller group of women in the NWM-N that are known to them. Attempts to broaden engagement of the NWM is accomplished through the provision of lists of NWM members, sometimes tailored for specific audiences,¹³ otherwise some NWM members have been advocating for profiling NWM-N members with the potential of adding them to the Norwegian Refugee Council (NRC) database, from which secondments may be drawn. However, there are a limited number of secondments.

The most tangible example of increasing the participation of women in peace processes by the

¹¹ Not under the banner of the NWM.

¹² Islamic Republic of Afghanistan (2020) 'Afghan Embassy in Oslo and the NWM network held a joint discussion on the role of Afghan women in peace process', Embassy of the Islamic Republic of Afghanistan, Oslo, Norway, 30 June, <https://www.afghanistanembassy.no/afghan-embassy-oslo-nwm-network-held-joint-discussion-role-afghan-women-peace-process/>

¹³ For instance, the list of qualified women mediators provided to the UNDP/PPA at the side-lines of the Global Alliance launch in New York, September 2019.

NWM occurred in collaboration with the Mediterranean Women Mediator's Network, UN Women, and the Italian government, during the **Libyan peace process talks** that were held in Palermo, Italy, in November 2018, see Box 3.4.¹⁴

Box 3.4: NWM and the Libyan peace process

In the lead up to the Palermo Conference, Libyan civil society activists discovered that women were not included among the delegations. Instead of targeting donors and the UN, the Libyan delegation and advisors mapped out influence that they had on relevant actors. The Italian government, which hosted the talks, was lobbied by the Mediterranean Network while UN Women lobbied relevant UN departments in New York, and an experienced NWM member was sent as a means of allowing the Libyan women's delegation to physically access the space as well as in advisory capacity. The whole process took about 36 hours and highlights the importance of women mediator networks and their ability to put pressure and advocate for the inclusion of women. The NWM member advising the Libyan women's delegation drew on the expertise and advice from other NWM-N members. This shows the benefits of establishing parallel women's mediation networks and of cross-network cooperation.

3.1.4 Summing-up

In Afghanistan, the UW Women country programme did not deliver on its outcome of meaningful participation of women in peacebuilding. UN Women also struggled to develop national political clout and connections needed for reaching the Outcomes.

In Colombia, the MCP was designed for women in conflict affected areas to participate in the implementation of the Peace Agreement at local level. While some results were achieved, the MCP's design was not fully fit for reaching ambitious goals in a complex context.

In both Afghanistan and Colombia, UN Women acted flexibly during implementation. In Afghanistan, this did not lead to results that were identifiable by the team, but appears to have strengthened the programme in Colombia. Both country cases highlight the difficulties of programming in complex situations, and how important it is for donors and partners to understand context. Furthermore, the Afghanistan case shows how important actors' positioning is to reach desired goals, i.e. their confidence among relevant decision-makers and target groups, and access to relevant networks and actors inland and abroad.

In Colombia, Norway played a crucial role in setting up the 'Sub-Commission for Gender Issues' during the Colombian peace negotiations. Many acknowledge this as a basis for the understanding of the importance of women's participation in decision-making in Colombia today.

In Colombia, Norway has contributed to the survival of the fragile peace infrastructure institutions. By financing WPS- and gender capacity and competence with the implementing parties, Norway has contributed to the implementation of the gender provisions in the Peace

¹⁴ Video showcasing Palermo intervention: <https://womenmediators.net/the-network/>

Agreement. Norway initiated and was vital in the establishment of the MPTE, where gender is mainstreamed, and at least 30 % of all initiatives shall benefit women.

The NWM delivers on its sub-aims in the 2017 Mission Statement, particularly in relation to advocacy and activities that strengthen the connections and capacity among Nordic women. There are fewer examples of engagement with women in conflict affected areas, especially outside of high-level UN forums or the framework of other regional women mediator networks.

Table 3.2 summarizes the achievement of Outcome 1.1 of the Norwegian NAP 2019-2022, though it must be borne in mind that all three case studies are limited to selected activities and actors.

Table 3.2: Achievements of Outcome 1.1 in the NAP 2019-2022

	Afghanistan	Colombia	NWM network
<i>Outcome 1.1: Peace and reconciliation processes facilitate participation by women in all phases</i>			
<i>Selected indicators:</i>			
<i>- increase of women in UN mediation teams</i>	Not identified	Not identified	NWM focuses on global level and processes with UN involvement. The Norwegian-initiated Global Alliance of Women Mediators Networks received top-level attention in the UN and contributed to an increased awareness of the importance of women mediators.
<i>- increase of women in the parties' delegations</i>	Not identified	That women's voices and participation were made integral to peace negotiations 2012-2016 and Peace Agreement created foundation for women's participation in local, regional and national implementation.	NWM was wisely used to include women in delegations of the Libyan peace talks.
<i>- inclusion mechanisms or formalized dialogue with women in civil society</i>	This was intended under the UN Women programme under assessment, but not identified as been achieved.	Norway supports public institutions and civil society and contributed to women's participation in implementation of the Peace Agreement at national, regional and local level.	NWM has worked more at global or regional level than national or sub-state levels.

3.2 Sustainability of Norway's efforts to promote women's participation

The Analysis Questions 6.2 and 7.2 on to what extent and how Norway's efforts to promote women's participation in peace initiatives have been sustainable was assessed for all three cases.

3.2.1 Afghanistan

Regarding institutional capacity, after the Taliban takeover it is unclear if the partner organizations are still operational. At the national level, the peace process has been suspended. In a situation where women's participation in public arenas and in politics have been suspended, the sustainability of achievements is unlikely. Ministries central to UN Women work have been abolished or likely staffed with Taliban loyalists, and the WPS NAP itself is unlikely to be recognised by the new powerholders.

UN Women could not have predicted these developments. However, there are aspects of the programme design that merit discussion. The interventions favoured the identification and training of new peacebuilders and building new networks rather than support, harness and coordinate existing networks and actors. New networks are less likely to be sustainable once financial support ends. UN Women's approach to sustainability was based on general assumptions such as that women's inclusion in peacebuilding would make societies more gender equal and therefore more stable.

While efforts to promote women's participation in peace initiatives are not sustainable due to the Taliban takeover, sustainability was in any case a weak component of the programme design.

3.2.2 Colombia

High staff turnover in public offices after elections, low capacity and/or low priority on behalf of government institutions, in combination with weak horizontal and vertical communication between public institutions, reduced the sustainability of a number of programmes. While solid anchoring of programmes within the public sector is seen as a prerequisite for sustainability, many consider investing in non-state actors to be more sustainable. This is due to a culture of non-compliance and impunity. While getting a law in place is relatively easy in Colombia, laws don't automatically translate into the needed changes in culture, traditions, perceptions, attitudes or behavioural practice.

Overlooking the function of bodies and institutions of the Peace Agreement: There is opposition to the Peace Agreement, including within Government. The WPS-agenda in Colombia is largely driven by external actors and civil society. In this context, the continued existence and function of vital Peace Agreement bodies like the *Special Jurisdiction for Peace* (JEP) and the *Truth Commission* is important. Norway has played a diplomatic role in maintaining their existence.

The systematic work supported by Norway that was done during the negotiations ended up with a solid gender focus of the Peace Agreement, and informants confirm that the gender agenda has come to Colombia to stay. There is a slow but steady movement towards greater gender equality in Colombia, where women's participation is key. Norway has contributed significantly to this process.

Establishing WPS- and gender capacity and competence with the implementing parties:

Actors believe that the knowledge and principles of the gender provisions are becoming more fully owned by the Colombian governance system. International stakeholders including Norway and Colombian civil society have contributed largely towards this.

Support to funds: The MPTF has succeeded in getting the Government's buy-in, so sustainability of results appears likely, not least because nothing becomes implemented without the approval of the responsible line Minister. Norway has been an important architect of the MPTF.

Supporting projects and programmes:

MCP: The funding for each project was low and implementation period short. The projects were along the Pacific coast in some of the most insecure, conflict-ridden and socially complex areas in the country, so long-term sustainability was not to be expected. Nevertheless, results remain. Partnerships were built that last, women started income generating activities that continue while in other cases projects ended but participants carry with them an understanding of new roles. Capacities were created, organizations strengthened, road maps of institutional attention were made visible. Some CSOs strengthened their project management capacities and have succeeded in getting funds from other sources after the MCP. Women learnt about their rights and the restitution of these. One project promoted pacts that were signed with mayors and council candidates where the spirit of these pacts can be found in municipal development plans today.

An achievement was our ability to manage the project, which was important. After the project we presented another proposal to the Land Restitution Unit, and it was approved!

MCP testimony

Territorially Focused Development Programmes (PDETs) are accelerating mechanisms that should respond to the multiple unmet needs of Colombian conflict-ridden communities. Norway and UN Women supported the MCP to strengthen women's grassroots organizations in conflict areas to influence the PDETs to be developed in a comprehensive way. However, most PDETs have not been comprehensively planned, in part due to lack of funding.

Regarding sustainability of MCP supported processes, issues of state abandonment, poverty of participating women in the Programmes, violence present in the territories as well as frustrations with the insufficient implementation of the Peace Agreement come up. The

context for the MCP was complex. Actors saw a need to link humanitarian assistance, peace work, and development. Another challenge was the lack of public support, as there is constant rotation of officials with little knowledge transfer. MCP participants gave examples of long processes where they had made some ground, but then officials changed and they had to start all over again. The substitution of illicit crops so far does not work, so violent drug traffickers continue to rule in many places.

PD: The Pro-Defensoras programme builds on the lessons from the MCP to form longer-term engagements and connect local processes with the Ombudsman's office. The PD thus promises to be more sustainable than the MPC. However, a comprehensive training programme with the Ombudsman's office was necessary as the entire staff was new, and this staff may change again after the next election.

Other programmes: Sustainability of FOS is evident when women participants have taken on new leadership roles. Indigenous women from one community have taken an active part in political processes, women from rural communities have been elected as legal representatives of their organizations, and women victims have taken on leadership roles of regional victims' associations. Organizations from various regions report that the strengthening of economic development at community level has been a process led by women and that it has not only strengthened their economic positions but also led them to be more respected in the community and to be able to assume leadership roles in general and be more active in the political arena. FOKUS has supported the women's movement for many years, thereby allowing organizations to engage in longer term processes of change. More and more social organizations at the national level and with greater recognition are involved in peace issues in the territories.

3.2.3 Nordic Women Mediators Network

NWM members and the Norwegian MFA consider the network sustainable. The cost of the network is low, and much of the network activities is motivated by the belief in the aims of the Mission Statement and enlightened self-interest among members. The relationships between the operational partners of the country branches are considered durable, despite differences in strategic approaches. Norwegian MFA staff believe that the Ministry would suffer a loss in its ability to identify necessary competencies on mediation and WPS if the network did not exist. The network is thus highly relevant to the MFA.

Challenges to the sustainability were predominantly framed in terms of a lack of capacity among some of the operational partners. The NWM-N is not linked to a concrete timeframe as it is envisaged to be a longer-lived initiative. This makes the network different from other foreign policy initiatives that are attached to project proposals, project funding, and specific outcomes. But without a clear funding perspective, the sustainability of the network – or at least the level at which the network can be sustained – remains unclear.

The greatest risks relate to a lack of upkeep of the network, which could be detrimental to the image of political commitment to women's participation in peace processes. Another risk relates to over-selling network capabilities and a perception of whether the network is reaching its intended goals in strengthening the participation of women in peace processes. Today the NWM is active in multiple ways: capacity-building mechanism, knowledge sharing platform, advocacy body, professional association. There have been occasional on-the-ground impacts, and members noted that this was something to aspire to. Resilience of the network is strengthened by the establishment of the Global Alliance as well as high-level UN support and the network's aim in pursuing the WPS mandate.

3.2.4 Summing-up

In Afghanistan the Taliban take-over and in Colombia the election of a president who was against the Peace Agreement, changed conditions for women's participation in peace initiatives. The two country cases document the importance of sustainability considerations in the programming in conflict-affected countries, not the least because environments may change quickly in unforeseen ways.

In Afghanistan, Norway raised questions about sustainability, but the decision by UN Women to work with new rather than strengthen and coordinate with existing women's organizations and linking grassroots efforts with national formal and informal peace processes, undermined the sustainability of efforts to promote women's participation.

In Colombia, the MCP programmes was too short-term in a context where long-term attention was required. The subsequent PD programme provides slightly longer-term support to grassroots organizations and connects CSOs with national institutions, and thus stands a higher chance of producing sustainable results. The blend of diplomatic, normative and programmatic support means longer-term sustainable results can be coming into place as the gender-agenda gradually becomes internalized and institutionalized. If a more supportive government emerges, foundations for sustainable results may be in place.

In Colombia, Norway was crucial in the establishment and design of the MPTF, where two aspects are critical to the sustainability of the Fund's support of women's participation: (i) all initiatives must be gender mainstreamed and at least 30 % must benefit women, and (ii) all initiatives are approved by donors and responsible line ministers jointly, making the MPTF a collective action multi-stakeholder structure where all parties have interest in its success. However, there is the risk that processes must restart as institutions acquire new staff after the election.

In Colombia, civil society is found to be an enduring force that insists on full implementation of the Peace Agreement. Norway finances NGOs that support Colombian civil society. Where there has been ongoing support over a longer period, there are more sustainable results.

NWM is a relevant and needed tool to promote participation of women in peace processes and to highlight women mediators and advocate for their inclusion. The network is considered sustainable due to current members' commitment but may therefore weaken if commitment lowers over time. The network does not require further institutional concretisation, but rather additional support to operational partners would be beneficial to strengthen capacity.

For the NWM, long-term sustainability of Norwegian efforts to promote women in peace processes may meet obstacles if the women regional mediation network modality does not appear to facilitate change in women's participation, particularly for women in conflict affected areas.

3.3 Positive or negative unintended effects

For the Afghanistan case, the team addressed Analysis Questions 6.2 on whether there have been any unintended positive or negative effects by reviewing available programme reporting from UN Women. No unintended effects were reported. Of course, an absence of reported unintended effects cannot be taken as evidence that no such effects were produced.

3.3.1 Colombia

The question of unintended or negative effects has primarily been explored for the MCP programme.

The initial follow-up structure of the MCP did not work as planned. During Phase I, three organizations served as 'umbrella organizations' to support the local organizations whose project proposals were approved. The model was chosen because UN Women had not previously worked directly with grassroots organizations, and because most of the local organizations did not have project management procedures in place to meet UN Women standards. However, the 'umbrella model' did not contribute as expected: geographically and culturally they were too distant from a number of the local CSOs; some local CSOs felt the 'umbrellas' received too large a share of funding and were more interested in developing their own networks than in supporting the local CSOs, though some CSOs continue their relationship with the respective 'umbrella'.

UN Women's ability to follow-up local partners was overestimated: UN Women started direct follow up of partner organizations during phase II. While, according to local partners, UN Women's follow-up procedures were better than the 'umbrella-model', UN Women were seen not to have the expected capacity to provide appropriate support to the funded grassroots organizations. UN Women did not have the necessary physical presence, tools or competence required for this work, nor the necessary resources. Also, being a UN agency, they faced travel restrictions due to both the security situation and COVID-19 that limited their field activities.

Unclear programming: MCP was part of an agreement with Norway that for the first time was multi-year and for the first time was direct support to grassroots organisations. UN Women

spent two years working out the modality, programme design, approach, implementation and follow-up procedures. A separate MPC brand with its own logo, internet page, posters and leaflets, and a steering committee was established. The MPC came into being with high initial investments and flying colours, but closed in silence only three years later, without a review or evaluation.

3.3.2 Nordic Women Mediators Network

NWM engagement in the Palermo conference in the Libyan process highlighted an interesting model for quick and effective political advocacy. Another area where the NWM produced an unintended outcome was through the protection of other human rights defenders. According to MFA staff, the integration of the NWM-N into the Norway's implementation of WPS had an impact on the way the MFA functions in relation to this policy area.

3.3.3 Summing-up

There were no unintended effects reported for the programme looked at in Afghanistan.

In Colombia, UN Women lacked the experience needed to design a programme that could succeed under the complex context of the MCP. The unintended negative effects of the initial follow-up system of the MCP in Colombia were reduced as modalities were changed after one year. The MCP was closed after only two calls, which itself was unplanned, given the investments made to establish the fund.

In the NWM, while most results were unplanned, they were not unintended, and a number of these had positive consequences that could not have been foreseen. When negative impacts were identified, such as push-back to NWM efforts related to the question of political ownership during the establishment of the Global Alliance, the NWM adjusted their approach.

3.4 Security measures taken to protect human rights defenders

Analysis Questions 6.4 and 7.4 on what measures have been taken to ensure the safety and security of human rights defenders involved in work related to WPS was answered for all the three cases.

3.4.1 Afghanistan

The UN Women programme documents contained few references to security measures for human rights defenders. The programme document for the inception phase did not refer to this but stated that a results framework and accompanying risk analysis were to be developed, but also noted that: *"UN Women must walk a delicate line between pushing for realization of the gender equality agenda while also remaining in country, and not exposing our staff and partners to security risks higher than the standard."*

The Country Programme document listed a number of risks specific to impact area 4- Women Peace and Security: *"Stakeholders involved in the design and implementation of activities will engage*

in a consulting process and receive guidance from, and/or will develop together with, women and local CSOs the appropriate risk management frameworks, including on ways to label and communicate about their activities and to anticipate and respond to security threats" (p. 62). In the 2019 and 2020 reports there were no mentions of whether UN Women had invested in the security protocol of its CSO partners or developed joint risk management frameworks with them. The issue was not brought up in the annual portfolio meeting with donors or in any other communication between UN Women and Norway that has been available to the team, which the team finds problematic. At the same time, the team is aware that the Norwegian embassy in Kabul has played a role in assisting female human rights defenders at risk, including with evacuation¹⁵. However, since interviews were not part of the study we could not document or probe further into these efforts.

3.4.2 Colombia

The Colombian context is known to be one of high risk for community organizers and human rights advocates¹⁶. There are about 30 public norms, laws and decrees in Colombia that should ensure protection of civilians, but they are not being applied, and the killing of women continues.

The Norwegian Embassy has a dialogue with the Ombudsman's Office and the Prosecutor's Office, but institutional procedures hinder their swift reaction. In many of the territories, there is no Prosecutor's Office, and in many municipalities, there is no 'judicial police' to investigate violence. The judicial system is one of the great challenges for Colombian democracy to protect human rights, and ad hoc Government actions such as a mobile phone, bulletproof vest or a temporary house do not solve the problem that is structural in nature.

The PD Programme aims at prevention, protection, and mitigation, so that women can exercise their participation and leadership. In cases where women are affected, the situation is analysed, and possible routes for coordination with the national and local state are assessed. Women are under constant and diverse threats, and PD does not have an answer to them all. At the departmental level, UN Women has accompanied communities in the context of risk situations through different mechanisms: by broadly sharing the PD Programme, opening up the call for proposals and the launch and approved initiatives with the local coordination team, where most donors and UN Agencies present in the region participate. Such coordination lowers risk. At the local level, initiatives are shared with the Secretary of Government and the Secretary of Women's Affairs at the Mayor's Office. Civil society organizations also coordinate with local authorities to mitigate and contain risks, but institutions often do not know how to protect. Participants in the PD Programme have tried to activate Attention Road Maps, but this has proven to be difficult in some municipalities, as explained by the testimony below.

¹⁵ I.e. prior to the large scale evacuations of 2021. The latter were outside the scope of the case study analysis.

¹⁶ The Global Witness Report 2020.

Institutions lack a gender focus; there are serious cases where officials put the women who denounce cases in greater danger with the perpetrators themselves. So, women often do not want to use these institutional routes.

PD testimony

FOKUS carries out periodic context analyses to detect possible needs to change activities, designs risk plans and updates security protocols, cooperates with other CSOs to promote better conditions, builds a positive working relationship with politicians and government employees, implements risk plans and security protocols, develops advocacy actions and communication on the international and national level with decision makers, and activates protection measures and rapid response protocols. **FOKUS** has an agreement with Swefor to carry out training workshops with partners on self-protection to design partners' protection and security protocols, including digital security issues. The **NHRF** also has a partnership with Swefor which is available to all NHRF partners. A training workshop on digital protection has been held. NHRF will establish an emergency fund for rapid response to partner threats, which is a matter taken very seriously. **FOS** organised a forum on women and security in 2018 that helped raise awareness on topics of human security and the need for a gender perspective when discussing security in the post-conflict scenario in Colombia. The CSO achieved national media coverage of the forum as well as publications on the issues in different national media during the project. They have also promoted dialogue between CSOs and armed forces which allegedly has contributed to a change in the attitude of military personnel and their adoption of topics such as gender and women's rights.

3.4.3 Nordic Women Mediators Network

NWM members note that there are risks related to travelling to conflict affected areas. Because the NWM does not send members on assignments, it is the employers of NWM members or requesting organisations that fund, organise, and are responsible for the security of the NWM members. Nonetheless, the NWM operational partners have a degree of duty of care.

The NWM branches put pressure on respective Nordic governments to provide protection for persons potentially put at risk due to visibility through NWM activities. Through the work of the NWM, its members have become informed about actors that require help in difficult situations.

Other initiatives to provide protection implemented by most branches of the NWM include letter writing to respective governments urging the protection of individuals and groups at risk at critical moments.

3.4.4 Summing-up

In Afghanistan, safety and security of partners and women HR defenders were absent from formal programme documents and available communication between UN Women and its donors.

In Colombia, civil society has worked on protection and safety for a long time. The recurring challenge is that the many responsible government institutions at local, regional and national level do not live up to their responsibilities of guaranteeing protection for Colombian citizens, and donors don't seem to have found a way around this. UN Women and Norway put security and protection for women human rights defenders on the agenda in 2019.

The NWM and NWM-N have been able to provide protection to some individuals in need, including members of other women mediator networks and those involved in NWM activities, as well as providing advocacy on behalf of others at risk. This has been an unintended positive effect to come out of the network.

Of the three cases, one has no apparent security measures, another has a recent focus, and the third has security measures coming as unintended effects. This may indicate that Norway has a potential to ensure programmatic and normative mainstreaming of security measures across its WPS-portfolio.

4 Impact

4.1 Increase of women's enduring participation

Analysis Question 8 on to what extent and how Norway has contributed to increasing women's enduring participation in peace work in Afghanistan and Colombia has been answered by the two country case studies.

4.1.1 Afghanistan

Given that reporting for the UN Women programme is only available from October 2018 until December 2020, impact can only be provisionally assessed.¹⁷ By 2020, no actual results had been reported in relation to outcome 4.2 *'Women are represented and meaningfully participate in all peace and security, peacebuilding and recovery processes, including in formal and informal peace negotiations and forums'*. The reports were about activities carried out, and no indicators were reported on at either output or outcome level.

¹⁷ The programme is assumed to have ceased to operate with the Taliban takeover in August 2021.

For outcome 4.1 '*An enabling environment for the implementation of WPS is fostered*', reporting is only on activities.

The results framework was subject to prolonged negotiations between donors and UN Women. In the reporting for July-Dec 2019, Output 4.2.1 reads: "*Women and women-led CSOs have increased leadership and ability to meaningfully participate and influence the formal and informal peace talks, including through consolidated messaging, platforms, and other measures (if excluded from peace talks.)*" In the programme document there is a focus on CSOs' meaningful participation, while in the reporting for 2019 the focus is on their *ability* and leadership to participate. In 2020 Output 4.2.1 again changes to: '*Women have strengthened capacities to meaningfully engage in formal and informal peace talks*'. Over this period, the indicators also change, from women's participation to meetings held to develop strategies for such participation.

The UN Women country programme focus, activities and objectives have been substantially altered from the time the country programme document was finalized in April 2019. Over time, the programme's activities and objectives have become less ambitious, focusing more on building capacities than actually achieving results. In a rapidly changing context¹⁸, adaptations make sense. However, even with adaptations made, reporting does not point to any enduring achievements.

When the 2019-2022 programme started, the results framework was not finalized. The team has not succeeded in finding evidence as to why Norway chose to work with UN Women on this programme.

4.1.2 Colombia

There has been a gradual and significant increase in the participation of women in peacebuilding efforts over the years, and Norway has contributed significantly to this. Norway's contribution to the WPS agenda has been sustained and diversified, and the 'Sub-Commission for Gender Issues' set up during the negotiations in Havana, strongly influenced by Norway, was crucial in defining the gender provisions in the Peace Agreement.

The achievement that makes me most satisfied is that gender equality has become an implicit part of the implementation of the Peace Agreement – the issue is here to stay.

Norwegian embassy staff

¹⁸ For instance, in 2019 the High Peace Council, officially mandated to undertake peace negotiations was closed down and a new structure set up; the State Ministry of Peace. In late 2020, another body, the High Council of Peace and Reconciliation was established. Similarly, there were no peace talks involving the Afghan government in 2019, these started in September 2020.

To implement the WPS-agenda as part of the Peace Agreement, Norway has been an important contributor to the MPTF, it has strengthened its partnership with UN Women, and has partnered with Colombian civil society to strengthen the role of women in peacebuilding.

The creation of the Nariño Network of Women Defenders with the participation of women in 10 municipalities is one important impact of the **PD Programme**.

The word "enduring" deserves some discussion, however. The Verification Mission has confirmed that the participation of women between 2018 and the beginning of 2019 was active, very strong, women's statements were heard before different bodies and organizations, making their presence felt in the spaces of the architecture that were created for the implementation of the Peace Agreement. But the increased insecurity, and later the pandemic, changed the scene, and in 2021 the voices of women have been silenced. The women may continue to follow processes, but with increasing caution in the face of the presence of armed groups in many areas of the country.

While in the normative sphere there is increased acknowledgment of the importance of women's participation and gender equality, and politically there appears to be a gradual positive trend towards accepting to include women in decision-making nationally, regionally and locally, the increased violence in the territories has caused a set-back in women's participation, and so has the pandemic. In addition, there is a risk that peace itself may cause setbacks: some female FARC ex-combatants experience the conversion of FARC into the political party Comunes as revealing a tendency to direct political power to men with women once again being marginalised.

4.1.3 Summing-up

In Afghanistan, no output or outcome indicators had been reported on by UN Women by 2020. The team found the indicator related to women's participation in peace initiatives to be rather vague, and thus could have been challenging to assess under any circumstances.

In Colombia, Norway has promoted women's participation both diplomatically and programmatically. This long-term support has contributed to an increased acceptance of women's participation in political and economic spheres. However, the increasing levels of violence and the COVID-19 pandemic have caused setbacks in women's actual participation.

In Afghanistan and Colombia, the contexts are volatile and unpredictable. To secure 'enduring' participation for women, a critical mass of women must have participated over such a long time that it becomes entrenched in the culture and traditions. Colombia may be moving towards such a "tipping point" while in Afghanistan recent events have set back women's progress considerably.

4.2 Strengthening women's and men's rights

Analysis Question 9.1 on to what extent and how Norway has contributed to strengthening women's and men's rights and meet their needs and priorities in Afghanistan and Colombia, has only been possible to address for Colombia.

With regard to the country case of Afghanistan, UN Women did not report about national or local peace processes, and nothing was reported about changes as a result of or in the context of peace processes.

4.2.1 Colombia

The 'Sub-Commission for Gender Issues' during the negotiations in Havana was crucial in defining the gender provisions in the Peace Agreement. These describe a series of women's and human rights. The peace negotiations thereby contributed to make Colombian decision makers and the population understand that the conflict and subsequent establishment of peace affect women and men differently, and therefore gender sensitive solutions are required. For many, the Peace Agreement is seen as a tool to promote gender equality in society in general.

In the political sphere, there is a trend that bills are promoted to create parity between women and men, and despite persisting scepticism in large segments of society, informants talked about a trend among political parties to openly promote a gender equality agenda. In local communities, women have been given more central positions than before the Peace Agreement.

The **MCP** Programme followed up local processes in remote areas. One example was in Cauca, where a gender approach became included in the Communities' Life Plan and in the women's groups' actions. A Gender Committee was created in 2019 that was still active at the end of 2021. Through this, women's rights have been positioned in the Community Councils, including their role in the implementation of the Peace Agreement and on issues of gender-based violence.

In the case of the **FOS** Programme, one impact is reported from the core support to a women's rights and peace organization whose work resulted in favourable rulings for women victims of sexual violence in the context of the armed conflict in one community. Long-term psychosocial and legal accompaniment of minors who were victims of sexual violence in the armed conflict in the resulted in a landmark ruling in 2018 in another community. Given the infamous records of impunity in Colombia in such matters, such rulings deserve to be noted.

4.2.2 Summing-up

In Colombia, the gender equality agenda is perceived to have come to stay: there is an understanding that this is an issue that is dealt with both in the normative and in practice, and Norway is credited for its contribution to this growing acceptance.

With respect to relevant indicators to Outcome 1.2, 2.1 and 2.2 in the Norwegian WPS NAP 2019-2022, Colombia has fulfilled all, while none are perceived to be relevant to Afghanistan.

Table 4.1: Country cases' scores in impact indicators in Norwegian WPS NAP

<i>Outcome 1.2: Peace and reconciliation processes facilitate respect for both women's and men's rights, needs and priorities</i>		
<i>Selected indicators:</i>	Afghanistan	Colombia
<i>- peace agreement ensures women's and men's political rights</i>	Not applicable	Yes
<i>- peace agreement ensures women's and men's economic rights</i>	Not applicable	Yes
<i>- peace agreement ensures protection against sexual and gender based violence</i>	Not applicable	Yes
<i>-transitional justice mechanisms include gender perspectives</i>	Not applicable	Yes
<i>Outcome 2.1: Women's participation is facilitated in the implementation of peace agreements</i>		
<i>Selected indicators</i>		
<i>-women are included in key implementation mechanisms</i>	Not applicable	Yes
<i>Outcome 2.2: Steps are taken to safeguard men's and women's rights in implementing peace agreements</i>		
<i>Selected indicators</i>		
<i>-clauses in peace agreement that specifically address women's rights are followed up with the same frequency as other clauses</i>	Not applicable	Yes
<i>-women's rights, needs and priorities are followed up in the implementation of the peace agreement's (general) clauses.</i>	Not applicable	Yes

4.3 Sustainability of strengthened rights

Analysis Question 9.2 on the sustainability of strengthening of women's and men's rights could not be answered for Afghanistan due to lack of information.

4.3.1 Colombia

General attitudes to women's participation in decision-making appear to be changing. In the case of the **MCP Programme** there have been positive, assertive actions with regards to women's attitudes towards participation as well as attitudinal changes among men. The support from Norway to strengthen civil society, which in turn accompanies the communities, has been very important to bring about these changes.

The implementation of the Peace Agreement has made some progress. The Search Unit, the Truth Commission, the JEP, the subsidies, the roads, are all advances in the process of implementing the Peace Agreement that in turn should strengthen women's and men's rights, needs and priorities. At local level, PDETs have been made in some areas, and here impacts on men and women's rights, needs and priorities are expected to be seen with time. However, the increased violence and human rights degradation, returning distrust of the military forces, and ongoing drug trafficking are clear obstacles to the sustainability of the positive human rights gains.

The contribution to the WPS agenda is key not only for sustainability but also for societal learning; more and more successful experiences show how contributing to women's processes generates community processes of cohesion and reconciliation, of strengthening them and a whole community. Accompanying a female leader is something very profound - and this is a necessary reflection with international cooperation. When we say "we are working with 2,000 women who are not in school, who have no guarantees of rights, who have had traumatic experiences... we are working with them". It is a long process, but each woman who goes through this process is also a family, a son, a daughter, a friend, a whole community. So, we must be aware of how the impact on one woman can have an enormous impact on a community and this generates transformations in the logic, in the social agreements, in the place that women occupy in their communities.

UN Women Official

When asked what it would take to sustain the level of gained rights in the future, most informants pointed towards the need for structural changes. Land restitution is at the heart of the Peace Agreement, which requires land return, reparation, guarantees of non-repetition, crop substitution and rehabilitation. The five measures of the Victims' Law need to be fulfilled, and the armed conflict must be brought to an end, including with the ELN. Informants underlined that whether processes are sustainable depends very much on the political will of institutions, be that at national or local levels, and the continued resistance on the part of public officials was seen as a large obstacle.

4.3.2 Summing-up

The Colombian Peace Agreement has important provisions for women and men's rights, needs and priorities. There is considerable acceptance of the women's rights agenda but implementation varies, and the 2022 elections with subsequent changes of public officials may undermine impacts obtained so far.

4.4 Support during COVID-19

Analysis Question 10 on to what extent Norway has supported women's participation in peace work during the COVID-19 pandemic, and how this work has been adapted due to the pandemic, was assessed for all the three cases.

4.4.1 Afghanistan

The desk study on Afghanistan found few references to how COVID-19 affected project activities or what adaptations were made. It appears that local events proceeded, perhaps with some delay, whereas many high-level events were virtual. The latter were evidently easier to arrange and led to a broader range of participants.

4.4.2 Colombia

In Colombia, the pandemic has been an additional obstacle to peace, as it has been exploited by criminal and paramilitary organizations to control territories through confinement,

displacement, massacres, threats, and assassinations, particularly of social leaders, and especially in territories inhabited by indigenous and Afro-Colombian peoples. The pandemic hit women particularly hard because many women work in the informal sector as vendors or in day-to-day services, and many of these jobs disappeared. The pandemic laid bare the large inequalities in the country: rural-urban, small-vs-big cities, regions, gender and ethnic gaps.

The pandemic reduced labour-market participation for women and increased the level of domestic violence. It has become harder for women to raise their voice. The different projects and organizations in Colombia were to a varying degree able to adapt their programmes to the pandemic. Some of the funds for travel was redirected towards connectivity, for equipment such as laptops and technological training. To some women the use of digital technology enabled new connections whereas to others the technology proved challenging and did not entail the emotional support generated in face-to-face meetings. UN Women reported that it worked out the necessary changes to the programme together with Norway. Informants confirmed that Norway was open to listen to the women, and some programmatic adjustments were made that were very much appreciated by the organizations. Some participants informed their work plans were made more flexible due to the pandemic, but more work was done.

The UNDP-administered MPTF coordinated with donors that there could be flexibility in the execution of approved projects, and the Fund never stopped. What did stop was the follow-up travel from Bogotá to the territories, the coordination, and instead travel resources were invested in connectivity for the participants.

4.4.3 Nordic Women Mediators Network

During the pandemic the work and meetings of NWM took place through digital forums. However, the inability to meet physically meant that networking and building trust, as well as possibilities for discussing controversial or sensitive topics were hampered. On the other hand, the digital meetings meant that more members could participate, and that more events across the Nordic branches and with other regional networks were possible. For women in conflict affected areas, internet access was a challenge.

4.4.4 Summing-up

Efforts supported by Norway to women's participation in peace initiatives continued throughout the COVID-19 pandemic, although the pandemic affected work in various ways.

Technology both enabled and constrained the work. The NWM digitalized all its activities while technology in Colombia and Afghanistan opened up connectivity for those who had access to the internet and were comfortable with the technology. While increased use of technology in theory allowed for broader participation, in practice due the restrictions noted, this was not always the case. Furthermore, the case studies in Colombia and NWM showed that it is difficult to generate trust and discuss confidential or sensitive issues when meetings are digital.

5 Learning

5.1 Knowledge and organizational learning

Analysis Question 11 on to what extent Norway has demonstrated learning, from practice, analyses, and external knowledge, and through which means this learning has taken place was assessed for all the three cases.

5.1.1 Afghanistan

In Afghanistan, an evaluation of UN Women's programme 2014-2018 raised concerns about management and implementation. The evaluation was extensively referred to in the UN Women and MFA communication and informed the design of subsequent programmes. Norway was very 'hands-on' in its dialogue with UN Women, spending considerable time reviewing reports and seeking improvements. Still, problems identified in the 2019 evaluation persisted, in particular late and unsatisfying reporting. This in turn affected the possibilities for learning and the ability to build relations with national partners. However, at the end of that period, there appear to have been improvements on both issues, and it seems reasonable to conclude that Norway's push for improvements played a role. It might be added that some of the expectations Norway placed on UN Women appear excessive, and questions could be raised whether UN Women was well placed to deliver on all the expected aspects of women's participation in peace initiatives.

5.1.2 Colombia

The UN Women MCP programme incorporated learning over time. For several years, Norway had single-year agreements with UN Women in Colombia, but a multi-year agreement was entered for the first time in 2015 to prepare for the implementation of the Peace Agreement in the programme where the MCP was a component. Till then UN Women had primarily worked on national matters, in the political and normative spheres. The entry of a multi-year grassroots programme required UN Women to develop a new type of programme infrastructure, from its governance to its implementation and monitoring and follow-up. Initial trial and failure in the programming eventually led to important learning, and the second call was adjusted in its follow-up and monitoring procedures, size and number of projects. Furthermore, the UN Women set up a 'technical secretariat' that developed a new monitoring, evaluation and learning system to provide direct support to grassroots organizations. They fine-tuned their finance- and accounting requirements to better fit with small CSOs in rural areas, and they introduced an adapted Organizational Capacity Index to strengthen the local implementing organizations in several areas. The MCP programme demonstrated that the UN Women was able to adjust its engagement when the initial programming was found not to fit. There was no final evaluation of MCP and therefore little formalized learning in the transition from MCP to PD. Nonetheless, some lessons from MCP were clearly used when programming the PD, including the need to have multi-year projects, linking the programme to responsible public institutions, and including the views of women from the rural areas in programme design and

planning. UN Women also learned from the COVID-19 pandemic, where prevention and mitigation measures have been established, with appropriate infection control measures to facilitate a continued participation of women.

5.1.3 Nordic Women Mediators Network

For NWM and NWM-N, most learning has taken place through the national operational partners and is not uniformly institutionalized. There has not been an external evaluation since the initiative began. Anonymous surveys among some branches are used to gauge opinions, and members of the Norwegian branch described the overall environment as open and receptive to feedback. The operational partners also wrote outputs reflecting on the Nordic networks' experience. Annual action plans and reports have been means to professionalize the Norwegian network. Members emphasized that the process of forming the Global Alliance was based on learning, and so was the transformation of the NWM role to become a supporting player as a means of ensuring co-ownership among the regional networks.

5.1.4 Summing-up

In Afghanistan, a formal evaluation of an earlier UN Women programme was the basis for the one funded by Norway, and Norway followed up the recommendations quite closely, challenging UN Women on a number of points, pushing for improved results frameworks, among other things.

In Colombia, the normative, diplomatic and programmatic coherence and insistency over time to support women's participation in political and economic spheres have

In Colombia, internal learning within UN Women led to a better-designed follow-on programme to the MCP, leading to UN Women taking on a more direct monitoring and quality assurance role with improved organizational strengthening tools for the partner CSOs.

At the NWM, learning was informal but shared across the membership. Lessons learned from the Global Alliance and Palermo conference are regarded as highly useful.

6 General conclusions

Originally, the two country cases of Afghanistan and Colombia were similarly designed. The sudden takeover of power by the Taliban during the inception phase turned the Afghanistan country case into a document-based only desk study with focus only on Women, Peace and Security (WPS) activities of the UN Women country programme. In Colombia, the country case was broadened from originally five programmes and one in-depth initiative, to cover two initiatives for in-depth study, competence provided to the two implementing parties of the Peace Agreement, and support provided to Peace Agreement structures, in addition to the five foreseen WPS programmes. The Nordic Women Mediators Network represents a more fluid

and informal mechanism for supporting women's participation in peace processes, highlighting a diversity in approaches that Norway can take, though also revealing some limitations.

Coherence:

In Colombia, Norway has played an active and visible role in supporting coordination, including playing a decisive role in establishing the 'Multi-Partner Trust Fund for sustaining peace in Colombia' that requires a coordinated financing of the implementation of the Peace Agreement. Norway has been an active member of the 'Gender Roundtable for International Cooperation' with other embassies, multilateral agencies and Colombian government institutions since 2008. Norway has used such accessible platforms to promote women's participation in general and in the implementation of the Peace Agreement in particular.

The NWM Mission Statement is sufficiently broad to incorporate different levels of funding and aims at the country-level. While coordination regularly takes place, outputs on the Nordic level vary according to available resources. Norway may take a leading position within the NWM on several initiatives but credit is most often deferred to the Nordic level.

While coordination has been prioritized, it has also varied in intensity according to resources available, perceived necessity and Norway's roles and positions in coordination platforms at any given time.

Norway's efforts to promote women's participation have been in line with formal policy and legislation in both Afghanistan and Colombia. However, the Colombia case shows that this may not necessarily imply consistency with actual policy priorities of a given government.

The in-depth cases looked at in Afghanistan and Colombia do not indicate that 'community ownership' has been an important criterion for the selection of initiatives. Rather, the initiatives appear to be designed for their assumed empowering and transformational effect, where 'community ownership' may come as a result in the future.

In both Afghanistan and Colombia, efforts to promote women's participation in peace initiatives appeared well aligned across the normative, policy and programmatic realms, perhaps more so in Colombia than in Afghanistan where there was a broader WPS portfolio. In Colombia, Norway's efforts to promote women's participation in the peace negotiations, advocating with the parties for a gender approach in the Peace Agreement, and later in the implementation of the Peace Agreement, appeared to be aligned with other parts of Norway's WPS agenda. The Embassy had received valuable assistance from the Norwegian Ministry of Foreign Affairs WPS Focal Point to harmonise their WPS portfolio. In Afghanistan, the material available to the team suggested some limitations in the alignment between normative, policy and programmatic efforts but methodological constraints did not permit definite conclusions on this question.

There is no indication in any of the cases that other Norwegian engagements have had a negative bearing on Norway's efforts to promote women's participation in peace work. In Colombia, Norway has promoted women's participation throughout its engagements, which may have a positive bearing on women's participation in the implementation of the Peace Agreement.

Overall, the case study analysis has not identified any findings that indicate that Norway's efforts to promote women's participation have been noticeably incoherent.

Effectiveness:

Norway has utilized its role in the peace process in Colombia by applying a blend of financial, political, diplomatic, normative and programmatic support to women's participation and rights. The country case shows that the consistent insistency over a long-term period has borne fruits. Norway contributed significantly to the establishment of the gender provisions in the Peace Agreement. The role Norway has had as a guarantor country for the implementation of the Peace Agreement has allowed it to provide strategic support in terms of gender competence to key actors within the two signatories to the peace Agreement. Furthermore, it has allowed Norway to support the existence and functioning of key Peace Agreement structures despite scepticism within the Colombian government. As such, Norway's contributions have been important for the survival of the Peace Agreement and the (ongoing but slow) implementation of its gender provisions.

Norway's contribution to the 'Multi-Partner Trust Fund for sustaining peace in Colombia' in Colombia ensures gender mainstreaming of all initiatives and that at least one third of the funding is for initiatives that strengthen the position of women. Multi-stakeholder decision-making procedures secure Government buy-in and joint accountability for all decisions, which in turn enhances the effectiveness and possibly also the sustainability. Furthermore, Norway's consistent long-term support to civil society and grass-roots organizations through different channels has contributed to strengthen Colombian civil society's ability to lobby, advocate and pressure for the Peace Agreement to be implemented. The case study showed that the longer-term the support, the higher chances of achieving sustainable results.

There will always be changing external conditions in conflict affected areas, thus programmatic flexibility and understanding of context is vital for effectiveness. Both in Colombia and Afghanistan, UN Women showed flexibility and were innovative in order for their programmes to fit the context. In Afghanistan, UN Women abandoned the original approach of strengthening existing community organizations and link these to the national peace process. However, despite changes made, no results at outcome level were reported. In Colombia, there UN Women were fairly quick to amend the original design that did not meet expectations, and some increased women's participation at local level was reported.

In Colombia, the *design* of the UN Women's 'Women Peace-builders'-programme (MCP) that provided short-term support with ambitious goals in highly complex areas to grassroots groups, was found to be significantly less effective and sustainable than other longer-term support in similar contexts. The Afghanistan country case also suggests that the *positioning* of the programme owner in the given context, i.e. their access to and connections with strategic decision-makers, the trust and confidence they enjoy, and their ability to bring stakeholders together, is key for ensuring effectiveness.

While Norway's consistent insistence on women's participation over a long time has contributed to an increased level of acceptance of women's participation in decision-making in Colombia, the case study also shows that development is not linear, as the recent years' worsening of the security situation and the COVID-19 pandemic have reduced women's (and men's) actual participation.

The Nordic Women Mediators Network is a unique mechanism with a long list of results in line with its mission statement's sub-aims, though there are fewer cases of engagement of women in conflict affected areas outside of the engagement of other regional women mediator networks. A notable moment in actionable outcomes relates to the experience at the Palermo conference in 2018. However, the operational focus of the NWM can be further sharpened. The case study did not succeed in bringing evidence as to *why* there were fewer engagements of women from conflict affected countries. Members noted that the NWM played a role in bridging the high-level with the grassroots and clearly saw further potential of the NWM in this role, bringing in the network's expertise to lift women in conflict affected areas into mediation positions.

The three cases combined fulfilled the three indicators of the Outcome 1.1 in the results framework of the current WPS National Action Plan 2019-2022: *Peace and reconciliation processes facilitate participation by women in all phases*. The Nordic Women Mediators Network addressed the two first indicators and fulfilled the second: *Increase of women in the parties' delegations*, where the successful example is the Palermo process for Libya. The NWM has been given ample attention within the UN for the establishment of the Global Alliance of Regional Networks of Women Mediators, but the case study has not succeeded in verifying to what degree the NWM has contributed towards the first indicator: *Increase of women in UN mediation teams*. The Colombia country case was found to fulfil the two other indicators: *Increase of women in the parties' delegations*, and *Inclusion mechanisms or formalized dialogue with women in civil society*. The Afghanistan country case was limited to in-depth study of documents from the latest UN Women country programme only, and in this material no achievements in line with the NAP Outcome 1.1 were reported.

Overall, the case study of Colombia shows that Norway contributed to facilitate the participation of women in peace building at all levels and the Nordic Women Mediators Network at a selection of other levels.

Impact:

In Afghanistan, no impacts were reported, while Norway's long-term support to women's participation in Colombia has contributed to a greater acceptance of women's participation today than when the peace negotiations started. Actual participation has recently been reduced due to COVID-19 and increased violence. To secure 'enduring' participation for women, a critical mass of women must have participated over time such that it becomes entrenched in the culture and traditions. Colombia is clearly closer to such a 'tipping point' than Afghanistan.

Support to women's participation and women's rights in a violent environment may put the proponents in danger. Providing adequate support and protection is important for achieving impact. Although the methodological limitations prohibit definite conclusions on a lack of security measures for human rights defenders in the UN Women Afghanistan country programme, findings from the three cases indicate that Norway seems to lack a system that ensures security and protection measures across its WPS portfolio.

Norwegian efforts to promote women's participation continued during the COVID-19 pandemic. Technology broadened participation some places, and limited it in other.

Looking at the contributions towards the Norwegian WPS National Action Plan's Outcomes 1.2: *Peace and reconciliation processes facilitate respect for both women's and men's rights, needs and priorities*, 2.1: *Women's participation is facilitated in the implementation of peace agreements*; and 2.2: *Steps are taken to safeguard men's and women's rights in implementation peace agreements*, the Colombia country case was found to fulfil all the relevant indicators, while the selected UN Women programme in Afghanistan had not reported on any such results. The impact questions were not assessed for the Nordic Women Mediators Network.

Overall, the case study of Colombia shows that Norway has contributed to creating foundations for lasting increased women's participation in peace building, and that Norway has contributed to achieving lasting changes in women's and men's lives in areas affected by armed conflict.

Knowledge and Organisational Learning:

Organizational learning was identified for all the three cases, but happened very differently.

In Afghanistan learning was based on external evaluations of the UN Women country programmes that Norway diligently followed up.

In Colombia, no formal evaluation was carried out for the first UN Women programme 'Women Peace-builders', thus learning has been informal and internal, but nevertheless appears systematic. A recognition of an inadequate programme design spurred UN Women

to innovate. A new WPS programme that Norway has funded since 2019 has integrated learning from the previous programme in relation to time frame (longer term), formal linkages to responsible governance institutions nationally, regionally and locally, local women were listened to in the design of the programme, and in the design of the follow-up system and project management requirements suited for local grassroots organizations in remote areas. Furthermore, the new UN Women programme brought with it the strength of the old one: a territorial and ethnic approach to overcome structural inequalities and exclusion of minorities. Most importantly, the new programme was designed to address protection of women social leaders and women human rights defenders, in the recognition that violence has become one of the most serious obstacles towards women (and men's) participation.

Within the Nordic Women Mediators Network, learning was mostly informal, but shared across the membership.

An **overall learning** point from the country case of Colombia appears to be that with a coherent consistent mix of efforts over a long time, with workable conditions and partners with good connectivity and good positioning, combined with a constant lookout for window opportunities, patience and persistence, lasting impact can occur.

Annex A: Terms of Reference

Norway's support to women's participation in peace efforts- case study analysis

Background

UN Security Council Resolution (UNSCR) 1325 on women, peace and security (WPS) was ground-breaking in bringing to the fore women's roles and perspectives in conflict resolution, peace negotiations, peacebuilding, humanitarian response and post-conflict reconstruction. It is structured around four pillars: participation, protection, prevention, and relief and recovery. Since the passage of UNSCR 1325 nine more UN Security Council resolutions on WPS have followed, two of them adopted in 2019.¹⁹ The WPS agenda has become firmly entrenched on the international agenda as a normative issue and part of the formal UN discourse on security. Over the last decades Norway has been engaged in several peace processes as a facilitator between parties to the conflict. Norway is committed to working towards inclusive peace processes, where more women participate at all levels of peace and reconciliation efforts and parties to the conflict know how to integrate the gender perspective into their work.

Norway has been a proponent of the WPS agenda since its inception and is committed to continuing this focus as a member of the UN Security Council (2021–2022).²⁰ Civil society organizations and researchers both in Norway and globally played a key role, including in initiating and securing the adoption of UNSCR 1325 by the Security Council. Norway was among the first countries to adopt a National Action Plan (NAP) in support of UNSCR 1325 in 2006, and is now implementing its fourth one (2019 – 2022).

Several ministries are involved in the development and implementation of Norway's NAPs. Policies and implementation are thus cross-sectoral, concerning the domestic, international and partner-country levels. The Norwegian effort to promote the WPS agenda draws on a broad range of diplomatic, political and financial tools at the local, national, regional and global levels, and with various partners, mainly through the following self-identified five instruments as presented in the Guidelines to the Foreign Service's Work on Women, Peace and Security (2019-2022):²¹

- a. Normative work in multilateral fora
- b. Political dialogue with governments in different countries

¹⁹ 1325 (2000); 1820 (2009); 1888 (2009); 1889 (2010); 1960 (2011); 2106 (2013); 2122 (2013); 2242 (2015), 2467 (2019), and 2493 (2019)

²⁰ Government of Norway. *The Security Council: Norway's priorities*. Article. Last updated: 10/09/2020. Last visited: 21/09/2020.

²¹ Government of Norway. *Guidelines to the Foreign Service's Work on Women, Peace and Security (2019-2022)*, p.10.

c. Financial support to women's rights and gender equality, with a certain earmarking for WPS. A gender perspective is mandatory to include in all efforts in fragile countries and countries affected by armed conflict

d. Civil society

e. Support and use of academic research to secure a knowledge-/evidence-based approach.

The current NAP includes a results framework in which the impact level is formulated as follows:

Women's participation in peace and security efforts has increased, and women's and men's rights, needs and participation are strengthened in areas affected by armed conflict. Norwegian efforts are structured around four areas:

- Peace and reconciliation processes
- The implementation of peace agreements
- Operations and missions
- Humanitarian efforts.

Funding supporting WPS comes from several ministries. It is covered by different budget chapters and administered by different parts of the Norwegian administration. There are several chapters in the Norwegian development aid budget of relevance for the WPS agenda. Norway also supports several multilateral partners through core funding and unearmarked grants, which indirectly contribute to its WPS priorities. In its WPS Annual Report 2019, Norway reports an increase in its bilateral assistance to countries affected by war and conflict that is marked 'women's rights and gender equality': from 40% (NOK 3 819 million) in 2018 to 41% (NOK 4 323 million) in 2019.²²

Evaluation of Norwegian efforts for women, peace and security

The Evaluation Department has a mandate to initiate and perform independent evaluations of development cooperation. Other policy areas will be included in evaluations carried out by the Evaluation Department to the extent they are relevant to development cooperation and always from a Norwegian development aid policy perspective.

The Evaluation Department in Norad will evaluate Norwegian efforts supported with development funds to promote the WPS agenda, as per its Evaluation Programme 2020 – 2022. The main purpose of the evaluation is to assess the effects of Norwegian efforts towards the women, peace and security agenda supported with development assistance funds, considering whether those efforts have been internally and externally coherent and effective and how they have evolved over time. The scope of the evaluation is limited to the

²² Government of Norway (2020). Implementing Norway's National Action Plan 2019-2022 Women, peace and security. Annual report 2019, p.25.

participation of women at decision-making levels in peace processes and negotiations, and in peacebuilding more generally.

There are ten priority countries for the fourth Norwegian action plan for WPS 2019 - 2022. In the previous action plan (2015-18) the following six countries were prioritized: *Afghanistan, Colombia, Myanmar, Nigeria*²³, *Palestine and South Sudan*. The *Philippines, Syria and Mali* were included in the 2019-2022 action plan. *Mozambique* was added to the WPS priority list after the finalisation of this fourth action plan. The Norwegian delegation to the African Union is also included as part of Norway's WPS follow-up system.

This study of selected cases Afghanistan, Colombia and the Nordic Women Mediators Network (hereafter referred to as 'case studies') constitutes one component of the evaluation. The case study selection was based on, inter alia, budget allocations, partnerships, contextual characteristics and time horizons. The evaluation also relies on other analyses and methods such as a portfolio analysis of Norway's financial contribution to the WPS agenda and an analysis of Norway's Action Plans on Women, Peace and Security. If completed before the case study starts, these analyses will be shared with the team carrying out the case study, as background material. Once these three separate analyses (i.e. portfolio analysis, NAP analysis and the case studies described in these Terms of Reference) have been completed, the Evaluation Department will synthesise the evidence stemming from the various parts of the evaluation, to answer the evaluation questions.

Afghanistan

Between 2000 and 2019, Norway disbursed NOK 12.0 billion in development funds to Afghanistan²⁴. Almost NOK 5 billion went to interventions that had gender equality and women's rights as an important or main objective. NOK 442 million went to projects focussed on either gender equality in conflict prevention, peace and security (OECD DAC code 152) or on women's rights organizations and movements, and government institutions (OECD DAC code 15170).

The signing of a bilateral agreement between the US and the Taliban in February 2020 paved the way for direct talks between the Afghan government and the Taliban to put an end to the armed conflict. The US announced in April that it will withdraw its troops by 11 September 2021. The intra-Afghan peace talks were launched a few months later, on 12 September in Doha. Norway is part of the group of five countries formally supporting the intra-Afghan peace talks.

²³ Nigeria was added to the list at a later stage.

²⁴ <https://resultater.norad.no/geography/asia/afghanistan>

The inclusion of women in the peace process and strengthening women's rights is a goal for Norway.²⁵

Afghan women were present in only one of five exploratory meetings, formal and informal talks informal negotiations and internationally backed consultations organised between 2005 and 2020.²⁶

The Government of Afghanistan has its own National Action Plan for Women, Peace and Security. A Norad-commissioned study focused on how Norwegian engagement could better respond to Afghanistan's NAP on WPS.²⁷ The study concluded that Norway provided relevant support to the focus areas in the Norwegian and Afghan action plans for women, peace and security, and made some recommendations for future targeted support. An earlier evaluation of the contribution of Norwegian development cooperation with Afghanistan from 2001 to 2011 found that, through its support to UNIFEM/ UN Women, Norway had contributed to national policies related to women such as the National Action Plan for Women in Afghanistan.²⁸

Colombia

Between 2000 and 2019, Norway disbursed approx. NOK 3.2 billion in development funds to Colombia.¹¹ Almost NOK 975 million went to interventions that had gender equality and women's rights as an important or main objective. NOK 616 million went to projects focussed on either gender equality in conflict prevention, peace and security (OECD DAC code 152) or on women's rights organizations and movements, and government institutions (OECD DAC code 15170).

In 2018, the Evaluation Department in Norad conducted an evaluation on Norway's support to the peace process between the Government of Colombia and the guerrilla group FARC from June 2010 to December 2016.²⁹ The gender approach and women's participation in the peace process was one of the focus areas covered in the evaluation.

²⁶ Government of Norway (2021). Partnerlandstrategi for Afghanistan.

²⁶Kamminga, J., L. Boswinkel and T. Göth (2020). *Because She Matters. Ensuring women's meaningful participation in peacebuilding in Afghanistan*. Oxford, Oxfam International, Cordaid and Association for Inclusive Peace, September 2020.

²⁷ Strand, A. et al. (2017). A Question of Implementation. Strategies for supporting the Women, Peace and Security Agenda in Afghanistan. Norad, 2017/1, April 2017.

²⁸ Ecorys (2012). Evaluation of Norwegian Development Cooperation with Afghanistan 2001-2011. Evaluation Department, Norad. p.xix.

²⁹ Evaluation Department (2018). A Trusted Facilitator: An Evaluation of Norwegian Engagement in the Peace Process in Colombia. Evaluation Department, Norad.

As a recently published country evaluation brief³⁰ shows, most donors have targeted their development assistance for Colombia at supporting the various elements of the peace process, and, after 2016, implementing the peace agreement. The peace agreement has been gradually implemented, although much is yet to be done. In its latest report on the implementation of the peace agreement, the UN Secretary-General said: "While the Final Agreement continues to be praised as a global example of a gender-inclusive peace process, the implementation of its gender provisions, including those related to reintegration and security guarantees, continues to show limited progress." (para.78).³¹

Norway still has a formal role in the implementation of the peace agreement as an observer in The Commission for the Follow-up, Promotion and Verification of the Implementation of the Final Agreement. Moreover, Norway provides financial support for the implementation of the peace agreement, with a self-stated particular focus on the issue of reintegration (education, gender equality, health, productive projects, and mine clearance).³²

The Nordic Women Mediators Network

Launched in 2015, the Nordic Women Mediators Network (NWM) works to strengthen women's participation in peace processes at all levels.³³ It is part of a Global Alliance of Regional Networks of Women Mediators, a consultative process supported by Norway since 2017.³⁴ The NWM has been consistently included in all Norwegian WPS NAP annual implementation reports since its establishment.

Purpose, objectives and scope

The purpose of the case study is to generate knowledge on how Norway has supported women's participation in peace efforts and what the effects of such support have been. Its scope is limited to the period between 2000 and 2020.

The case study will bring together findings from two country cases (Afghanistan and Colombia) and a 'global' case (the Nordic Women Mediators Network, NWM) focusing on how Norway has worked to promote women's participation in peace initiatives.

The study aims at establishing whether Norwegian support to the WPS agenda has contributed, or is likely to contribute to achieving positive and lasting change in women's

³⁰ Partecip GmbH (2020). Country Evaluation Brief – Colombia. Evaluation Department, Norad.

³¹ UN Secretary-General (2020). United Nations Verification Mission in Colombia. Report of the Secretary-General. 29 December 2020. S/2020/1301

³² Government of Norway (2019). The peace process in Colombia. Article. Last updated: 29/11/2019 https://www.regjeringen.no/en/topics/foreign-affairs/peace-and-reconciliation-efforts/norways_engagement/peace_colombia/id2522231/

³³ Noref. Nordic Women Mediators. <https://noref.no/Work-areas/Gender-and-inclusivity/Nordic-Women-Mediators> Last access: 24.09.2020.

³⁴ Government of Norway. Implementing Norway's National Action Plan 2015-2018 on Women, Peace and Security. Annual Report 2018. P. 6

participation and women's and men's lives in areas affected by armed conflict. It will also assess how coherent those efforts have been and examine to what extent Norway has learnt from previous experience and utilised existing knowledge in shaping and implementing its WPS actions.

Analysis questions

The case study will seek to address the following questions:

Coherence:

1. To what extent (and eventually how) have Norway's efforts to promote women's participation in peace initiatives been coordinated with those of other actors (e.g. other OECD-DAC countries, multilateral organizations, etc.)?
2. To what extent has Norway's engagement to promote women's participation in peace initiatives been consistent with policy priorities at country level and community ownership?
3. To what degree (and eventually how) are Norway's efforts to promote women's participation in peace initiatives in the normative, policy and programmatic realms internally aligned, coordinated and harmonised?
4. To what degree (and eventually how) are Norway's efforts to promote women's participation in peace initiatives aligned with other parts of Norway's women, peace and security agenda?
5. To what extent did other Norwegian engagements have a bearing on Norway's WPS efforts to promote women's participation in peace initiatives at country level?

Effectiveness:

6. To what extent (and eventually how) has Norway's efforts to promote women's participation in peace initiatives in Afghanistan and Colombia been effective and sustainable? Have there been any unintended effects, positive or negative? In particular, what measures have been taken to ensure the safety and security of human rights defenders involved in work related to WPS?
7. To what extent (and eventually how) has Norway's efforts to promote women's participation in peace initiatives through the Nordic Women's Mediators Network been effective and sustainable? Have there been any unintended effects, positive or negative? In particular, what measures have been taken to ensure the safety and security of human rights defenders involved in work related to WPS?

Impact:

8. To what extent (and eventually how) has Norway contributed to increasing women's enduring participation in peace work in Afghanistan and Colombia?
9. To what extent (and eventually how) has Norway contributed to strengthening women's and men's rights and meet their needs and priorities in Afghanistan and Colombia, and ensuring the sustainability of these changes?

10 To what extent has Norway supported women's participation in peace work during the COVID-19 pandemic? How has this work been adapted due to the pandemic?

Knowledge and organizational learning:

11. To what extent did Norway demonstrate learning, from practice, analyses and external knowledge, and through which means did this learning take place?

Methodological approach

The methodological approach to respond to the analysis questions should outline the mechanisms of change and rely on a cross-section of data sources and mixed methods. The team should develop an analytical approach matching specific analytical questions with case studies and exploring the interlinkages.

The two country cases are particularly suitable for within-case analysis, focusing on specific events or processes such as support to develop or implement a WPS national action plan or talks leading to a peace agreement and its subsequent implementation. Process tracing is an analytical technique that lends itself well to within-case analysis.

The selected country cases are necessarily distinctive yet might share some common characteristics (condition, mechanism or outcome). The team should thus consider similarities and differences and the feasibility of applying cross-case comparative methods such as qualitative comparative analysis.

The study shall include interviews and other primary data collection methods as defined by the study team. The evaluation process should consider and be adapted to constraints and restrictions due to the Covid-19 pandemic. Against this backdrop, it is even more important for team composition to secure in-country presence in Afghanistan and Colombia due to the Covid-19 pandemic and security considerations.

The study will actively seek input and promote participation of women in conflict-affected countries applying intersectional lenses, considering their place of residence (urban-rural divide) and social categories such as ethnicity, religion, disability, sexual orientation and age. Strategies to promote meaningful participation of women in the case study process should be clearly defined by the team and consider both individual participation as well as contributions by networks of women peacebuilders.

The process must show sensitivity and respect to all stakeholders. The assignment shall be undertaken with integrity and honesty and ensure inclusiveness of views. The rights, dignity, safety and security of participants in the analysis should be protected. The anonymity and confidentiality of individual informants should be protected. An introductory statement to the case study report may explain what measures were taken to ensure no harm of the analysis itself, as well as the security of the interviewees.

The team should set out a clear approach to organize, code, and analyse data with tools such as NVivo software or qualitative data analysis packages.

All parts of the analysis shall adhere to recognised evaluation principles and the OECD DAC's quality standards for development evaluation, as well as relevant guidelines from the Evaluation Department.

Organization of the assignment

These case studies will be managed by the Evaluation Department. The team will report to the Evaluation Department through the team leader. The team leader shall oversee all deliveries and will report to the Evaluation Department on the progress of the assignment, including any problems that may jeopardise the assignment, as early as possible.

In some evaluations, the Evaluation department participates in parts of the data collection processes to better understand the context. This may also be discussed for this analysis.

All decisions concerning the interpretation of these Terms of Reference, and all deliverables are subject to approval by the Evaluation department.

Quality assurance shall be provided by the institution delivering the services prior to submission of all deliverables.

Deliverables

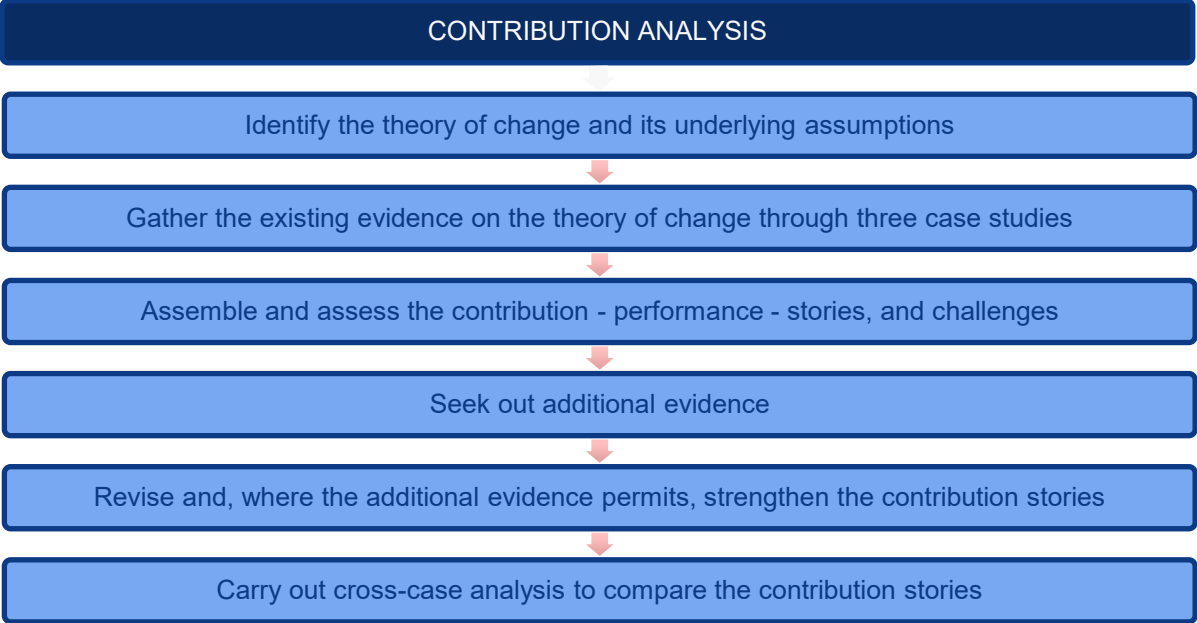
1. An inception report describing the approach of maximum 5,000 words (approx. 10 pages) excluding figures, graphs and annexes. The inception report needs to be approved by the Evaluation Department before proceeding further.
2. Draft analysis report of maximum 17,500 words (approximately 35 pages) excluding figures, graphs and annexes. If computer assisted qualitative data analysis is conducted, the data files are to be submitted together with the draft analysis report.
3. A final analysis report of the same maximum length as the draft report.
4. Presentation of the final report in a seminar with stakeholders.
5. Active participation in a synthesis of evidence workshop (1.5 – 3 hrs), to be facilitated by the Evaluation Department.

All reports shall be prepared in accordance with the Evaluation Department's guidelines and shall be submitted in electronic form.

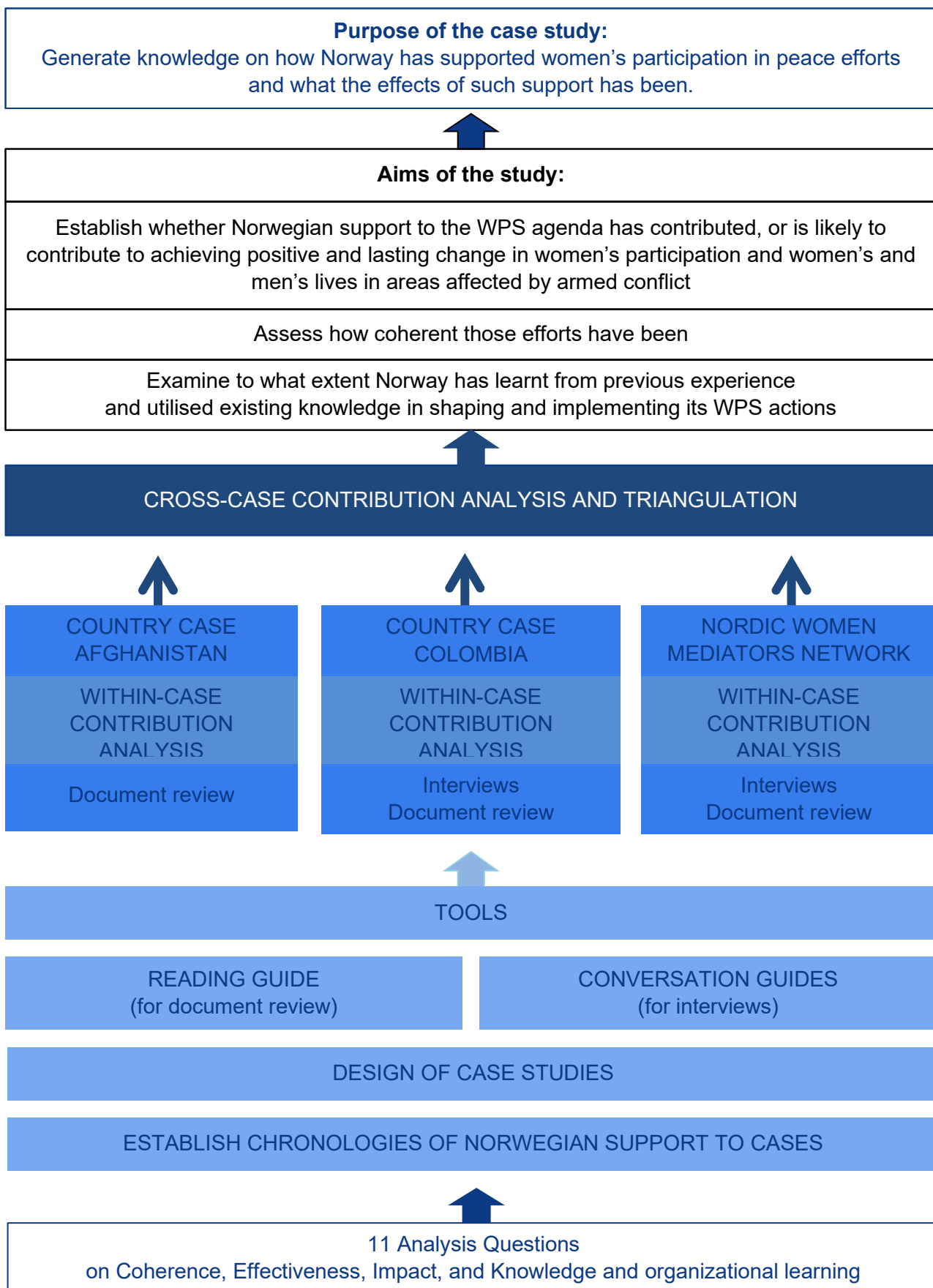
Annex B: Methodology and Tools

Because this was a task where a ‘theory’ (i.e. results framework) existed, the Team used a ‘theory-testing case study design’. Since the fourth Norwegian WPS National Action Plan (NAP) has a results framework that sets forth causal relations between the Norwegian inputs and desired results, the Team has used *Contribution Analysis* to identify the cases’ contributions to the indicators that are found relevant to the study.

Contribution analysis:



Analytical framework



For interviews, key informants were divided into the following stakeholder groups

- MFA and Embassy diplomacy and peacebuilding (MFA): staff responsible for WPS, for peace processes, for support to the NWM in general and through PRIO and Noref
- Within-case owners (WCO): UN Women in Colombia, steering group members, and coordinators of the Norwegian and the other NWM branches
- WPS partners (WP): Agreement partners of initiatives to promote women's participation in peace work in Colombia supported by Norway
- Sub-project owners (SPO): CSOs carrying out within-cases in Colombia, grantees and partner CSOs of other WPS partners
- Project participants (PP): participants of within-case sub-projects, participants of other initiatives carried out by the WPS partners, members of the NWM
- Community members (CM): Local leaders and non-project-participating people in the communities / where the project participants operate
- Country decision-makers (CD): Contact people at national level for within-cases and other WPS initiatives supported by Norway
- Local decision-makers (LD): People at regional and local level with knowledge of within-cases and other WPS initiatives supported by Norway
- Human Rights Defenders HRD): Members from different national women's movements in Colombia
- Other donors (OD): Other donors to the selected within-cases and other Norwegian supported WPS initiatives, donors to the NWM as a whole, and the four other Nordic country branches
- Other informants (O): For NWM, hereunder people with knowledge about the network from different occasions.

Conversation guides per were tailor made per stakeholder groups per the two cases: Country case Colombia; and NWM.

Annex C: Documents and Informants

Documents

Norwegian WPS Policy Documents

- Embassy in Bogota (2019) Action Plan 2019 [*Viksomhetsplan 2019*], Utenriksdepartementet, Bogota.
- Embassy in Kabul (2019) Action Plan 2019 [*Viksomhetsplan 2019*], Utenriksdepartementet, Kabul.
- Kingdom of Norway (2011) National Action Plan on Women, Peace and Security, 2011-2013 [*Kvinner, fred og sikkerhet: Strategisk plan 2011-2013*], Utenriksdepartementet, Oslo.
- Kingdom of Norway (2011) Progress Report on Women, Peace and Security Strategic Plan 2011-2013 [*Kvinner, fred og sikkerhet: Strategisk plan 2011-2013 – Fremdriftsrapport*], Utenriksdepartementet, Oslo.
- Kingdom of Norway (2012) Progress Report, Women, Peace and Security [*Kvinner, fred og sikkerhet – Fremdriftsrapport*], Ministries, Oslo.
- Kingdom of Norway (2015) National Action Plan on Women, Peace and Security, 2015-2018 [*Kvinner, fred og sikkerhet: Handlingsplan 2015-2018*], Utenriksdepartementet, Oslo.
- Kingdom of Norway (2016) Annual report: Implementing Norway's National Action Plan 2015-2018: Women, peace and security, Utenriksdepartementet, Oslo.
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- Kingdom of Norway (2019) Guidance document for foreign service on Women, Peace and Security, 2019-2022 [*Veileder for utenriktjenestens arbeid med kvinner, fred og sikkerhet*], Ministries, Oslo
- Kingdom of Norway (2016) National Action Plan on Women, Peace and Security, Annual report.
- Kingdom of Norway (2017) National Action Plan on Women, Peace and Security, Annual report.
- Kingdom of Norway (2019) National Action Plan on Women, Peace and Security, Annual report.

Afghanistan country case

MFA internal documents:

- DOC-AFG_140513 Afgh 1325 nordisk samarbeid

- DOC_AFG Afghanistan. Norsk støtte til kvinner og likestilling. Felles initiativ med Sverige
- DOC_AFG 2019 170519 Strateginotat Ghani Oslo Forum
- DOC_AFG 2018 Afghanistan halvårsrapport 1 halvår 2018 (endelig)
- DOC_AFG 2017-07 Halvårsrapport
- DOC_AFG 2017 RE Tilrådning. Norsk deltakelse. Afghanistan. Symposium om kvinner og fred 14-17
- DOC_AFG 2017 Afghanistan. Førstedamen planlegger symposium om kvinner og fred 14-17
- DOC_AFG 2017 Afghanistan Symposium
- DOC_2017 AFG Untitled peace symposium plan
- DOC_AFG 2017-01 Halvårsrapport
- DOC_AFG 2017 SymposiumRE Afghanistan
- DOC_AFG 2016 2016-07 Halvårsrapport
- DOC_AFG 2017 Ssecurity Afghanistan
- DOC_AFG 201 Rabbani Afghanistan
- DOC_AFG Oppfølging etter kvinnesymposiet i Oslo
- DOC_AFG Halvårsrapport juni 2015 Afghanistan endelig versjon
- DOC_AFG 2016-01 Halvårsrapport
- DOC_AFG 2015 Afghanistan. Samtale i MFA om oppfølging av kvinnesymposiet i november
- DOC_AFG 2013 Request regarding 1325 Women Peace and Security
- DOC_AFG 205 Afghanistan Oppfølging etter kvinnesymposiet i Oslo
- DOC_AFG_2015 Request regarding 1325 Women Peace and Security

Programme documents:

- Final ACO UN Inception phase Country programme (agreement signed by Norway and UN Women, for period 01 October 2018- 31 March 2019, dated 30 September 2018)
- Afghanistan UN Women addendum to strategic note 2018-2022. Submitted 20 august 2018
- 2019-2022 UN Women Afghanistan Country Program, dated 04 April 2019
- Final workplan Inception phase, 2018-2019
- Results framework, revised October 2020
- General Annual report 2018 available at this link [Dropbox – Annual Portfolio Review – Simplify your life](#)
- Inception report final version, dated 28 February 2020. (Reporting period, 01 October 2018- 31 May 2019)
- Joint Interim Narrative report, dated 30 June 2020 (Reporting period, 1 June- 31 December 2019)
- Joint Interim Report, January 2020-December 2020

Meeting minutes and comments:

- Inception report meeting (15 June 2019) - meeting minutes
- Norway consolidated comments on Inception Report
- Annual portfolio review (06 august 2020), meeting minutes

- Email communication between MFA and UN Women Afghanistan Country Office 2018-2021
- Internal MFA and Norad email communication regarding Un Women's Afghanistan Country Programme, 2018-2019

Public documents:

- Who shall cease the fire first? Afghanistan's peace offer to the Taleban - Afghanistan Analysts Network - English (afghanistan-analysts.org)
- Peace Leadership: Power struggles, division and an incomplete council - Afghanistan Analysts Network - English (afghanistan-analysts.org)
- Intra-Afghan Talks (1): Rules of procedure agreed, but still no agenda as talks resume - Afghanistan Analysts Network - English (afghanistan-analysts.org)
- Doors Opened for Direct Talks with the Taliban: The results of the Loya Jirga on prisoners and peace - Afghanistan Analysts Network - English (afghanistan-analysts.org)
- AAN Dossier XXV: The Quest for Peace in Afghanistan, 2015 to 2020 (AAN Dossier XXV: The Quest for Peace in Afghanistan, 2015 to 2020 - Afghanistan Analysts Network - English (afghanistan-analysts.org)

Colombia country case

Programme documents:

- Casa de la Mujer. *Financial report* - Oct 2018 to Oct 2020 fv
- Casa de la Mujer. *Report and Accounts for Organizations* QZA 0817 COL 18 0015.pdf
- Comisión de la Verdad, Enfoque de Género: <https://comisiondelaverdad.co/en-los-territorios/enfoques/de-genero>
- Consejería Presidencial para la Estabilización y la Consolidación, PDET, Consejería Presidencial para la Mujer. *Avances en la implementación de los 51 indicadores de género del Plan Marco de Implementación* - Informe 2019
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- Embassy of Norway. *Fulfilment of Women's Rights through a Sustainable Peacebuilding process in the Colombian Pacific Sub-Region*. Decision Document Initial (Memo by Ambassador), November 2015
- Embassy of Norway. *Fulfilment of Women's Rights through a Sustainable Peacebuilding process in the Colombian Pacific Sub-Region*. Decision Document -Addendum # 1, December 2016

- Embassy of Norway. Fulfilment of Women's Rights through a Sustainable Peacebuilding process in the Colombian Pacific Sub-Region. Decision Document -Addendum # 2, December 2017
- Embassy of Norway. Fulfilment of Women's Rights through a Sustainable Peacebuilding process in the Colombian Pacific Sub-Region. Decision Document -Amendment # 4, July 2019
- Embajada de Noruega, Defensoría del Pueblo y UNW. Pro-Defensoras: Programa de Prevención y Protección de Líderesas Sociales y Defensoras de Derechos Humanos 2019-2022. Progress Report December 2019-November 2020
- Embajada de Noruega, Defensoría del Pueblo y ONU Mujeres. ProDefensoras Colombia. Principales Avances y Resultados. Agosto 2021
- FOKUS. 1801026-1 26300-0-FORUM FOR KVINNER OG UTVIKLINGSSP-RSM-L-Overarching results framework 1833142_2_1.PDF
- FOKUS. 1801026-67 QZA-180377 FOKUS Progress Report 2019 2065591_2_1
- FOKUS. 1801026-67 Appendix V Risk Matrices By Country
- FOKUS. 1801026-67 Appendix I Results Framework 2065586_2_1.PDF
- FOKUS. 1801026-67 Appendix II Explanations to Deviations in Results Framework 2065587_2_1.PDF
- FOKUS. 1801026-84 Melding til partnere i Colombia 2180470_1_1.PDF
- FOKUS. Risk Matrix Colombia 2019.pdf
- FOKUS. Risk Matrix Monitoring Plan and Tool Colombia.pdf
- FOKUS 1801026-67 QZA-180377 FOKUS Progress Report 2019 2065591_2_1.PDF
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- FOKUS Revista Mujeres Colombia, N° 2, Segundo Semestre 2020
- FOKUS. La situación de las líderes sociales y defensoras de Derechos Humanos después del Acuerdo de Paz. Febrero 9, 2021
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- IACHR-OAS. Visita de trabajo a Colombia. Observaciones y Recomendaciones – Junio 2021
- Iniciativa Barómetro, Matriz de Acuerdos de Paz, Instituto Kroc de Estudios Internacionales de Paz, ONU Mujeres, FDIM, Suecia, Hacia la paz sostenible por el camino de la igualdad de género. II informe de seguimiento al enfoque de género en la implementación del Acuerdo de Paz en Colombia (Informe 2, Universidad de Notre Dame, Estados Unidos y Bogotá, Colombia). Diciembre 2019
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- NHRF - Annual Report Agreement COL-19-0005 Jun 2021
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- NORAD. QZA-0817 COL-18-0015 Casa de la Mujer Annual Meeting 2020 - Mandate and Agenda. February 2021
- NORAD. QZA-0817 - COL 18 0015 Casa de la Mujer annual-plan. 2019
- NORAD. Casa Mujer 1800076-10 Report from Partner Assesment 1831892_11_1.pdf
- NORAD. Casa Mujer Decisión Document. 1800076-5 QZA-0817 QZA-18-0015 BD 1863143_7_1.PDF
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- NORAD. Casa de la Mujer 1800076-7 Regarding 2018-2020 grant proposal 1802353_10_1.PDF
- NORAD. ProDefensoras Women Leaders and Defenders Prevention and Protection Programme Decision Document. 2019
- Norwegian Colombia WPS Action Plan - January 2018.xls
- OCHA Flash Mira, Barbacoas – Nariño. January 2021
- OCHA Infografía Nariño Enero-Junio 2021
- Plataforma Colombiana de Derechos Humanos, Democracia y Desarrollo -PCDHDD, Coordinación Colombia Europa Estados Unidos -CCEEU, and Alianza de Organizaciones Sociales y Afines (Alianza). Learner Lessons. Authoritarianism and Inequality, September 2021
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- UN Security Council: Informe Misión de Verificación - Colombia Jun-Sept 2021 - S/2021/824
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Informants

37 informants were interviewed for the Colombia country case:

- 1 UN Women National (MCP and PD programmes)
- 2 UN Women National (MCP and PD programmes)
- 3 UN Women National (MCP and PD programmes)
- 4 UN Women Regional (MCP and PD programmes)
- 5 UN Women National (MCP and PD programmes)
- 6 UN Women Regional (MCP and PD programmes)
- 7 UN Women Regional (MCP and PD programmes)
- 8 Ruta Pacífica de Mujeres
- 9 Casa de la Mujer
- 10 FOKUS
- 11 Comunes
- 12 Comunes
- 13 FOS
- 14 NHRF
- 15 MPTF
- 16 MPTF
- 17 MPTF
- 18 UNVM
- 19 Fundación Canapavi (participant MCP and PD)
- 20 Fundación Canapavi (participant MCP and PD)
- 21 FMEPAC (participant MCP and PD)
- 22 FUNDAES (participant MCP and PD)
- 23 Corporación 8 de Marzo (participant MCP and PD)
- 24 Corporación 8 de Marzo (participant MCP and PD)
- 25 CODHES (participant MCP and PD)
- 26 CODHES (participant MCP and PD)
- 27 Corporación Hombres en Marcha (participant MCP and PD)
- 28 Corporación Hombres en Marcha (participant MCP and PD)
- 29 Corporación Hombres en Marcha (participant MCP and PD)
- 30 Corporación Hombres en Marcha (participant MCP and PD))
- 31 Defensoría Local (PD programme)
- 32 Consejería para la Reincorporación y la Estabilización
- 33 Norwegian Embassy, MFA
- 34 Norwegian Embassy, MFA
- 35 Norwegian Embassy, MFA
- 36 Norwegian Embassy, MFA
- 37 Norwegian Embassy, MFA

The informants were from:
 Bogotá, Cauca, Antioquia, Nariño, Pasto, Tumaco

Their gender and age distribution were as follows:

Women	Men	<30	30-50	> 50
30	7	1	31	5

22 informants were interviewed for the Nordic Women Mediators Network:

- 1 Project participant
- 2 MFA
- 3 MFA
- 4 MFA
- 5 MFA
- 6 MFA
- 7 MFA
- 8 Others
- 9 Others
- 10 Others
- 11 NWM member
- 12 NWM member
- 13 NWM member
- 14 NWM member
- 15 NWM member
- 16 Country branch coordinator
- 17 Country branch coordinator
- 18 Country branch coordinator
- 19 Country branch coordinator
- 20 Country branch coordinator
- 21 Country branch coordinator
- 22 Country branch coordinator

The informants were from:
 Amman, Beirut, Copenhagen, Helsinki, Nairobi, Oslo, Reykjavik, Rome, Stockholm

Their gender and age distribution were as follows:

Women	Men	<30	30-50	> 50
21	1	2	12	8

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