



**MINISTRY OF FOREIGN AFFAIRS
OF DENMARK**
Danida

OCTOBER 2019

EVALUATION OF THE DANISH NATIONAL ACTION PLANS FOR THE IMPLEMENTATION OF UN SECURITY COUNCIL RESOLUTION 1325 ON WOMEN, PEACE AND SECURITY





**MINISTRY OF FOREIGN AFFAIRS
OF DENMARK**
Danida

EVALUATION OF THE DANISH NATIONAL ACTION PLANS FOR THE IMPLEMENTATION OF UN SECURITY COUNCIL RESOLUTION 1325 ON WOMEN, PEACE AND SECURITY



OCTOBER 2019

Production: Evaluation Department, Ministry of Foreign Affairs of Denmark,
October 2019

Cover: UN Women

Graphic Production: OTW

ISBN: PDF: 978-87-93760-24-0

ISBN: HTML: 978-87-93760-25-7

This report can be downloaded through the homepage of the Ministry of Foreign Affairs www.um.dk or directly from the homepage of the Evaluation Department <http://evaluation.um.dk>.

Contact: eval@um.dk

Responsibility for content and presentations of findings and recommendations rests with the authors.

CONTENTS

Acronyms	7
Executive summary	9
1 Introduction	16
1.1 Purpose of the evaluation	16
1.2 Evaluation objectives	16
1.3 Evaluation questions	17
1.4 Evaluation methodology	18
1.5 Scope of the evaluation	20
1.6 Structure of the evaluation report	20
1.7 Challenges and limitations	21
2 Background	23
2.1 UNSCR 1325	23
2.2 Overview of the Danish NAPs	26
3 Findings	30
3.1 Evaluation question 1: Results achieved in NAP portfolio	30
3.2 Evaluation question 2: Results of the NAPs against stated objectives	40
3.3 Evaluation question 3: NAPs and stakeholder cooperation	52
3.4 Evaluation question 4: NAP benchmarking	55
3.5 Evaluation question 5: NAP policy coherence	68
3.6 Evaluation question 6: Overall lessons	74
4 Conclusions and recommendations	79
4.1 Strategy and vision	79
4.2 Capacity building and resourcing	82
4.3 Monitoring, evaluation and learning	84
4.4 Communications and engagement with Danish missions	84
4.5 Governance and stakeholder engagement	85
5 Bibliography	87

CONTENTS

The following annexes to the Evaluation Report can be downloaded as separate PDF files from evaluation.um.dk.

ANNEXES

Annex A: Terms of Reference

Annex B: Evaluation Matrix

Annex C: Evaluation Methodology

Annex D: Documents reviewed

Annex E: Portfolio analysis

Annex F: List of interviewees

Annex G: Case study – Danish contribution to NATO

Annex H: Case study – Danish contribution to the EU

Annex I: Case study – Mali Core Funding to UNWOMEN

Annex J: Case study – Regional Development and Protection Programme

Annex K: Case study – UNFPA’s Innovations to Eliminate GBV in Humanitarian Contexts

Annex L: Case study – Peace and Stabilisation Programme in the Horn of Africa

Annex M: Benchmarking analysis

ACRONYMS

AMISOM	African Union Mission in Somalia
APP	Africa Programme for Peace
AU	African Union
CSO	Civil Society Organisation
DAC	Development Assistance Committee
DAPP	Danish Arab Partnership Programme
DIHS	Danish International Humanitarian Services
DNP	Danish National Police
EAPC	Euro-Atlantic Partnership Council
EASF	East Africa Standby Force
EQ	Evaluation question
ERG	Evaluation Reference Group
EU	European Union
EVAL	Evaluation Department (MFA Denmark)
FCAS	Fragile and Conflict-Affected Settings
GenCap	Gender Standby Capacity Project
GBV	Gender-based violence
HRBA	Human rights-based approach
IASC	Inter-Agency Standing Committee
IGAD	Intergovernmental Authority on Development
IMWG	Inter-Ministerial Working Group
MENA	Middle East and North Africa
MFA	Ministry of Foreign Affairs
MoD	Ministry of Defence
MoJ	Ministry of Justice
NAP	National Action Plan
NATO	North Atlantic Treaty Organization
OECD	Economic Cooperation and Development
OSCE	Organization for Security and Co-operation in Europe
P/CVE	Preventing and countering violent extremism
PSF	Peace and Stabilisation Fund
PSP	Peace and Stabilisation Programme
RAP	Regional Action Plan
RDPP	Regional Development and Protection Programme

LIST OF ABBREVIATIONS

SDDirect	Social Development Direct
SDG	Sustainable Development Goal
SGBV	Sexual and gender-based violence
SRHR	Sexual and reproductive health and rights
SSF	Somalia Stability Fund
ToR	Terms of Reference
UNFPA	United Nations Population Fund
UNSC	United Nations Security Council
UNSCR	United Nations Security Council Resolution
UNWOMEN	United Nations Entity for Gender Equality and the Empowerment of Women
WILPF	Women's International League for Peace and Freedom
WPS	Women, peace and security

EXECUTIVE SUMMARY

This report presents the findings of the evaluation of Denmark's second and third Danish National Action Plans (NAPs) for the implementation of UN Security Council Resolution (UNSCR) 1325 on women, peace and security (WPS) (2008-13 and 2014-19). The purpose of the evaluation was to learn from past implementation and inform the development and strategic direction of the fourth Danish NAP. The evaluation therefore has a forward-looking perspective and aims to provide a constructive discussion about Denmark's engagement with the broader WPS agenda.

The evaluation sought to answer six key evaluation questions:

1. What results have been achieved in portfolios related to the National Action Plans?
2. Based on EQ1, what are the results of the NAPs against their stated objectives to address and enhance women's full and equal participation, protection of women, transitional justice and mainstreaming of gender equality in humanitarian efforts and international operations?¹
3. How have the NAPs been used as a framework for stakeholder cooperation? What has been the added value of this cooperation?²
4. How has the Danish NAP performed when measured against relevant NAP-benchmarks?

-
- 1 In the evaluation ToR (Annex A), three sub-questions under EQ2 were included:
(a) Have the NAPs been a relevant instrument for implementation of the WPS agenda more broadly?
(b) What are the priority areas of intervention and why were these selected?
(c) What is the relation of the NAPs to overall Danish priorities and policies on WPS and fragility? How have the NAPs been used to further the WPS agenda? These have been incorporated into sub-questions in the evaluation matrix, although not necessarily under EQ 2. For instance, (c) is more aligned with Danish policy coherence and has been included as a sub-question under EQ 5.
 - 2 According to the ToR (Annex A), this includes an assessment of the current organisation of the NAP implementation, the roles of the different stakeholders and the collaboration between the stakeholders, including the role, function, and composition of the Inter-Ministerial Working Group (IMWG) on the implementation of the UNSCR 1325.

5. Has the NAP been coherent with the overall Danish policy on fragile states, peace and security – as well as the Danish priority with regards to development cooperation and humanitarian assistance? How have the NAPs been aligned with the broader WPS and 2030 agendas that emerged during implementation of the two NAPs?
6. What are the overall lessons learned for the Danish engagement in women, peace and security (WPS) and fragility? How can these lessons learned be taken forward in the formulation of a new NAP in 2020?

In order to respond to these questions, the evaluation drew from five key methods: a desk review of literature and documentation related to UNSCR 1325 and the Danish NAPs; a portfolio analysis of 36 NAP engagements; six in-depth case studies of selected engagements; key informant interviews; and a benchmarking analysis of Denmark's third NAP against the NAPs of six likeminded countries.

A summary of the key findings of the evaluation is presented below.

The results achieved in Danish NAP portfolio engagements vary substantially across different types of interventions, geographies and thematic areas. The most **effective** engagements are those targeting women's participation, including in local-level peacebuilding, and protection of women in conflict and humanitarian emergencies, particularly from sexual and gender-based violence (SGBV). Engagements targeting or working with specialist partners with expertise in WPS and/or gender have been particularly **effective**. The least **impact** has been observed for NAP engagements involving gender mainstreaming in non-WPS focused engagements.

Humanitarian engagements have been **relevant and appropriate** to the needs of the most vulnerable groups, including women and girls, with evidence of growing attention to how intersecting identities increase or reduce vulnerabilities. However, this attention to intersectionality is much less visible in development cooperation, security and stabilisation engagements.

Although there has been wide **coverage** of NAP engagements according to thematic area, geography and type of engagement (bilateral, multilateral and regional), there is little evidence to suggest that this coverage was strategically driven by the NAPs. There is also limited evidence that the NAPs themselves have been **relevant** drivers of Danish commitment to WPS or strategic decision-making about WPS investment. WPS achievements have been more widely driven by individual and cultural factors rather than institutional or strategic factors. The explicit de-prioritisation of a WPS and 1325 agenda within the Danish Ministry of

Foreign Affairs has likely contributed to the NAP's decreasing **relevance** over time.

The benchmarking analysis identified high scores for the Danish NAP's attention to participation, protection and international cooperation themes. High scores for participation and protection are in line with the **relevance** of these themes to the UNSCR 1325 pillars. When comparing Denmark's NAP with the NAPs of like-minded countries, Denmark had the lowest score across the seven countries included in the analysis (Denmark, Finland, Iceland, Norway, Sweden, the Netherlands and Ireland). Despite Denmark's low score comparatively to other like-minded countries, several themes stood out as particular Danish 'value-add' areas, and these can be mobilised for greater **impact** and to carve a deeper niche for Denmark. These include:

- Supporting the development of partner NAPs or Regional Action Plans (RAPs).
- Emphasising women's participation in local-level peacebuilding efforts, with a focus on empowering and supporting the agendas of local women's organisations – although the extent of implementation has been varied in practice
- Promoting women's participation in peacekeeping
- Pursuing development-humanitarian nexus programming by linking the protection of women from SGBV with the promotion of women's empowerment and livelihoods.
- Including SRHR in the fourth NAP, which would help to build wider Danish policy coherence and concretize an increasing interest in the humanitarian linkage between SRHR and SGBV in emergencies.

Although attention to gender and women's rights as cross-cutting themes are listed in all Danish country programme and policy documents, references to UNSCR 1325 and the Danish NAP have become less prominent in Danish policy, strategy and programme documents over time. There has also been a strong shift away from WPS language in recent development and humanitarian policies and strategies. The declining **relevance** of the NAP for driving Danish WPS priorities may suggest that the NAP has existed in parallel to other strategies and policies rather than being **coherent** with them. Although the SDGs are consistently referenced in NAP programme documents developed since 2015, references to SDG 5 in particular are not developed conceptually or translated into practice, including at the level of results frameworks.

Recommendations to strengthen **the overall strategy and vision of the NAP** are therefore as follows:

- a. Clarify the overall Danish vision and priorities for WPS and the fourth NAP through a structured, participatory and consultative process ensuring input from – and reflecting the strategic priorities of – the three NAP signatory departments, the PSF and civil society stakeholders. The fourth NAP could be considered as an overarching strategic vision and policy framework, which could be accompanied by a more detailed and practical implementation plan to allow for flexibility and detailed monitoring during the NAP period.
- b. Build political buy-in for the NAP and WPS agenda at a high level, identifying senior stakeholders within Danish government and at a ministerial level who could have an interest in the WPS agenda. Devise a clear strategy for engaging those stakeholders.
- c. Leverage thematic areas where Denmark has value-add. For example, the inclusion of SRHR in the fourth NAP; women's participation in local level peacebuilding; supporting domestication of the 1325 framework in partner countries or regions; strengthening Danish participation in the EU Informal Task Force on 1325; and development-humanitarian nexus programming.
- d. Define Danish WPS vision and priorities in geographical areas of interest for Danish foreign policy, security and development, and integrate into other guiding strategies, policies and M&E processes for those geographies.
- e. Strengthen the focus on addressing underlying structural and gender inequalities within the fourth NAP to target persistent barriers to WPS progress.
- f. Strengthen the focus on the needs and experiences of diverse groups of women within the fourth NAP, acknowledging the impact that intersecting identities have on the WPS agenda.
- g. Ensure the NAP is integrated into existing strategic planning processes with Danish government. For example, the annual strategic dialogue between MFA and CSO partners; integrating WPS into country task force missions; as well as templates for country policies and programme development.

Overall, Danish NAP engagements have been moderately **effective** in contributing to the WPS objectives of the NAPs. Where engagements have been observed to be less **effective** and linked to poorer **impact**, lack of human and other types of resourcing is a contributing factor. As

noted, NAP engagements involving gender mainstreaming in non-WPS focused engagements were also weaker, in part as a result of weaknesses in staff and partner capacity to assess or support better gender mainstreaming, or weaknesses in results frameworks. The benchmarking exercise also found that Denmark's NAP has been less **effective** than other country NAPs in providing clear directives for gender mainstreaming.

The lack of a clear monitoring and tracking system for the NAP is an important gap and is part of broader limitations in the costing framework and allocated budget for NAP implementation. Funding modalities for NAP engagements at the country and regional levels appear to be ad hoc rather than strategic, raising questions about the **efficiency** of Danish spend on WPS engagements.

The best examples of **sustainable** approaches to WPS activity identified are those that included partnerships with – and targeted capacity building and financial support to – national civil society and government partners; collaboration with and support to long term multi-stakeholder or multilateral structures in-country; and engagements working with and through UN agencies. Gaps highlighted in the Danish NAP compared to other likeminded countries include defining the role of and providing resources for national CSO involvement and allocating earmarked funding for NAP implementation.

Recommendations related to **capacity and resourcing** are therefore as follows:

- h. Strengthen human resources within MFA to manage and oversee Denmark's NAP, for example by recruiting a gender adviser or appointing an existing staff member with gender expertise as a focal point (for example in the PSF), as well as clarifying the time key staff in MFA participating in the IMWG have to dedicate to the NAP and integrate this into appraisals and job descriptions.
- i. Take steps to make WPS funding more strategic and in order to enhance impact, focusing on lessons learned regarding what works, what doesn't, under which contexts and which programming modalities.
- j. Continue to fund targeted WPS programming in addition to mainstreaming activities. This is critical to advancing a WPS agenda, particularly in the most complex settings where women's participation and rights are extremely limited.
- k. Make internal capacity building and training on WPS and gender mainstreaming available to MFA staff and mission staff from all three NAP signatories. For example, how to conduct an intersec-

tional gender analysis, or integrating gender (and other dimensions) into results frameworks and proposal review processes. Civil society partners could support this.

- l. Ensure implementing partners are using gender-sensitive results frameworks, including sex and age-disaggregated data and gender-sensitive indicators, by making this a requirement in grant/contract compliance procedures.
- m. Take steps to enhance retention of female personnel, particularly in the MoD. This may require a more introspective analysis of the possible persisting masculine cultures in the Danish armed forces.
- n. Earmark funds for civil society engagement in Denmark's NAP development and implementation, learning from the approach of other Nordic donors.

As noted above, the lack of a systematic monitoring and evaluation framework and learning processes on the NAP is hindering its **relevance** to Danish activity on WPS, and peace, security, humanitarian and development cooperation more broadly. This is essential if Denmark is to understand the impact of the fourth NAP on the vulnerable populations it seeks to reach, and on the wider WPS agenda, in future – and in securing greater political will and buy-in to the WPS agenda. Recommendations to strengthen **monitoring, evaluation and learning** are therefore as follows:

- a. Develop a systematic monitoring, evaluation and learning framework for the NAP, which is implemented and followed up on regularly. It must also be resourced if its development, implementation and tracking are to be sustained.
- b. Integrate NAP monitoring into programme-level results frameworks for future NAP engagements and ensure data is disaggregated by gender (and other relevant intersecting identities).
- c. Integrate the NAP's themes and objectives into existing review processes of Danish country programmes and other relevant programmes.

Danish staff in missions, but also across government in Copenhagen, are not clear on the Danish vision for the NAP/WPS, are not aware of its content nor **relevance** to their work and have not been engaged in a consultative process to define those priorities. There is an opportunity for Denmark to raise awareness on the NAP and engage mission staff in communications and dialogue to increase its relevance on the ground, as well as gaining valuable input and collaboration from staff in

missions. Recommendations to improve **communications and engagement with Danish missions** are therefore as follows:

- a. Carry out structured communications activities on Denmark's commitments and vision under the NAP, and how this relates to other peace and security, humanitarian and development commitments, in Copenhagen and at post.
- b. Consider producing learning products highlighting Denmark's contributions to WPS and circulating widely in Copenhagen and at post. Mobilise the 20-year anniversary of 1325 to raise awareness within government.

Finally, the NAP has not been an **effective** framework for stakeholder collaboration. Any observations of enhanced collaboration were attributed to the Whole of Government Approach rather than the NAP. The Inter-Ministerial Working Group (IMWG) has not been an **effective** forum for strategic collaboration between the three NAP signatories, with no terms of reference or direct outputs from the group contributing to a lack of **effectiveness**. The role of civil society in the development, drafting and monitoring of the Danish NAP has been limited, and its role in NAP consultations can be better described as ad hoc and fragmented. Denmark's lack of **effective** engagement with civil society has negatively affected the level of WPS commitment due to civil society not having a formalised role or a clear channel of influence, in turn negatively affecting NAP ownership and **sustainability**.

Recommendations to improve **governance and stakeholder engagement** are as follows:

- a. Revitalize the Inter-Ministerial Working Group with a clear Terms of Reference, defining the IMWG's role in M&E and accountability to internal and external stakeholders.
- b. Develop a more systematic partnership with civil society in NAP development and implementation. The NGO Network for Conflict Prevention and Peacebuilding (CPPB Network³) could be the starting point for this.
- c. Strategic partnerships should be built at mission level with partners with WPS specialism, particularly in priority fragile and conflict-affected contexts where Denmark is engaged worldwide. Women affected by conflict should be consulted and included in these processes

3 <http://www.globalfokus.dk/om-os/organisationen/arbejdsgrupper/netvaerk-for-konfliktforebyggelse-og-fred>

1 INTRODUCTION

Social Development Direct (SDDirect) was awarded the contract to evaluate the second and third Danish National Action Plans (NAPs) for the implementation of UN Security Council Resolution (UNSCR) 1325 on women, peace and security (WPS) (2008-13 and 2014-19)⁴. The three key signatories to the Danish NAPs include the Ministry of Foreign Affairs (MFA), the Ministry of Defence (MoD) and the Danish National Police (DNP) representing the Ministry of Justice (MoJ). An inter-ministerial working group (IMWG) comprised of representatives from the three signatory ministries is responsible for coordination and guiding implementation of the NAP. The evaluation is overseen by the Evaluation Department at MFA (EVAL), with support, quality assurance and additional oversight contributed by an Evaluation Reference Group (ERG) and the IMWG.

1.1 Purpose of the evaluation

According to the evaluation ToR (see Annex A), the purpose of the evaluation of Denmark's second and third NAP is to learn from past implementation and inform the development and strategic direction of the next NAP. The evaluation therefore has a forward-looking perspective and aims to provide a constructive discussion about Denmark's engagement with the broader WPS agenda, the role of women in fragile and conflict affected settings, and Denmark's alignment of WPS with the Sustainable Development Goals (SDGs). This evaluation report assesses Denmark's implementation of the NAPs against the priorities and contributions of all relevant stakeholders, primarily the three signatories to the NAPs.

1.2 Evaluation objectives

According to the ToR, the objectives of the evaluation are threefold:

1. To document the results of Danish policy influence and programmatic and operational engagements against stated priorities of the Danish SCR 1325 NAP;

4 The authors of the evaluation report are: Julienne Corboz, Sophie Stevens, Laura Martineau-Searle and Henry Smith.

2. To assess the relevance of the Danish NAP against an evolving WPS agenda, including a focus on the achievement of the SDGs – in particular SDG 5 and 16;
3. On the basis of the lessons learned, to inform decision making on the strategic and operational direction of a NAP on SCR 1325 after 2020, its coherence with overall Danish priorities and actions in the context of current political priorities.

Through objective 1, the evaluation has assessed the specific results of Danish NAP engagements and documented results achieved at policy, programmatic and operational levels against stated NAP priorities. This has included assessing engagements across the three signatories of the NAPs (MFA, MoD and DP). Through objective 2, the evaluation has also assessed the relevance more broadly of the NAP as a framework for convening stakeholders, driving change in relation to the broader global WPS agenda and supporting the implementation of SDGs 5 and 16. As outlined in objective 3, the evaluation findings have resulted in a number of lessons learned for Denmark's future work on and commitment to the UNSCR 1325 and the wider WPS agenda.

1.3 Evaluation questions

According to the original ToR for the evaluation (Annex A), the evaluation sought to answer six key evaluation questions (EQs):

1. What results have been achieved in portfolios related to the National Action Plans (NAPs)?
2. Based on EQ1, what are the results of the NAPs against their stated objectives to address and enhance women's full and equal participation, protection of women, transitional justice and mainstreaming of gender equality in humanitarian efforts and international operations?⁵

5 In the evaluation ToR (Annex A), three sub-questions under EQ2 were included:
 (a) Have the NAPs been a relevant instrument for implementation of the WPS agenda more broadly?
 (b) What are the priority areas of intervention and why were these selected?
 (c) What is the relation of the NAPs to overall Danish priorities and policies on WPS and fragility? How have the NAPs been used to further the WPS agenda? These have been incorporated into sub-questions in the evaluation matrix, although not necessarily under EQ 2. For instance, (c) is more aligned with Danish policy coherence and has been included as a sub-question under EQ 5.

3. How have the NAPs been used as a framework for stakeholder cooperation? What has been the added value of this cooperation?⁶
4. How has the Danish NAP performed when measured against relevant NAP-benchmarks?
5. Has the NAP been coherent with the overall Danish policy on fragile states, peace and security – as well as the Danish priority with regards to development cooperation and humanitarian assistance? How have the NAPs been aligned with the broader WPS and 2030 agendas that emerged during implementation of the two NAPs?
6. What are the overall lessons learned for the Danish engagement in women, peace and security (WPS) and fragility? How can these lessons learned be taken forward in the formulation of a new NAP in 2020?

These EQs guided the evaluation inception and a series of sub-questions were developed and are included in the evaluation matrix (Annex B). These sub-questions and all methods employed in the evaluation were based on two key evaluation frameworks: the OECD DAC criteria, and a set of benchmarking themes used to frame NAP methods and categorise results (see Annex C for a full description of the evaluation methodology).

1.4 Evaluation methodology

A full description of the evaluation approach, framework and methods employed is contained in Annex C, and summarised below.

In line with the Danida Evaluation guidelines (MFA 2018a) and the evaluation ToR (Annex A), the primary framework that guided the evaluation was the five criteria for evaluating development assistance, from the OECD/DAC. There was a particular focus on relevance and effectiveness, but with efficiency, impact and sustainability also addressed. Three additional criteria were included to cover the humanitarian dimension, including appropriateness (alongside the criteria of relevance), coherence and coverage (ALNAP & ODI 2008). These criteria formed the basis of the evaluation sub-questions, which are presented in full in the Evaluation Matrix (see Annex B of the evaluation report).

6 According to the ToR (Annex A), this includes an assessment of the current organisation of the NAP implementation, the roles of the different stakeholders and the collaboration between the stakeholders, including the role, function, and composition of the Inter-Ministerial Working Group (IMWG) on the implementation of the UNSCR 1325.

A secondary evaluation framework made use of nine thematic ‘benchmarks’. These were developed through an exercise to benchmark Denmark’s NAP against those of likeminded countries. During the evaluation design these benchmark themes were streamlined throughout each evaluation method. These themes are listed below (see Annex C for the definition and scope of the benchmarks).

1. The domestication of a global normative framework on WPS
2. Participation
3. Protection
4. Mainstreaming
5. A gender perspective
6. The role and organisation of national CSO involvement
7. International cooperation
8. Indicators
9. Earmarked funding

The evaluation drew from five key methods:

1. A desk review of literature and documentation related to UNSCR 1325 and the Danish NAPs (almost 500 documents)
2. A portfolio analysis of 36 Danish NAP engagements and 18 sub-engagements
3. Six in-depth case studies of NAP engagements selected during the inception period, including 46 interviews with key stakeholders, including Danish embassy focal points in missions, other donors, Danish implementing partners and civil society actors
4. Seventeen additional key informant interviews, including with MFA, MoD and DNP stakeholders in Copenhagen and New York, and civil society focal points in Copenhagen and in other countries
5. Benchmarking Denmark’s third NAP against the NAPs of six likeminded countries.

Overall, a total of 72 people were included in 63 interviews at the case study and key informant levels. An additional seven people not

interviewed during the implementation period were involved in initial consultations during the inception period.

1.5 Scope of the evaluation

This evaluation covers the Danish implementation of the second and third NAPs (2008-13 and 2014-19). There has been a breadth of Danish WPS engagements across multiple geographical settings between 2008 and 2019, with shifting geographical attention at different time points. For instance, while Afghanistan was a key site for NAP II engagements, there has been more Danish emphasis on the Sahel region and the Horn of Africa in more recent years. This is reflected in the selection of case studies leaning more heavily towards the Sahel and Horn of Africa regions, done in part in order to support a forward-looking perspective in sites that are of key strategic interest for Denmark. The Middle East and North Africa (MENA) region is also captured in the case study selection.

The evaluation team acknowledges that there have been some limitations in retrospectively analysing the second NAP with the evaluation methodologies employed and available resources. As might be expected, during the desk review conducted to inform the evaluation inception and design, more recent NAP documents covering the current NAP were more easily available and complete. Further, Danish stakeholders involved in the second NAP drafting and implementation were difficult to locate for consultations, and current stakeholders had little institutional knowledge or memory of the time spanning the second NAP. To address these limitations, the evaluation team included NAP II engagements in the evaluation methods employed as much as possible, in order to analyse key changes between the NAP phases.

1.6 Structure of the evaluation report

The evaluation report is structured in three main chapters:

1. The background, including a description of UNSCR 1325 and the global WPS agenda, and an overview of the Danish NAPs;
2. The key findings of the evaluation presented according to the six primary evaluation questions and sub-questions as outlined in the evaluation matrix (Annex B);⁷

⁷ Note that the findings for some sub-questions are presented in a different order within the evaluation report to that found in the evaluation matrix. This is simply for clarity and narrative purposes.

3. The conclusions and recommendations.

The full content or results from each method listed in Section 1.4 above is included in annexes to the report, including:

- Desk review – a full list of documents reviewed is contained in Annex D
- Portfolio analysis – a narrative analysis and description of portfolio results is included in Annex E
- Key informant interviews – a list of all interviewees, including for case studies, is included in Annex F
- Case studies – six full case studies are included in Annexes G to L
- Benchmarking analysis – a full comparative analysis of nine benchmarking themes across the Danish NAP and the NAPs of six likeminded countries is included in Annex M.

1.7 Challenges and limitations

The evaluation encountered some challenges in measuring NAP results against indicators given the very different structure of indicators between the two NAP documents. The second NAP includes five broad indicators, which made it difficult to isolate progress on specific engagements. The third NAP includes more specific actions and indicators for all specific engagements, leading to a different set of challenges. Even where NAP actions had been delivered, results could not always be measured against NAP indicators if indicators were not clearly and coherently linked to the activities. In some cases, WPS-related programme or project results were extensive, but these could not be captured under the specific indicators listed in the NAP. To overcome these challenges, the evaluation analysed NAP results against both NAP indicators and broader WPS achievements.

The evaluation faced a number of challenges obtaining documentation. There were particular challenges accessing older documents covering the second NAP period (2008-2013), documents listing concrete results of NAP or WPS-related engagements, documents linked to the Peace and Stabilisation Fund (PSF) and documents from the MoD and DNP. Gaps in documentation are partly related to the lack of clear monitoring and reporting mechanism to track NAP results; however, there appears to be a broader gap in capturing WPS-related achievements due to poor gender mainstreaming and reporting of results, particularly within multilateral engagements. The evaluation thus recognises that there may be some bias in the portfolio analysis results. For instance,

1 INTRODUCTION

it is likely that the breadth of NAP and WPS engagements during the second NAP period is larger than that captured in this evaluation. The geographical coverage presented in the portfolio analysis is also not fully representative of Denmark's support to a WPS agenda, given the lack of documentation available on NAP engagements in some countries.

In relation to the benchmarking analysis, it is recognised that there are some limitations in benchmarking based on NAP documents alone given that countries may not implement what is stated in a NAP. The benchmarking analysis consists primarily of comparing Denmark's NAP with those of like-minded countries but evaluating the actual implementation of other country NAPs was beyond the scope of this evaluation. However, the evaluation attempted to triangulate the NAP content of like-minded countries with actual implementation where relevant by reviewing more recent reports and assessments of country NAPs. This was challenging given that the NAPs reviewed are currently being implemented. It is recognised that there is some bias in this approach given that triangulation was more likely to have happened for countries prioritising mid-term reviews and making these publicly available.

2 BACKGROUND

2.1 UNSCR 1325

In October 2000, the United Nations Security Council (UNSC) adopted Resolution 1325 (UNSCR 1325) after recognition that women and girls experience specific needs and vulnerabilities during conflict and instability and have a vital role to play in conflict prevention and resolution, peacebuilding, peacekeeping and post-conflict reconstruction. Prior to the resolution being passed there had been more than a decade of increasing concern about human rights violations against women and girls in conflict settings. These violations included the systematic use of rape and other forms of abuse as an instrument of war, including in the Rwandan genocide and civil wars in former Yugoslavia, the Democratic Republic of Congo, Sierra Leone and Liberia. Furthermore, the 1995 Beijing Declaration and Platform for Action acknowledged human rights violations against women in times of armed conflict.⁸ Despite some precursors to the 1325 resolution, the resolution itself is often referred to as being a landmark due to the UNSC for the first time directly acknowledging the importance of addressing the needs of women in armed conflict (Cohn 2008).

The UNSCR 1325 resolution includes a series of mandates that are commonly aligned with four pillars: participation, protection, prevention, and relief and recovery (Table 1). These pillars are not mutually exclusive and intersect in a number of ways; for instance, the participation of women in peacekeeping missions and military operations can have a positive impact on the protection of women and girls in conflict settings, including in relief and recovery. Further, protecting the rights of women and girls, including by increasing their economic security, can assist in the prevention of GBV.

8 <https://www.un.org/womenwatch/daw/beijing/platform/plat1.htm>

2 BACKGROUND

TABLE 1: WOMEN, PEACE AND SECURITY PILLARS

Pillar	Definition
Participation	Calls for the participation and inclusion of women in all levels of decision-making, including at local, national and international levels. This involves the inclusion of women as peacekeepers, negotiators in peace processes, mediators in the prevention and management of conflict resolution, and in key positions within peace and security engagements, including military, police and humanitarian personnel.
Protection	Calls for the protection of the rights of women and girls, particularly from sexual and gender-based violence (SGBV), and assurance of their rights to safety, health, and social and economic security. The pillar especially highlights the protection needs of women and girls in humanitarian settings, including in conflict-driven displacement.
Prevention	Calls for the prevention of conflict and all forms of SGBV, including by involving women and gender mainstreaming approaches in conflict early warning systems, disarmament and preventing/countering violent extremism (P/CVE), and adopting measures to prevent SGBV, such as through legislation and activities that challenge gender-discrimination and work with men and boys.
Relief and recovery	Calls for the specific needs of women and girls in conflict and post-conflict relief and recovery to be met. This includes in the delivery of humanitarian assistance, and in processes such as resettlement, disarmament, demobilization and reintegration.

Since the adoption of the 1325 resolutions in 2000, the UNSC has adopted seven additional resolutions that align with and extend the WPS agenda, including resolutions 1820, 1888, 1889, 1960, 2106, 2122, and 2422. However, 1325 continues to be the core driver of a global WPS agenda, which has seen some important gains. According to the Women's International League for Peace and Freedom (WILPF), as of November 2018 79 UN member states have developed UNSCR 1325 NAPs, and 11 Regional Action Plans (RAPs) are in place, including RAPs of the European Union (EU), African Union (AU), and the North Atlantic Treaty Organization/ Euro-Atlantic Partnership Council (NATO/EAPC).⁹ Over the past few decades there have been more women participating as senior leaders in the UN and other organisations central to peace and security, and a number of different normative frameworks supporting a WPS agenda have been developed and endorsed, particularly in relation to sexual violence in conflict (UNWOMEN 2015).

Approaching the 20th anniversary of UNSCR 1325, the global setting is significantly different to the one that pushed forward a WPS agenda during the 1990s and early 2000s. There are new global normative frameworks for development and humanitarian action, including the 2030 Agenda and 17 sustainable development goals (SDGs). There are also new driving factors for conflict and vulnerability, including large-scale global migration and displacement, climate change and violent extremism. These new driving factors have paved the road for a

9 <http://www.peacewomen.org/member-states>

set of WPS global priority issues, highlighted in particular in the global study on 1325 conducted by UNWOMEN (2015). Several of the themes emerging in the UNWOMEN report and in more recent documents were highlighted as priority areas in the interviews conducted for this evaluation, particularly by civil society focal points and stakeholders at the country level. A selection of these priority areas identified are described briefly below. This is not an exhaustive list but rather a selection based on some of the core themes emerging from this evaluation.

DISPLACEMENT AND MIGRATION

UNSCR 1325 and corresponding NAPs have acknowledged the importance of displacement to a WPS agenda, particularly in relation to the protection pillar and the exploitation, violence and abuse that women and girls experience due to conflict-driven displacement. The issue of displacement has become even more prominent after the global refugee crisis following the war in Syria. Nevertheless, the issue of displacement in 1325 NAPs has more commonly been addressed through foreign policy rather than domestic policies addressing the needs of female refugees and asylum seekers (Trojanowska et al. 2018). This is linked to a broader tendency of outward-looking NAPs to exclude the domestication of 1325 (WILPF 2018; WILPF 2019). An evolving WPS agenda thus requires greater attention to the protection of women and girls in multiple contexts of migration and displacement. This priority is in line with revised indicator 20 in the comprehensive approach to the EU implementation of UNSCR 1325 and 1820 on WPS, 'Protection of female asylum seekers in the EU' (Council of the European Union 2016: 20).

PREVENTION OF CONFLICT

UNWOMEN's (2015: 191) Global Study reminds us that at the heart of the 1325 resolution should be the prevention of conflict rather than the use of force: "Women, peace and security is about preventing war, not making war safer for women". This is reflected in a greater discourse throughout the WPS literature on the importance of prevention; however, few NAPs focus on conflict prevention or adopt activities specifically related to prevention of conflict (OSCE and Inclusive Security 2016). There are a number of ways in which the global WPS agenda is emphasizing the importance of conflict prevention. A key one highlighted in the findings of this evaluation is the importance of addressing root causes of conflict, including gender inequality, exclusion, discrimination, structural inequalities and violent masculinities (UNWOMEN 2015). A recent UNWOMEN (2018) study found that patriarchal and militarized systems that reproduce gender inequality are the most significant barriers to women's participation in the prevention of conflict.

PREVENTING AND COUNTERING VIOLENT EXTREMISM

Radicalisation and violent extremism have gained increasing attention across the International Community, with corresponding attention placed on the role of women and girls in preventing and countering

2 BACKGROUND

violent extremism (P/CVE). UNWOMEN's (2015: 222) Global Study stresses that while women should be consulted in P/CVE activities, their autonomy needs to be respected and their rights "should not be securitized and should not be seen as an instrumental tool for countering extremism". Securitizing the rights of women can lead to the co-opting of their rights for the use of counter-terrorism and place them at increased risk of violence.

INTERSECTIONALITY

Intersectionality is the recognition that people experience multiple forms of inequality and discrimination and that these intersect in various ways across categories of identity such as gender, class, age, ethnicity, race, ability, sexual orientation and socioeconomic status. Women and girls are not a homogenous group and gender is only one dimension of difference or identity (UNWOMEN 2015). Intersectionality is clearly represented in the 2030 Agenda through 'Leaving no one behind', which seeks to ensure that the needs of the most marginalised and disadvantaged are met (United Nations 2015). It was also referenced in the UNSC (2016) Report of the Secretary-General on women and peace and security, which outlines the "need to address multiple and intersecting forms of discrimination, including those based on disabilities, indigenous status, sexual orientation or other factors" (p. 2).

SEXUAL AND REPRODUCTIVE HEALTH AND RIGHTS

The UNWOMEN study recognises, in line with UNSC 2122, the importance of ensuring that humanitarian aid includes provision of health services for women, such as services supporting sexual and reproductive health and rights (SRHR), including regarding pregnancies resulting from rape. The issue of SRHR emerged strongly in the interviews for this evaluation. In a global context of increasing conservatism around the concept of SRHR, the withdrawal of support from this priority area is being felt on the ground. Civil society actors in the Horn Africa interviewed for this evaluation highlighted examples of how withdrawing SRHR from protection efforts is eroding women's rights and putting them at greater risk of SGBV and sexual exploitation abuse.

2.2 Overview of the Danish NAPs

As the first country to launch its own NAP, Denmark has been at the forefront of the global WPS agenda since 2005. There have been a number of shifts in stakeholder, thematic and policy content in Denmark's NAPs since the first one was developed in 2005. This section provides a brief description of the Danish NAPs and how they have changed and evolved over the past 13 years, with a particular focus on the second and third NAPs, which form the basis of this evaluation.

NAP 2005

The first NAP (MFA and MoD 2005) had two signatories, the MFA and MoD, and comprised a brief first NAP document (although the key reference document in English is a summary translation). At the operational and policy levels, the NAP had three priority areas: increased gender balance in the recruitment of staff members to the Danish defence forces and in international operations; the protection of women's and girls' rights in areas where Danish troops were deployed; and increased participation and representation of women in peace building and reconstruction processes in areas where Danish troops were deployed. There is also reference to strengthening UNSCR 1325 implementation through multilateral partnerships, including the UN, Organization for Security and Co-operation in Europe (OSCE), NATO and EU, with a number of corresponding lines of action stated for partnerships with these multilateral organizations as well as the AU and sub-regional organisations through the Africa Programme for Peace (APP). The NAP also outlines Danish development cooperation and humanitarian assistance as key vehicles of 1325 implementation in conflict-affected settings. It is interesting to note that the NAP does not follow the four pillars of the 1325 mandate (participation, protection, prevention, and relief and recovery), although participation and protection in particular are emphasised through the priority areas.

NAP 2008-2013

The second Danish NAP (MFA, MoD and DNP 2008) emphasised the continuity of Danish commitment to bilateral, multilateral, regional and humanitarian WPS engagements and incorporates a number of new key actors, including: the DNP as an additional signatory to the NAP, the IMWG as the responsible party for reporting on NAP implementation, monitoring and progress, and civil society as key stakeholders in the NAP consultative process and implementation, with specific mention of Danish civil society organisations (CSOs). The second NAP outlined a number of lessons learned from the previous NAP, including the need to incorporate a more systematic approach to addressing gender and WPS in development and humanitarian settings affected by conflict, the need for more systematic monitoring of NAP results, and more focus on women's participation in conflict resolution and peacebuilding given that the previous NAP had focused much more on protection.

The second NAP outlined three key objectives:

1. Achieving greater, active participation of women in peace building at international and local levels
2. Enhancing the recognition of the special needs and rights of women and girls before, during and after armed conflict

2 BACKGROUND

3. Providing protection of girls and women against violence, including SGBV, and ending impunity for gender crimes.

The second NAP also included five key indicators against which to measure results:

1. A SCR 1325 perspective is part of the guidelines for civil-military co-planning activities and incorporated into all relevant missions,
2. SCR 1325 actions are included in the human resource development and management portfolio of the MoD, DNP and Danish International Humanitarian Services (DIHS)
3. Higher female ratio is obtained in Danish police and armed forces contributions to international peace missions
4. Examples of specific actions related to combatting SGBV and increasing women's participation in peacebuilding are presented in IMWG meetings and documented as relevant and feasible
5. The annual and ongoing dialogue between Denmark and the UN raises awareness of SCR 1325 actions and this is documented in dialogues and reports.

The second NAP is more extensive and departs from the first NAP in a number of ways, including through: a greater focus on pursuing peace building and non-military processes in conflict and post-conflict settings; explicit reference to gender equality and the promotion of human rights of women, men, boys and girls; and recognition that women are both affected by SGBV and agents of change, marking a shift away from discourses of women as victims of conflict (Bergman 2014).

NAP 2014-2019

The third Danish NAP (MFA, MoD and DNP 2014), spanning the years 2014-2019, outlines a number of key lessons learned from the previous NAP, including the need to be more specific regarding implementation of activities to facilitate follow up and delivery of results. This is strongly reflected in the style and content of the third NAP, which contains an extensive list of specific engagements along with corresponding actions and indicators for each of the NAP signatories. The MFA engagements are organised according to bilateral engagements (within corresponding countries), and multilateral, regional and humanitarian engagements. In contrast, the MoD and DNP list NAP engagements and indicators mainly according to planning, coordination, training and recruitment, in line with the more operational nature of MoD and DNP NAP activities.

The third NAP does not present specific objectives, but rather emphasises the continuation of the objectives of its predecessor. The third NAP

does however highlight a number of additional lessons learned from the previous NAP, including the need to better integrate longer-term development and humanitarian assistance, and the importance of emphasising women's income generation and employment, and gender equality through education, not just women's justice, security and protection. The NAP also highlights a number of guidance points for implementation of interventions, including: working with women's organisations, CSOs and international partners, including the UN, to ensure women's representation; focusing on results at country level; supporting capacity development in partner organisations; integrating work to combat SGBV in reconstruction efforts, particularly related to security sector reform and support to the rule of law; supporting the Gender Standby Capacity Project (GenCap) through the use of the Inter-Agency Standing Committee (IASC) Gender Marker tool in humanitarian projects, and deployment of GenCap Advisors; and adding value to gender analysis by focusing on the roles of men and boys in drivers of conflict in fragile and conflict-affected settings (FCAS). In addition to outlining specific NAP engagements and indicators, the third NAP also lists key overarching actions to be implemented over the NAP period, supported by NAP signatories.

3 FINDINGS

3.1 Evaluation question 1: Results achieved in NAP portfolio

WHAT RESULTS HAVE BEEN ACHIEVED IN PORTFOLIOS RELATED TO THE NAPS, INCLUDING: BILATERAL COOPERATION AND HUMANITARIAN ACTION, REGIONAL PROGRAMMES, MULTILATERAL COOPERATION (INCLUDING UN, NATO AND EU), DANISH NGO PARTNERS, DNP AND MOD?

The results achieved in NAP portfolio engagements vary substantially across different types of interventions, geographies and thematic areas. The most **effective** engagements are those targeting women's participation, including in local-level peacebuilding, and protection of women in conflict and humanitarian emergencies, particularly from SGBV. Engagements targeting specialist partners have been particularly **effective**. The least **impact** has been observed for NAP engagements involving gender mainstreaming in non-WPS focused engagements.

Humanitarian engagements have been **relevant and appropriate** to the needs of the most vulnerable groups, including women and girls, with evidence of growing attention to how intersecting identities increase or reduce vulnerabilities. However, this attention to intersectionality is much less visible in development cooperation, security and stabilisation engagements.

The best examples of **sustainable** approaches to WPS activity identified are those that included partnerships with – and targeted capacity building and financial support to – national civil society and government partners; collaboration with and support to long term multi-stakeholder or multi-lateral structures in-country; and engagements working with and through UN agencies.

To answer EQ1, a portfolio analysis was completed based on key data extracted from 36 NAP engagements for which documentation was shared with the evaluation team. Additional data for the MoD and DNP NAP activities was also reviewed. The full portfolio analysis can be found in Annex E of the evaluation report. The description of the methodology for the portfolio analysis is included in Annex C. Data from the portfolio analysis is complemented by the findings from the desk review, case studies and interviews with key informants.

TO WHAT EXTENT HAVE NAP PORTFOLIO ENGAGEMENTS ATTAINED THEIR OUTPUTS, OUTCOMES AND OBJECTIVES?

Overall, there is a very **mixed picture** across the NAP portfolio engagements in relation to achievement of outputs, outcomes and objectives. However, there are some clear trends in terms of theme and to some extent type of engagement. For example, engagements under the participation theme had much stronger results than those focused on WPS mainstreaming. Bilateral engagements (as per the categorisation within Denmark's third NAP and within the portfolio analysis) appeared to show the most concrete results in many cases with much more variable performance across regional and multilateral engagements.

As noted in Section 1.7, a limitation in assessing results of NAP engagements was the **lack of or inconsistent data** in relation to both NAP indicators and other programme or project level results. This is due to a combination of factors, including no system to track and measure NAP results, and NAP actions and indicators not necessarily aligned with actual WPS activities. This was particularly the case for MFA engagements, as opposed to MoD and DNP activity. Based on available data, the following observations can be made in relation to achievement of both NAP indicators and wider outputs, outcomes and objectives.

Engagements with a primary focus on **participation** performed better than the other primary themes (protection, domestication of a normative framework on 1325, and mainstreaming) against both NAP indicators and other relevant objectives. Bilateral engagements focused on women's political participation and participation in peacebuilding performed the strongest within this thematic, as well as regional programmes that engaged specialist partners; for example, the *Danish Arab Partnership Programme (DAPP)* work with the Danish partner KVINFO, and UNWOMEN in Mali. Participation of women in peacekeeping was more varied with evidence of more recruitment and better retention of women in the DNP than the MoD, and poor results for women's participation in peacekeeping in the Iraq/Syria PSP and the Horn of Africa PSP.

Engagements with a primary focus on **protection** performed the best in relation to SGBV and, as above, when engaging a specialist partner; for example, the *Regional Development and Protection Programme (RDPP)* work with ABAAD in Lebanon, or bilateral engagement with a GBV recovery centre in Kenya. Results were poorer in relation to targeting protection through livelihoods and income-generation activities. RDPP faced several complex challenges in targeting sustainable and effective livelihoods support to SGBV survivors, with a key lesson learned that SGBV survivors experience multiple vulnerabilities requiring more intensive support to achieve sustainable livelihoods that can support their families, whereas the DAPP appeared more successful through the work of its partner KVINFO. As above, the strongest results were achieved where a specialist partner was engaged, for example KVINFO under the DAPP.

3 FINDINGS

More varied results were observed for engagements with a primary thematic focus on **domestication of a global normative framework on 1325** and **mainstreaming**, with the weakest performance observed in relation to mainstreaming focused engagements. In many cases data was not disaggregated by gender within results frameworks, which made mainstreaming impossible to measure.

Overall, engagements that included funding to **specialist partners with WPS and gender expertise**, including UN agencies, and local and international civil society organisations, also yielded some of the most concrete results – owing to their specialisms in doing this work within their particular contexts (see for example RDPP and UNWOMEN Mali case studies).

Results for the MoD against third NAP actions and indicators are mixed. There are clear areas of success as measured in the 2017 NAP status document. For example, NAP actions were successfully completed in relation to **monitoring the numbers of women and gender/cultural advisers** participating in international missions, integrating gender into training and educational initiatives and **participation in international fora** like NORFEDCO, NATO and other cooperation in the Nordic region. However, **more than half of MoD's NAP actions were not completed**. These all relate to analysis and evaluation exercises; for example, re-evaluating the opportunity to bring in gender/cultural advisers due in 2017, or evaluation of the MoD's Diversity Policy. The general HR strategy and defence action plan for 1325 were also not developed. It is possible that some of these actions have been implemented since the 2017 status update. However, it could be that NAP actions were not realistic, or there was not subsequent resource to fulfil them. There were no targets set on deployment of female peacekeepers or gender advisers to missions, so it is hard to judge achievement here. There was however an increase in the numbers of gender/cultural advisers in missions but these still remained at a fairly low level.

In the 2017 NAP status document for the MoD, two research-related outputs were noted, including a joint research project by the Royal Danish Defence College's Institute for Language and Culture with the Danish Institute for International Studies about the United Nations Multidimensional Integrated Stabilization Mission in Mali (MINUSMA) (DIIS 2016). The Royal Danish Defence College's Institute for Language and Culture also worked on a gender-related project in 2017, although the NAP status document does not provide any detail about the content or its relationship with WPS.¹⁰

10 2017 NAP Status Document Ministry of Defence.

Results for the DNP against the third NAP actions and indicators were more consistent, with **three out of four NAP actions completed and indicators fulfilled. Integration of gender-related issues into training of local police forces**, for example, has seen some strong results. UNSCR 1325 has been integrated into training for overseas policing instructors and a smaller number have been trained in SGBV as an international crime. There has also been an increase in the number of female instructors. In addition, all pre-deployment training now includes aspects on gender and 1325. The DNP has also reached and maintained its target of $\geq 10\%$ Danish female police officers deployed to missions, with a 23% current deployment rate, although the absolute number remains limited given small overall deployment rates. The NAP action not completed relates to integrating gender-related issues in the planning of missions. This is due to the DNP not having any influence on mission strategic plans, which is done in Brussels. However, the DNP is committed to fulfilling this should they get an opportunity.

WHAT FACTORS FACILITATED OR CONSTRAINED THE ACHIEVEMENT OF RESULTS?¹¹

Multiple factors appear to have influenced the achievement of results in different contexts, including funding modality, geographical context, implementing partners and commitment or awareness of the individual staff involved in WPS activities.

Overall, **bilateral engagements** (as defined by Denmark's third NAP and portfolio analysis – where Denmark was engaging bilaterally in one country context) achieved more concrete and consistent results than multilateral and regional engagements. This finding is likely due in part to clearer and more structured monitoring and reporting of results in bilateral engagements, linked to more Danish oversight over accountability. Several MFA stakeholders in Copenhagen and country missions noted that investing in multilateral engagements eased accountability and reporting requirements for Denmark, which in turn eased pressure on Danish staff given limitations in human resourcing. Several Danish stakeholders also referred to Denmark being a 'lean' donor that avoided putting unnecessary accountability and reporting pressures on implementing partners.

These issues aside, the more **direct relationship** Denmark has with bilateral partners at the country level appears to be a key facilitator of more effective results, particularly where individuals are committed to a WPS agenda and have the WPS knowledge and skills, and resources to engage more actively with implementing partners. For instance, a bilaterally funded participatory governance and peacebuilding project

11 (E.g. extent and nature of partnerships, funding modalities, cross-government collaboration, programme management processes).

3 FINDINGS

in Somalia and Somaliland exceeded most of its targets, including those related to engaging women, with the Danish focal point in Hargeisa playing a pivotal role in pushing the project to rethink how to engage women at critical moments. **Lack of resources**, however, continues to be a challenge. For instance, a Danish focal point from the Embassy in Bamako, Mali, noted that Denmark did not have the time or resources to engage more actively in its bilateral engagement with UNWOMEN and were happy for them to continue given the embassy's confidence in their performance (see Annex I for the UNWOMEN Mali case study). It may be that more Danish support is required when working with non-WPS specialist organisations, such as the one mentioned above supported by Denmark's office in Hargeisa.

Geographical context is also a strong factor that has facilitated or constrained the achievement of NAP results. Although results varied across geographical contexts, the most challenges to WPS achievements were observed in **highly unstable and insecure contexts** such as Somalia. In these contexts, conflict and fragility intersect with highly patriarchal social and cultural norms that restrict women's participation in peacebuilding and political governance. Examples of these challenges are evident in the Somalia Stability Fund (SSF) where, for instance, projects have struggled to translate commitments for a 30% quota for women's participation in parliament and other governance bodies into actual appointments (see Annex L for the PSP in the Horn of Africa case study).

TO WHAT EXTENT HAVE NAP ENGAGEMENTS INDICATED EVIDENCE OF WPS/GENDER MAINSTREAMING, AND HOW IS THIS DONE (THROUGH 1325 OR OTHER POLICIES AND STRATEGIES)?

The **poorest results** across the four main thematic areas are for **mainstreaming gender or WPS into non-WPS focused engagements**, and this is evident for engagements that have mainstreaming as either the primary or secondary thematic focus. *A key finding is that although gender, women's rights and WPS are consistently listed as crosscutting themes in Danish country, PSP and regional programme documents and policies, this is rarely reflected in results frameworks.*

Based on consultations with key informants, there are several reasons for this. A key one, particularly for PSP, regional and country programmes, is the **difficulty of integrating multiple sub-engagements under a coherent programme results framework**. This means that programme results frameworks are driven by individual project results frameworks, and there is little evidence of Denmark mandating the inclusion of WPS indicators or sex-disaggregated data. Several Danish stakeholders in both Copenhagen and at mission level suggested that this was partly driven by the Danish tendency to be a 'lean donor' and limit requests made of partners, as mentioned further above. One stakeholder at mission level did, however, suggest that some mechanisms

were in place to support better mainstreaming. For instance, attention to mainstreaming may be reflected in the selection of engagements, with preference sometimes given to those with clear WPS or gender elements and indicators. Further, programme appraisal processes should lead to the adjustment of results frameworks if gender is not adequately captured. This should be integrated into quality assurance processes around appraisals.

The findings of this evaluation suggest that **programme appraisals are not always translated into effective mainstreaming**. In the PSP in the Horn of Africa, it appears that an appraisal of the first phase that recommended more attention to gender mainstreaming and analysis was not incorporated into the final programme document (see Annex L). One MFA stakeholder in Copenhagen confirmed that appraisals are not always effective facilitators of more comprehensive attention to WPS in programme documents. In particular, it was suggested that the Peace and Stabilisation Fund (PSF) Inter-Ministerial Steering Committee, which oversees PSPs, could easily reject appraisal recommendations if they were perceived to lack relevancy. A key challenge reported in this regard was the lack of capacity or commitment to gender and WPS within the committee, which meant that appraisal recommendations related to gender mainstreaming were unlikely to be adopted.

Another gap identified was the **lack of gender marking of humanitarian project proposals – as per the NAP indicator**. One Danish stakeholder in Copenhagen noted a particular constraint around the lack of attention to gender in the vetting for established funding streams with Danish NGOs. This restricts the extent to which demands for significant change can be made around individual engagements. Nevertheless, there are clear possibilities for improving attention to gender mainstreaming in humanitarian partner organisations, some of which are being implemented. For instance, when partners are submitting new proposals there are some criteria used to measure success, one being attention to vulnerable groups, including women and girls. This could be elaborated to have a clearer set of criteria, for example that results frameworks and indicators are disaggregated by gender and other dimensions. Further, extent of gender mainstreaming and WPS focus could be included in the annual consultation with humanitarian and civil society strategic partners.

WERE NAP ENGAGEMENTS WITH A PARTICULAR THEMATIC FOCUS MORE SUCCESSFUL THAN OTHERS, AND WHAT ACCOUNTED FOR SUCCESS OR NON-SUCCESS?

Each NAP engagement had a primary focus on one of four themes: domestication of a normative framework on 1325, participation, protection, and mainstreaming.

3 FINDINGS

Overall, the strongest results were observed for engagements with **participation** as their primary theme. This may partly be due to the more quantitative nature of indicators under this thematic which made it easier to assess whether targets had been met. Efforts to promote women's political participation were reasonably successful; for example the DAPP's work on supporting female electoral candidates, the National Democratic Institute's (NDI) work in Mali on *Gender mainstreaming of NDI election activities*, and *Mali core funding for UNWOMEN's work on high-level peace mechanisms*. PSP engagements saw more varied results for political participation, particularly in the Horn of Africa where the Somali context was cited as being particularly challenging, and where previous gender mainstreaming approaches were weak. Results related to women's participation in peacebuilding were also varied but with some clear successes within bilateral engagements in Somalia and Somaliland, and Mali. Results related to promoting women's participation in peacekeeping were weaker, in particular under the Iraq-Syria PSP and the Horn of Africa PSP. Overall the participation thematic is where the most challenges were reported related to implementation.

As discussed above, the weakest results across the four main thematic areas were observed for engagements with '**mainstreaming**' as their primary theme.

The engagements with **protection** as a primary theme saw the largest number of engagements with either no NAP action listed, NAP actions not completed or if completed, results either not achieved or unclear. Many of the second NAP engagements included in the portfolio (and for which documentation of results was difficult to obtain) were predominantly aligned with protection. Further, several newer protection engagements were conceived after the development of the third NAP (and thus are not listed in the NAP document). Where results are available, the most concrete results were observed for SGBV engagements. Denmark is also emerging as a leader in linking SGBV and SRHR in humanitarian emergencies, including hosting the Danish Forum on SRHR in Humanitarian Assistance in September 2018. Denmark is also funding the research sub-working group of the Interagency Working Group (IAWG) on Reproductive Health in Crises, which is conducting research on what works on the ground in SRHR and SGBV response.

The majority of NAP activity related to supporting **domestication of a global normative framework on 1325** focused on multilateral engagement; in particular, support to institutional structures and policies on 1325/WPS within multilaterals and multilateral missions. However, the most concrete NAP results were documented within engagements at a country level in relation to adoption of new NAPs in South Sudan and Mali, for which Denmark was a key partner contributing to both processes.

TO WHAT EXTENT HAVE NAP ENGAGEMENTS BEEN IN LINE WITH THE NEEDS OF THE MOST VULNERABLE GROUPS, INCLUDING WOMEN AND GIRLS?

Humanitarian engagements supported by Denmark make various references to meeting the needs of the most vulnerable groups. This **attention to appears to have strengthened** in recent years. For instance, the UNFPA-implemented Innovations to Eliminate Gender-Based Violence in Humanitarian Contexts (2014-2019) makes explicit reference to reaching specific categories of women and girls, such as young girls being particularly vulnerable to trafficking, and women and girls with disabilities, and improved on earlier documentation (see Annex K). However, these references are still limited to a select number of countries; for instance, reaching women and girls with disabilities in Palestine. A targeted intersectional approach that identifies vulnerability according to the interconnected identities of women and girls would enhance project impact in reaching the most vulnerable populations.

According to a MFA stakeholder in Copenhagen, the **humanitarian team makes concerted efforts** to ensure that implementing partners address the needs of the most vulnerable populations. For instance, attention to vulnerable groups, including women and girls, is a criterium for Danish selection of humanitarian proposals, with information requested about specific beneficiary groups. An example was provided of an organisation that submitted a proposal on birth delivery, with attention just to pregnant women. In the proposal review process, the humanitarian department requested additional details, including whether pregnant women targeted would be young/older, young mothers, poor or from female-headed households. Thus, an intersectional approach is supported by Danish humanitarian staff, although 'intersectionality' is not necessarily a term commonly used by the MFA or in project documentation.

Attention to implementing an **intersectional approach is much less visible in development cooperation, security and stabilisation engagements**. Danish programme and country policy documents all contain sections on gender and women's rights, more recently alongside a human rights based approach. Much of this documentation includes an analysis of gender in specific contexts that identifies women and girls as vulnerable. However, this is rarely extended to a deeper analysis of how intersecting identities increase or reduce vulnerability. At the monitoring and evaluation level, results frameworks tend to include women as a homogenous group.

TO WHAT EXTENT WERE INDICATORS USED IN THE NAPS APPROPRIATE FOR CAPTURING RESULTS FROM NAP ACTIONS?

As discussed earlier in this report, a basic limitation in assessing results of NAP engagements was the lack of or inconsistent data in relation to both NAP indicators and other programme or project level results.

3 FINDINGS

The evaluation team experienced missing documentation or information across engagements, including lack of progress, monitoring and evaluation reports or unclear information in existing reports. The NAP indicators themselves were also not systematically measured through any M&E processes, so some indicators were ignored, appear irrelevant to the subsequent engagement's activities, or were never communicated to those implementing the engagements (lead departments or implementing partners) and thus not measured. This was particularly the case for MFA engagements, as opposed to MoD and DNP activity.

WHICH TYPES OF ENGAGEMENTS HAVE BEEN THE MOST SUSTAINABLE AND WHY?

The **best examples** of sustainable approaches to WPS activity identified seem to be those that included partnerships with – and targeted capacity building and financial support to – national civil society and government partners; collaboration with and support to long term multi-stakeholder or multilateral structures in-country; and engagements working with and through UN agencies.

Despite some significant challenges, discussed further below, examples of success include the following.

- Through earmarked Danish support to UNWOMEN core funding in Mali, **embedding technical assistance within government structures** over several years and supporting national NAP domestication processes has had clear sustainability benefits compared to other potential approaches (see Annex I).
- Work through the Somalia UN Multi-Partner Trust Fund, which embedded gender advisers within the Somali Ministry for Women and Human Rights and supported establishment of a national task force on women in Parliament. UNWOMEN was also funded by Denmark under the MPTF, which helped to align Danish support with wider UN efforts and strategy in Somalia on the WPS agenda. Although staff from the Danish embassy in Nairobi noted that there were some challenges with the UNWOMEN component of the engagement, mainly related to capacity gaps, with UNWOMEN-specific funding discontinued more recently.
- **Bilateral support** for WPS engagements with **close oversight from Danish stakeholders**, particularly with non-WPS specialist implementing partners, has had clear sustainability benefits, with learning about what works to address the needs of women and girls being incorporated into subsequent projects funded by other donors. Danish human resources supporting this learning have been critical to success.

- Contributions to the Joint Peace Fund in Myanmar which had a strong focus on achieving benefits for women and girls, accompanied by a **clear Fund-wide strategy, integration into M&E and gender adviser capacity** within the fund.

Several **challenges** to the sustainability of NAP engagements were identified in this report, with some specific findings on sustainability emerging from the portfolio analysis and case studies. Some key lessons regarding sustainability are synthesised below.

- Sustainability of NAP engagements is linked to **support for a WPS agenda** and a recognition of its **relevance and importance among key stakeholders**. The NATO case study identified lack of buy in, or perceptions of irrelevancy of gender and WPS, as both obstacles to progressing on 1325 commitments and a threat to the sustainability of gains made (see Annex G).
- There were several examples of NAP engagements that have not been or are unlikely to be sustainable due to **insufficient attention to addressing structural and gender inequalities**, including patriarchal and militarised structures. For instance, in the PSP in the Horn of Africa case study, local level peacebuilding efforts have lacked sustainability where insufficient attention was paid to patriarchal systems of control over women's decision making. Training of female peacekeepers has lacked sustainability where hierarchical military structures have prevented the participation of lower ranked women, often those most in need of capacity support (see Annex L).

An issue that emerged across the evaluation was the importance of localisation, particularly **sustaining peacebuilding efforts by funding local actors**, in line with Grand Bargain commitments. This issue was raised in several interviews with civil society focal points who stressed that there were **large gaps in donor attention to resourcing women's rights organisations and WPS civil society actors at the local level**, particularly through earmarked funding. Denmark is also perceived to be responsible for this gap in funding local-level women's CSOs.

The portfolio analysis suggests that although there are few examples of Denmark providing direct funding support to civil society, there are multiple engagements in the NAP portfolio targeting support for local women actors, in peacebuilding efforts in particular. However, this support isn't very visible because of the general lack of adequate monitoring, reporting and learning, which makes it difficult to observe achievements in this area. This is in turn linked to many of these engagements being funded through multilateral partners, pooled funds or through larger regional programmes where results are more difficult to capture.

3 FINDINGS

The portfolio analysis found that some types of WPS engagements may be more successful when funded bilaterally, particularly in contexts where encouraging women's participation and changing social norms are highly challenging, in part due to the more direct support that Denmark could provide. Success was also observed in deliberate attention to supporting local civil society actors in multilateral engagements. This suggests that there needs to be more strategic thought directed towards the funding modality of WPS engagements.

3.2 Evaluation question 2: Results of the NAPs against stated objectives

BASED ON EVALUATION QUESTION 1, WHAT ARE THE RESULTS OF THE NAPs AGAINST THEIR STATED OBJECTIVES TO ADDRESS AND ENHANCE WOMEN'S FULL AND EQUAL PARTICIPATION, PROTECTION OF WOMEN, TRANSITIONAL JUSTICE AND MAINSTREAMING OF GENDER EQUALITY IN HUMANITARIAN EFFORTS AND INTERNATIONAL OPERATIONS?

Overall, Danish NAP engagements have been moderately effective in contributing to the WPS objectives of the NAPs. Where engagements have been observed to be less effective and linked to poorer impact, lack of human and other types of resourcing is a contributing factor. The lack of a clear monitoring and tracking system for the NAP is an important gap and is part of broader limitations in the costing framework and allocated budget for NAP implementation. Funding modalities for NAP engagements at the country and regional levels appear to be ad hoc rather than strategic, raising questions about the efficiency of Danish spend on WPS engagements.

Although there has been wide coverage of NAP engagements according to thematic area, geography and type of engagement (bilateral, multilateral and regional), there is little evidence to suggest that this coverage was strategically driven by the NAPs. There is also limited evidence that the NAPs themselves have been relevant drivers of Danish commitment to WPS or strategic decision-making about WPS investment. WPS achievements have been more widely driven by individual and cultural factors rather than institutional or strategic factors. The explicit de-prioritisation of a WPS and 1325 agenda within the MFA has likely contributed to the NAP's decreasing relevance over time.

TO WHAT EXTENT HAVE NAP PORTFOLIO ENGAGEMENTS CONTRIBUTED TO THE OVERALL OBJECTIVES OF THE NAPs?

The focus on participation and protection within NAP engagements, as highlighted by the portfolio analysis, clearly aligns with the overarching objectives outlined within the second Danish NAP, which continue to act as a guiding framework for the third NAP, notably:

1. Achieving greater, active **participation** of women in peace building at international and local levels (third NAP: “Support the full and equal participation of women in prevention and resolution of conflicts, peace negotiations, peacebuilding, peacekeeping, humanitarian response and in post-conflict reconstruction in accordance with SCR 1325”).
2. Enhancing the recognition of the **special needs and rights** of women and girls before, during and after armed conflicts;
3. Providing **protection** of girls and women against violence, including gender-based violence, such as rape and sexual abuse, and ending impunity for gender crimes.¹²

More could be done however to enhance the *recognition of the special needs and rights of women and girls before, during and after armed conflicts* through mechanisms such as the Peace and Stabilisation Fund (PSF). Regional peace and stabilisation programme (PSP) results from a gender and WPS perspective were generally weaker than bilateral and multilateral engagements. Some of this relates to the persistent barriers to women’s participation in contexts such as Somalia, as reported by PSP Horn of African stakeholders (see Annex L for PSP Horn of Africa case study) but there is also evidence that **Denmark is not making the most of the PSF at a strategic, global level to promote WPS objectives**. There is no overarching strategy, M&E system or targeted incentives to promote WPS mainstreaming into the PSF. Although the Guidelines for the PSF (MFA and MoD 2018b) contain a brief section on the importance of addressing human rights, gender and youth, no guidance is given on how this should be done and there is no reference to tools or checklists that would aid a gender mainstreaming approach.

The contribution of NAP portfolio engagements towards the additional strategic priorities in the third NAP, outlined below, is less consistent:¹³

1. Actively promote **gender aspects of the Responsibility to Protect and transitional justice** programmes to end impunity for sexual and gender-based violence in conflicts (somewhat echoes objective three above from the second NAP).
2. Participate in the **International Dialogue on Peacebuilding and State-building** and focus on implementing the New Deal and its embedded five peace and state building goals, which require systematic inclusion of a gender perspective.

12 These objectives are outlined on page 9 of Denmark’s second NAP 2008-2013.

13 These strategic priorities are outlined on page 9 of Denmark’s third NAP 2014-2019.

3 FINDINGS

3. Focus on **promoting women as peace-builders** in specific country programmes in fragile and conflict-affected states with a particular focus on active involvement of multilateral actors.
4. Work to ensure that **international operations and humanitarian efforts** include a clear gender perspective.

Whilst the portfolio analysis identified women's participation in peacebuilding as an area of relative strength for Denmark's NAP activity, there was little focus on gender aspects of the **Responsibility to Protect (R2P) agenda** or **transitional justice**. The only work on R2P identified for this evaluation was at the UN mission in New York, where Denmark has been active in making relevant statements in the UN Security Council and General Assembly on the protection of women.¹⁴ Only two out of 36 engagements had a focus on transitional justice, although both saw strong results: Denmark's bilateral contribution to UNWOMEN's core funding in Mali, and Danish support to The Day After in Syria through the Syria-Iraq PSP. Strong results are particularly visible for the UNWOMEN engagement in Mali, where transitional justice mechanisms have been successful in increasing women's leadership and testimonials from women survivors of SGBV.

Engagements targeting **women's participation in peacebuilding** comprise the dominant focus of participation thematic work, particularly within bilateral engagements, and to a lesser extent, multilateral engagements. Almost all engagements related to peacebuilding have focused on women's local-level peacebuilding and participation in conflict resolution and mitigation, with few engagements targeting women's higher-level participation in peace negotiations. Interviews with key stakeholders suggest that this has been deliberate, at least at individual country/mission or programme level, with other states such as Sweden, Finland and Norway more active in this space (see Section 3.4 of the report), and Danish staff attempting to carve a stronger niche in support to women's participation in local-level peacebuilding. However this does not necessarily represent a strategic choice on behalf of Denmark at a higher level since no evidence was found of this when reviewing other policy documents, but rather may reflect the recognition by staff in missions or Copenhagen level that investment in local level peacebuilding is important and in many cases, a gap on the ground where Denmark can support. This is also in line with the findings of a recent piece of research conducted on Nordic cooperation on peace and conflict resolution (Hagemann & Bramsen 2019). There is therefore an opportunity for Denmark to better integrate this thematic into strategic policy under the fourth NAP and beyond.

14 Stakeholder interview with Danish representative to UN in New York.

There has been less focus on and weaker results in relation to integrating gender into **international operations**, including in peacekeeping efforts. The portfolio analysis suggests that the MoD and DNP have focused on WPS-related training and recruitment of women; however, the MoD in particular has struggled to retain female recruits. At the international level, a focus specifically on training and recruitment has not necessarily led to impact on the ground. For instance, the case study of the PSP in the Horn of Africa (see Annex L) found that the women in peacekeeping missions most in need of capacity building are not necessarily the ones who have access to training. Further, women in peacekeeping are not necessarily being recruited into protective environments with adequate resources.

HAVE THE NAPS BEEN A RELEVANT INSTRUMENT FOR IMPLEMENTATION OF DENMARK'S WPS PRIORITIES?

Interviews with key Danish stakeholders revealed widespread perceptions that the first and second NAP were important in driving forward the importance of the 1325 agenda for Denmark, but that the third NAPs has not been the critical driver of Danish WPS priorities, though it is often difficult to separate the impact from other plans, strategies and policies.

There are however a number of examples of how the NAP has been useful in driving forward a WPS agenda. These are mostly in relation to Danish multilateral contributions, including to NATO and the EU. Two stakeholders who previously worked in the Danish mission to NATO in Brussels suggested that although the NAP did not necessarily drive commitment to a WPS agenda, the NAP document had been useful in legitimizing attention to 1325. For example, according to one Danish stakeholder, the NAP had been useful in mobilising support in Copenhagen for a Danish voluntary contribution to the office of the NATO Special Representative for WPS (see Annex G, NATO case study). The NAP was also noted to have been useful in feeding into EU council conclusions, particularly when states disagreed on the right language to use (see Annex H, EU case study). The NAP appears to have had less relevance in the Danish mission to the UN in New York, with the Danish 1325 focal point suggesting that the NAP does not contain anything specific related to the everyday work of the mission. Nevertheless, he expressed hope that this would change with the fourth NAP. Strengthening the 1325 political mandate from Denmark could contribute to Denmark's 2024 campaign for inclusion in the UN Security Council in 2025-2026, should Denmark decide to run.

The question of whether the NAPs have been relevant instruments for the implementation of Denmark's WPS priorities is in some ways difficult to answer given the temporal nature of how they have intersected with other key plans, strategies and policies. For example, one MoD stakeholder suggested that the MoD's Diversity Policy has likely been

3 FINDINGS

more responsible than the NAP for MoD commitment to and success in recruitment of women. However, it is possible that the redevelopment of the MoD's Diversity Policy in 2011 was itself partly driven by the vision included in the second Danish NAP. One MFA stakeholder suggested that the question of what has driven Danish commitment to WPS is a bit of 'chicken or the egg' based on the fact that Denmark has a NAP based on its commitment to women's rights and gender equality. Various stakeholders emphasised that although the first and second Danish NAPs were pivotal in driving forward the importance of a 1325 agenda for Denmark, the third NAP has been less relevant for driving change.

Several reasons were provided for why the third NAP in particular has lacked relevancy.

- Because the third NAP was based on **indicators linked to very specific engagements** rather than a Danish vision, it has lost relevance for stakeholders, particularly those who are not implicated in specific engagements outlined in the NAP.
- The specific structure and content of the third NAP **does not allow the flexibility** to shape or provide direction to **new global and Danish priorities** as they arise. For instance, both the second and third Danish NAPs are weak in attention to how a 1325 agenda intersects with displacement. Subsequently, a growing focus on the refugee crisis and migration lacks strategic links to the NAPs and Denmark's WPS priorities.
- Denmark is **less active in deployments to peacekeeping missions**, and this has likely detracted attention from a WPS agenda.

Stakeholders interviewed for the evaluation repeatedly stated that gender equality and WPS are key features of and priorities within Danish development cooperation, humanitarian assistance and military and peacekeeping engagements. This is strongly reflected in the documentation reviewed for the evaluation, where gender equality and/or WPS are referenced across policy, strategy and programme documents as crosscutting themes. Nevertheless, MFA stakeholders both in Copenhagen and missions also reported that clear messaging had been given to de-prioritise gender and WPS. One stakeholder in Copenhagen noted that Denmark's official development aid (ODA) reduced from 0.84 to 0.7%, leading to cutbacks on several priorities, including gender and WPS, with MFA decisions made to 'do maintenance' rather than focus on new engagements.

At the mission level, the de-prioritisation of a WPS agenda has caused some confusion. According to one staff member in the Danish Embassy in Nairobi:

“There is a strong recognition in the field that 1325 is important in Somalia and also in Kenya, but there was a directive from Copenhagen to downsize prioritisation to the NAP and 1325. This may have changed the perspective in Copenhagen, but in the field if you want to work on peace, security and stabilisation, you have to work on gender. We cannot downsize prioritisation here at the field level, so it is strange and a bit confusing to see those directives.”

Several MFA stakeholders also reported confusion about having to report on NAP indicators in the 2017 NAP status update requested by parliament after being told to downsize prioritisation to 1325.

TO WHAT EXTENT DID THE NAP DRIVE DENMARK’S WPS ACHIEVEMENTS, AS COMPARED TO WPS ACHIEVEMENTS DRIVEN BY OTHER MEANS? WHAT IS THE VALUE ADDED OF THE NAP?

The findings of the evaluation suggest that although earlier NAPs may have been important to framing Denmark’s commitment to 1325 and a WPS agenda, **Danish WPS achievements in more recent years have been largely disconnected from the NAP.** The desk review identified references to the Danish NAP in country programme and policy documents during the period spanning the second NAP; however, these references have waned over the period of the third NAP and are almost entirely absent from Danish policies, programme documents and strategies. There are some references to UNSCR 1325 in more recent documentation; however, not specifically in relation to the Danish NAP.

Interviews with key stakeholders confirm these findings. Almost all stakeholders interviewed for the evaluation, both in Copenhagen and in field missions, suggested that the NAP was not a document they referred to or used in their daily work, and some staff had not heard of it or read it until being requested by the parliament to report on the NAP status in 2017. Key stakeholders were asked about what has driven Danish commitment to WPS and achievements in this area, if not the NAPs. There were several responses to this question:

- Almost all Danish stakeholders interviewed for the evaluation referred to attention to gender equality and women’s rights being a ‘natural’ part of Danish culture and identity: *‘gender is just what we do’.*
- Stakeholders in both Copenhagen and at the mission level suggested that currently, the ‘World 2030 - Denmark’s strategy for development cooperation and humanitarian action’ (MFA 2017a) is a more important driver of decision-making related to WPS issues.
- Several stakeholders also referred to specific individuals driving forward commitment to a WPS agenda; in particular, the former Minister for Development Cooperation, who was named as pivotal

3 FINDINGS

in decision-making to support WPS issues, including in relation to SGBV and SRHR.

- At the mission level, several Danish stakeholders suggested that attention to WPS was rooted in a personal or individual recognition that lack of attention to gender equality and women's rights in fragile and conflicted affected settings (FCAS) would be damaging.

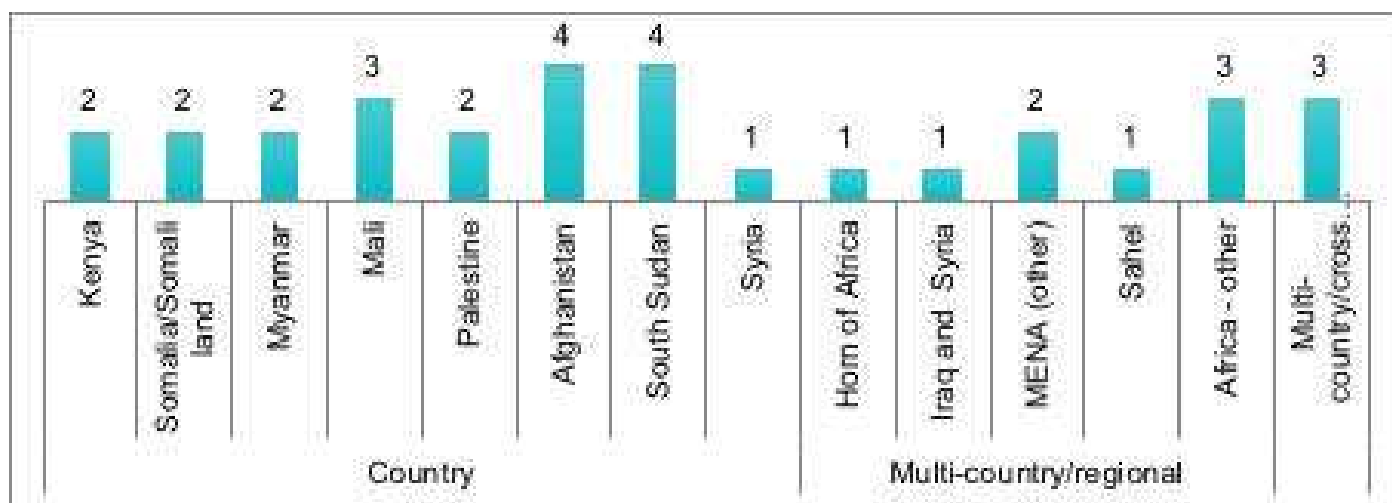
According to these responses, although the 'World 2030' features as an important policy document, WPS achievements have been more widely driven by individual and cultural factors rather than institutional or strategic factors. References in particular to gender equality being inherent in Danish culture appear to be driving some complacency in terms of attention to WPS, with the perception that 'we are Denmark, we just do it' replacing more targeted and systematic attention to WPS priorities.

TO WHAT EXTENT HAS DENMARK BALANCED DIFFERENT THEMATIC, GEOGRAPHICAL AND TYPES OF ENGAGEMENTS IN ORDER TO ENSURE COVERAGE OF 1325 PRIORITIES?

The dominant themes within the NAP portfolio in terms of each engagement's **primary theme are protection and participation**. Just over a third of the portfolio (13 engagements, or 36%) had 'protection' as a primary theme, with a similar number (12 engagements, or 33%) focused primarily on 'participation'. Fewer engagements had 'domestication of a global normative framework on 1325' and 'mainstreaming' as their primary themes, with 16% and 14% of the portfolio respectively. In the analysis of relevant themes across all engagements, protection and participation remained two of the most significant, but **mainstreaming** was identified across the largest number of engagements. Around 27%, or 23 engagements, include some element of 'mainstreaming' relevant to WPS.

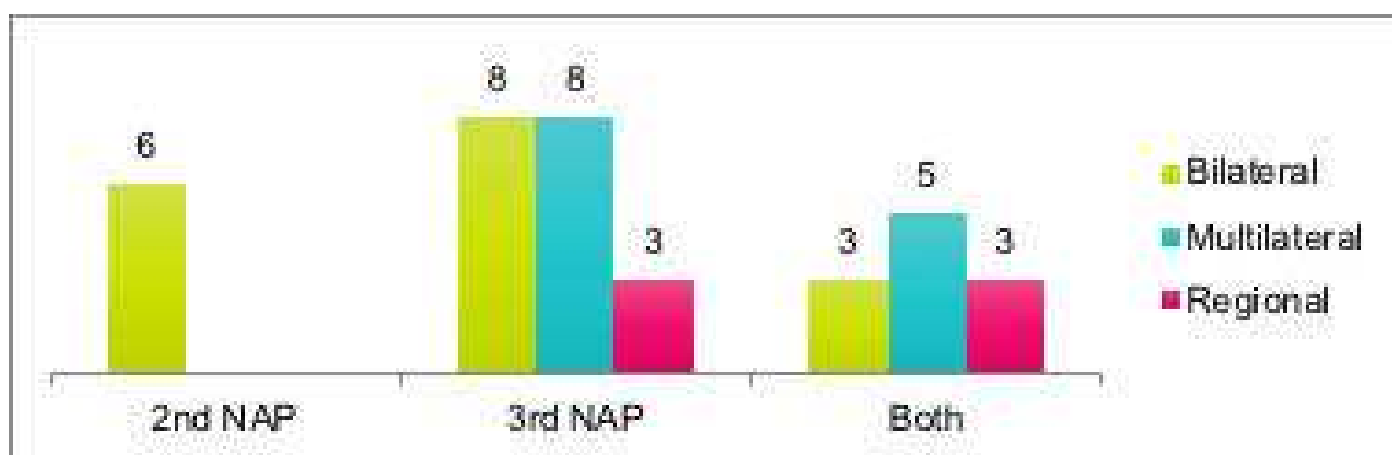
The engagements are spread across a range of geographies, with the highest number of engagements (over a third) being multi-country in nature, three of which are implemented across different global regions (Figure 1). **Afghanistan** and **South Sudan** have the highest number of engagements in a single country, with four engagements in each. Other significant geographies are Sahel Region (particularly Mali) and the Horn of Africa (predominantly Kenya and Somalia/Somaliland), where there is both a regional PSP as well as several single-country engagements. The Middle East and North Africa (MENA) region also features geographically, with Iraq and/or Syria being a major focus, and Iraq, Jordan, Palestine, Lebanon and other MENA countries targeted through regional programmes such as the RDPP and the DAPP.

FIGURE 1: PORTFOLIO BY GEOGRAPHY



The majority of NAP engagements (19) fall under the third NAP period with a balance of largely bilateral and multilateral engagements (see Figure 2). Six engagements (all bilateral) fall within the second NAP period and eleven engagements cross over both NAP periods, comprising five continuing multilateral engagements (e.g. UN, EU, NATO), three regional engagements and three bilateral engagements.

FIGURE 2: SPREAD OF ENGAGEMENTS ACROSS NAPS



Although the majority of engagements are overseen solely by the MFA, three regional engagements (all PSPs) involve NAP stakeholder collaboration (two between the MFA and MoD, and one between the MFA, MoD and DNP) and two multilateral engagements involve stakeholder collaboration (MFA and MoD in the NATO engagement and MFA and DNP in the EU engagement).

3 FINDINGS

Overall the portfolio is comprised of an equal number of multilateral and bilateral engagements (15 of each out of 36, or 42%). The remaining six engagements (16%) are comprised of regional programmes such as the DAPP, RDPP and regional PSPs.

Despite wide coverage of NAP engagements according to thematic area, geography and type of engagement (bilateral, multilateral and regional), there is **little evidence to suggest that this coverage was strategically driven by the NAPs**. The Horn of Africa and the Sahel region are noted as priority regions for Denmark in the 'World 2030: Denmark's strategy for development cooperation and humanitarian action' (MFA 2017a) and in other Danish policies and strategies. However, there is no specific reference in the third Danish NAP to priority countries and regions. This may be due to shifting Danish priorities over time; however, stakeholders interviewed for the evaluation suggested that the NAP consisted of a 'hodge-podge' or 'cherry-picking' of WPS-related engagements, predominantly those that were already in existence or planned at the time of NAP drafting, rather than strategically selected engagements balanced in favour of Danish priorities.

TO WHAT EXTENT HAS DENMARK'S INTERNAL CAPACITY BUILDING ON 1325 AND WPS ISSUES, INCLUDING IN PEACEKEEPING AND MILITARY ENGAGEMENTS, BEEN EFFECTIVE IN CONTRIBUTING TO THE NAP OBJECTIVES?

Capacity building on 1325 and WPS issues is **clearly integrated into MoD and DNP NAP indicators and achievements**, particularly in relation to peacekeeping mission pre-deployment. Although MoD training covering WPS issues is not necessarily framed in WPS-specific language, content on 'cultural awareness' is streamlined through pre-deployment training and this incorporates attention to gender and women's rights. MoD training also covers specific thematic content on preventing sexual exploitation and abuse (PSEA) in peacekeeping missions.

The DNP has an instructor pool, in which a smaller number of police officers are specially trained to perform various training assignments for local police around the world. This pool of almost 50 instructors is deployed to participate in various types of training, including on 1325-related topics in order to build knowledge and capacity within the instructor pool. Examples of training that DNP instructors have participated in include SGBV training for police on how to handle SGBV and rape as a weapon of war, and rapid justice reaction training to prepare investigators and judicial experts to investigate SGBV in conflict areas. Four police instructors are currently capacitated to instruct 1325 topics and work as gender advisors and 25% of Danish trainers (11 out of 44) are women.

Internal capacity building on 1325 and WPS is much less visible among senior MFA staff or field mission staff (MFA, MoD or DNP). Interviews

with stakeholders in Copenhagen and in field missions suggested that pre-deployment training on 1325, WPS or gender more broadly is not a requirement for field mission staff and it is unclear if such training is made available.

Field mission staff in particular suggested that **WPS pre-deployment training would be useful**, although the content of it should be tailored to their needs given that mission staff would require different knowledge and skills than advisors and peacekeepers. For instance, one field mission staff member suggested that training on gender mainstreaming was not available but would be helpful given that gender is a crosscutting theme in Danish policies and programmes, including in the PSP.

Underneath the gap in internal capacity building on WPS lies the belief that although military training should be required, non-military and civilian Danish staff do not require internal capacity building on gender or WPS given that gender equality is a 'natural' part of Danish way of life and has largely been internalised among Danish civil servants. Several civil society focal points in Copenhagen and in other settings suggested that the tendency for internal capacity building to be targeted towards military rather than civilian engagements is part of the external-looking nature of NAPs in Denmark and in other like-minded countries.

Despite some **perceptions that Danish MFA staff are capacitated enough** in WPS to mainstream gender in development cooperation, humanitarian and peace and stabilisation engagements, the weak portfolio results observed in mainstreaming, and poor integration of sex-disaggregated data and gender analysis in results frameworks may **suggest otherwise**. One Danish stakeholder in Copenhagen suggested that gender advisors were rarely if ever integrated into consultant teams developing documents for country or regional programmes due to lack of prioritising human resource funding in this area.

TO WHAT EXTENT HAS DENMARK EARMARKED BUDGETS FOR NAP IMPLEMENTATION EITHER AT THE OVERALL NAP LEVEL OR FOR SPECIFIC WPS ACTIVITIES? WHAT HAS BEEN THE DRIVER OF EARMARKING?

There are two levels of resourcing that are key to enabling successful NAP implementation: resourcing the implementation of the NAP itself, and resourcing NAP engagements. The evaluation findings suggest that there are gaps in particular in the first type of resourcing.

Resourcing NAP implementation

Lack of human resources in the MFA to support WPS and gender mainstreaming in NAP engagements is part of a broader gap in resourcing the implementation of the NAP. The Danish NAP does not include a costing framework, or an allocated budget for its implementation. Lack of resourcing appears to be further driven by the de-prioritisation of a WPS agenda. This is visible, for example, in perceptions in Brussels

3 FINDINGS

that Denmark has withdrawn its 1325 attention from the EU, with the Danish seat in the EU 1325 Informal Taskforce reported by a number of stakeholders to be largely vacant (see Annex H, EU case study). MFA staff members both in Copenhagen and at the mission level in different countries stressed that attention to WPS was only one of many competing responsibilities.

Another key gap in NAP resourcing to emerge from interviews with stakeholders and key informants was the shortage of funding to civil society at the domestic level. Civil society focal points in Copenhagen and in other European settings emphasised that if governments want to improve their work on WPS and be more accountable, inclusive and impactful, funding civil society is vital. There was some recognition in Copenhagen that larger NGOs had more ability to access funding to engage in WPS activities, including through strategic partnerships with the Danish MFA. However, focal points emphasised the need to fund smaller CSOs in order to facilitate their involvement in WPS advocacy and consultations.

Resourcing NAP engagements

It is evident from the portfolio analysis that there has been significant spend on NAP engagements, with particularly large spend on broader PSP and regional engagements that attempt to mainstream gender or WPS. However, the finding that mainstreaming has been poor overall suggests that this spend has not necessarily been effective or efficient in pursuing a WPS agenda.

There is little evidence of budgets allocated specifically for NAP implementation at the global level. There is some earmarking of funds for specific WPS activities at the regional and country level and these engagements generally achieved good results. There were three particular engagements linked to earmarked funding that have shown strong results or appear to be promising.

1. Under the *Danish Arab Partnership Programme, 2013-2016*, impressive results were achieved by the targeted WPS partner KVINFO within their activities across target countries for the period 2013-2016 (no evidence was provided for 2017-2022). This appears to be a result of funding a partner with specialist expertise in WPS able to identify priorities and entry points.
2. Through earmarked Danish support to *UNWOMEN core funding in Mali*, UNWOMEN has taken to embedding technical assistance within the Ministry for the Promotion of Women, Children and Families and providing significant resources to the domestication and institutionalisation of Mali's NAP. This approach has had clear sustainability benefits compared to other potential approaches. UNWOMEN cited the funding of their WPS P4 adviser by Denmark

as a key enabler of their achievements with the Ministry and in securing cross-government engagement in Mali's NAP implementation. UNWOMEN also reported that the funding of a dedicated staff team in UNWOMEN over multiple years via the core funding approach taken by Denmark had enabled more flexible, adaptive and context-appropriate support to WPS in Mali (see Annex I).

3. Under the *Africa Programme for Peace*, the Danish embassy in Addis is currently taking the lead on WPS engagements in the AU and there is a new WPS earmarked engagement worth 25 million DKK to support 1325 coordination in the AU. It is hoped that this will improve WPS results under the APP which have been poor to date due to weak gender mainstreaming.

When asked about earmarking funding for the implementation of WPS engagements, MFA stakeholders in both Copenhagen and at the field mission level expressed caution in doing so for several reasons. One MFA stakeholder at the mission level suggested that earmarking funding for specific engagements required resources to follow those engagements, which was challenging in a resource-limited environment. Another MFA stakeholder in Copenhagen suggested that donors should be cautious of earmarking funding for WPS as a particular focus on certain thematic areas might lead to gaps in other important areas.

TO WHAT EXTENT ARE STAFFING RESOURCES FOR NAP IMPLEMENTATION, MONITORING AND REPORTING SUFFICIENT FOR CARRYING OUT A WPS AGENDA?

The **lack of a systematic monitoring and reporting mechanism** for the NAP is a key gap identified in the evaluation. There has been no system established for awareness raising or lesson learning across NAP stakeholders on 1325 portfolio implementation. Several stakeholders noted that they had not read the third NAP and were not aware of NAP actions or indicators corresponding to their work until requested to submit reporting data for the 2017 status update. This gap in recording WPS achievements suggests a blind spot and underreporting of Danish WPS efforts and achievements, and limits Denmark's capacity to contribute to the global evidence base on what works and what doesn't work in advancing a WPS agenda.

This blind spot is further compounded by Denmark's tendency to be a 'lean' donor and limit requests made of partners to integrate WPS indicators and sex disaggregation of data into results frameworks (as observed in Section 3.1). This is a particular issue at the field mission level. Feedback from the MFA in Mali suggested that although Danish support to UNWOMEN had contributed to strong results, these contributions were not systematically captured within a monitoring framework and there has been no mechanism for reporting them to Copenhagen.

3 FINDINGS

This was felt to have weakened prioritization of WPS objectives within the Danish Embassy in Mali.

The tendency to be a 'lean donor' is as much about lack of human resources as it is about easing pressures on implementing partners. As outlined in Section 3.1, the evaluation identified broader gaps in human resourcing to support NAP implementation and engagement. At the field mission level, Danish staff are stretched across multiple and competing priorities and there is little if any support from dedicated gender advisors.

3.3 Evaluation question 3: NAPs and stakeholder cooperation

HOW HAVE THE NAPs BEEN USED AS A FRAMEWORK FOR STAKEHOLDER COOPERATION? WHAT HAS BEEN THE ADDED VALUE OF THIS COOPERATION?

The third NAP in particular has not been **relevant** to NAP signatories (MFA, MoD, DNP). Stakeholders overall felt that the third NAP lacked policy relevance to their everyday work, and to any strategic vision for advancing a WPS agenda.

The NAP has not been an **effective** framework for stakeholder collaboration. Any observations of enhanced collaboration were attributed to the Whole of Government Approach rather than the NAP. The Inter-Ministerial Working Group (IMWG) has not been an **effective** forum for strategic collaboration between the three NAP signatories, with no ToR or direct outputs from the group contributing to a lack of **effectiveness**.

The role of civil society in the development, drafting and monitoring of the Danish NAP has been limited, and its role in NAP consultations can be better described as ad hoc and fragmented. Denmark's lack of **effective** engagement with civil society has negatively affected the level of WPS commitment due to civil society not having a formalised role or a clear channel of influence, in turn negatively affecting NAP ownership and **sustainability**.

TO WHAT EXTENT WAS THE DESIGN OF THE NAPs RELEVANT TO THE THREE NAP SIGNATORIES?

Stakeholders overall felt that the third NAP lacked policy relevance to their everyday work, and to any strategic vision for advancing a WPS agenda. There were more mixed perceptions, however, about the extent to which the **actual design** of the third NAP was relevant in a more practical and useful way. As mentioned previously, several NAP stakeholders, including from the three signatories, perceived the NAP document to read as a list of engagements that were 'cherry picked'

rather than providing a strategic direction for Denmark. As one MFA stakeholder suggested:

“It is easier to just list what you are already doing, and more risky to state a vision for where you want to be in five years, but the rewards for the second approach would surely be more valuable.”

Several stakeholders suggested that the structure of the NAP was good as a model for clearly listing priority engagements; however, there was some recognition that this was limited by the lack of further guidance on framing future engagements and the fit with changing priorities at the overall policy and strategy levels. Nevertheless, overall, NAP stakeholders agreed that the actions, outputs and indicators were too broad and often self-evident. One stakeholder suggested that the NAP was useful as a way to gather different activities in one place; however, there were few perceptions of broader utility.

One MoD stakeholder suggested that in order to provide useful guidance for military stakeholders, the NAP would need to have an **implementation plan** with instructions on how to mainstream 1325 and WPS activities into daily work streams: *“It is too generic at the moment and up to each officer to do what they want but then it does not get done.”*

TO WHAT EXTENT DID THE NAPS FACILITATE EFFECTIVE COLLABORATION BETWEEN THE THREE NAP SIGNATORIES?

Interviews with stakeholders suggest that there have been increasing opportunities for collaboration between NAP signatories on WPS issues. However, it is not necessarily the NAP that has facilitated this collaboration. Multiple stakeholders referred to Denmark’s **Whole of Government Approach** (sometimes referred to as a Comprehensive Approach) as a more relevant framework for stakeholder collaboration. According to one MFA staff member:

“What characterises us is the comprehensive approach, linking the MFA, MoD and DNP. We develop these programmes together and in close cooperation. It allows us to influence military colleagues. The military do not have the same resources as the MFA. In NATO, Denmark initiated “gender week” as we had the first NAP. It was driven by the military, but MFA was also engaged.”

Other stakeholders referred specifically to the Peace and Stabilisation Fund as an important framework for collaboration. One MoD stakeholder noted that the military component of the Peace and Stabilisation Fund has learned a lot from the MFA, particularly in relation to gender and human rights, which would not have been as prominent in MoD engagements if the MFA had not been part of the process of designing peace and stabilisation programmes. However, the NAP was not referenced as a key driver of stakeholder collaboration on peace and stabilisation programmes, even where WPS had a central focus.

3 FINDINGS

WHAT WAS THE ROLE OF THE IMWG IN NAP IMPLEMENTATION, MONITORING AND REPORTING, AND HOW EFFECTIVE WAS IT IN ACHIEVING ITS OBJECTIVES?

The NAP IMWG has been meeting approximately once a year, with minutes of meetings suggesting that the IMWG is **more a forum for the sharing of information rather than for facilitating strategic discussions about NAP implementation** or resource mobilisation. One member reported that the lack of human resourcing had come up in one meeting; however, this does not appear to have led to any decision-making or advocacy for human resource mobilisation. The IMWG does not have a ToR, and so it is difficult to establish whether a more strategic role was envisioned for the group and what the expectations of members has been in the past. According to interviews with active members, the IMWG has no formal reporting requirements and other than the minutes of meetings, no direct outputs have been produced. Although members spoke positively about the interactions within the IMWG meetings, the general perception is that the group has not been an effective forum for strategic collaboration between the three NAP signatories.

TO WHAT EXTENT DID DENMARK FACILITATE ENGAGEMENT WITH CIVIL SOCIETY IN DRAFTING, IMPLEMENTING AND MONITORING THE NAPS, AND CORRESPONDING NAP ACTIVITIES, AND WHAT WAS THE VALUE ADDED OF THIS ENGAGEMENT?

The role of civil society in the development, drafting and monitoring of the Danish NAP has been limited, and its role in past NAP consultations can be better described as **ad hoc and fragmented**. Although there is currently a civil society group engaged to feed into the NAP evaluation process and participate in the ERG, this is not a formal structure. There is strong interest from civil society to play a greater role in the development, drafting and monitoring of the fourth NAP, with particular interest in obtaining a more formal and systematic role across the lifespan of the NAP.

Several options emerged of how this might take place. One civil society focal point suggested that civil society could have a **formalised seat within the IMWG**, which might also revitalise the role of the IMWG and provide some more strategic direction to how it will function under the fourth NAP. Another civil society focal point suggested the use of **existing conflict prevention networks** as hooks to link to the IMWG. More generally across civil society, the level of WPS commitment was reported to have been negatively affected by the fact that it does not have a formalised role or a clear channel of influence. Consequently, more structured civil society involvement in the IMWG or another mechanism would likely increase broader civil society ownership over the NAP.

Several stakeholders stressed the importance of **wider reaching consultation for the development of the fourth NAP**; in particular, including the voices of women affected by conflict, who are often excluded from

the processes designed to affect them. One civil society focal point suggested drawing from diaspora networks with the inclusion of women previously based in conflict-affected settings.

Denmark has already been a key voice in the inclusion of and consultation with women affected by conflict. For instance, the Danish chapter of the Nordic Women Mediators (NWM) network spearheaded a tradition of including women affected by conflict in annual meetings, with Syrian women affected by conflict invited to attend and participate in the November 2018 meeting in Copenhagen. This tradition has been continued, with the May 2019 annual meeting in Oslo inviting women from Afghanistan, Yemen and Libya to share insights about women's engagement in peace processes in their countries.

3.4 Evaluation question 4: NAP benchmarking

HOW HAS THE DANISH NAP PERFORMED WHEN MEASURED AGAINST RELEVANT NAP BENCHMARKS?

Denmark's benchmarking scores are high for the participation, protection and international cooperation themes. High scores for participation and protection are in line with the **relevance** of these themes to the UNSCR 1325 pillars.

Denmark scored lowest on the benchmarking exercise when compared with six like-minded countries. In particular, Denmark's NAP has been less **effective** than other country NAPs in providing clear directives for mainstreaming, the role of national CSO involvement, and earmarked funding.

Several themes stood out as particular Danish 'value-add' areas, and these can be mobilised for greater **impact** and to carve a deeper niche for Denmark. These include:

- Supporting the development of partner NAPs or RAPs.
- Emphasising women's participation in peacebuilding and peacekeeping engagements.
- Pursuing development-humanitarian nexus programming by linking the protection of women from SGBV with the promotion of women's empowerment and livelihoods.
- Including SRHR in the fourth NAP, which would help to build wider Danish policy coherence and concretize an increasing interest in the humanitarian linkage between SRHR and SGBV in emergencies.

A full benchmarking analysis has been conducted in order to analyse the third Danish NAP against the NAPs of six like-minded countries, with the full analysis presented in Annex M. For ease of reference, the benchmark scoring system is presented in Table 2, with a description of the outcomes of Denmark's NAP outlined in below. Denmark's results

3 FINDINGS

comparatively to the other six countries are also described below. It should be noted that the results from the benchmarking analysis relate only to what is stated within the NAP documents themselves and does not take into account the extent of implementation in practice, nor results and outcomes achieved.

TABLE 2: BENCHMARK SCORING SYSTEM

Score	Scale
0	Benchmark theme not referenced in the NAP
1	Benchmark theme referenced in passing but no substantial development
2	Benchmark theme referenced repeatedly but little conceptual development
3	Benchmark theme referenced repeatedly and concept developed
4	Benchmark theme referenced, concept is developed, and clear directive is given for implementation

AT THE OVERALL NAP LEVEL, TO WHAT EXTENT ARE BENCHMARKING THEMES REFERENCED OR LINKED TO CLEAR DIRECTIVES IN THE THIRD NAP?

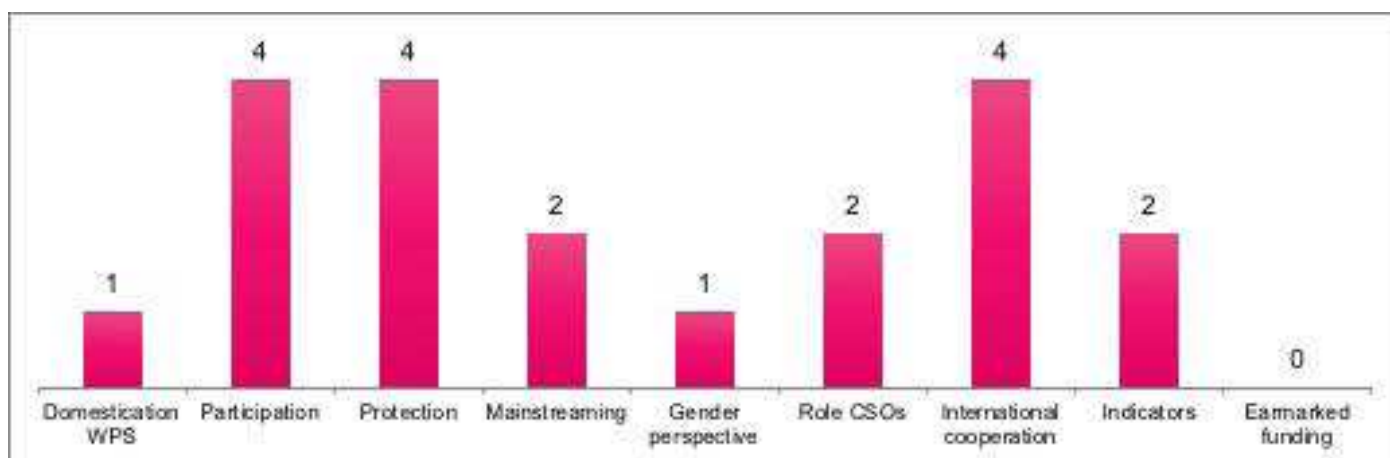
Denmark's NAP results for all nine benchmarking themes are outlined in Figure 3, and summarised below. Denmark's benchmarking scores are high for the participation, protection and international cooperation themes. High scores for participation and protection are expected given that these themes are central to the UNSCR 1325 and form two of the four pillars central to the resolution. The Danish attention to international cooperation is referenced throughout the NAP, which particularly emphasises the importance of partnerships with the EU, UN and NATO, and with other Nordic countries. The results, however, are poorer for other themes.

- Although mainstreaming is a strong theme throughout the second NAP, the concept is poorly referenced in the third NAP with few clear directives.
- Similarly, although engaging civil society is referenced in the third NAP, there is no reference to the mechanism for engagement or what the role of civil society should be.
- The third NAP lists a series of indicators intended to measure the successful implementation of activities; however, there is no

reference made to who will monitor the implementation of these activities and track progress against indicators.

- A gender perspective is largely absent from the document, except for one reference to *“add value to gender analysis by including a focus on the roles of men and boys in analysing drivers of conflict in fragile and post-conflict situations.”*
- Although the NAP does refer to plans to support other countries to develop their own NAPs, the NAP is largely outward-looking and the domestication of a 1325 agenda is absent except for the recruitment of female officers in the MoD and DNP.
- The poorest results are for earmarked funding, which obtained a score of zero. The NAP does not include an allocated or estimated budget for its overall implementation, or the implementation of specific activities. Although there are debates among practitioners regarding whether earmarked funding is the best approach to achieve WPS results through NAPs, there is a broader global recognition that targeted funding in addition to mainstreaming is critical to WPS achievements.

FIGURE 3: BENCHMARKING SCORES FOR DENMARK’S THIRD NAP

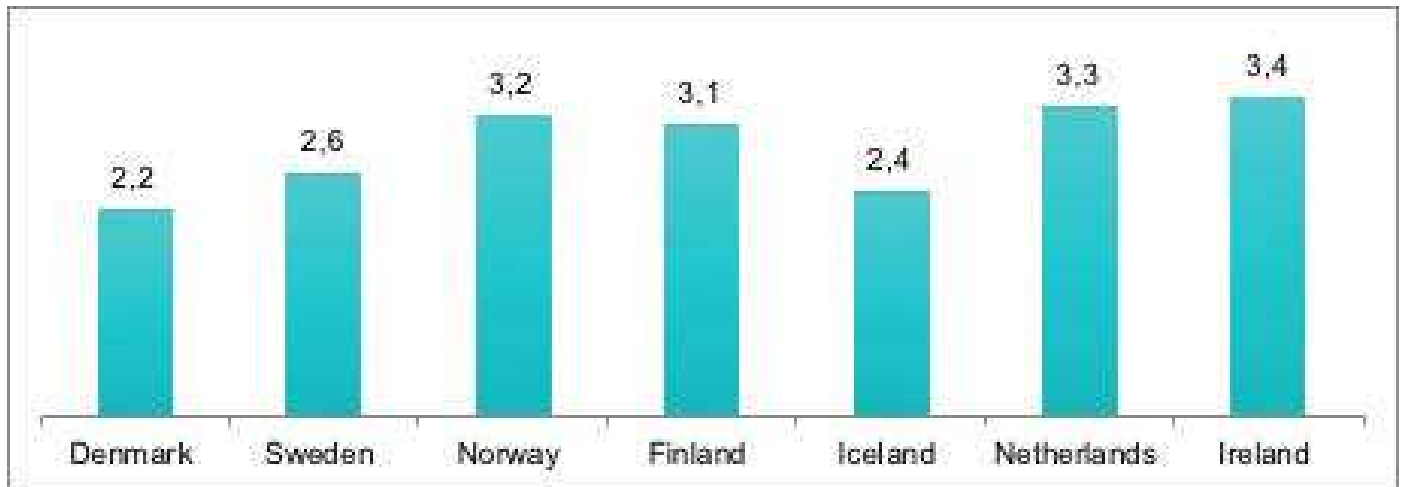


HOW DO THE DANISH NAPs PERFORM ALONGSIDE THE NAPs OF LIKE-MINDED COUNTRIES WHEN ANALYSING KEY BENCHMARKS?

Figure 4 presents average scores across benchmarks for all seven countries. Denmark has the lowest score (2.2), with Sweden and Iceland also scoring below 3. Norway, Finland, the Netherlands and Ireland all scored above 3, with Ireland having the highest average score across NAP benchmarks. The full benchmarking analysis is presented in Annex M, with a narrative summary of the benchmarking comparison across countries presented below. A key focus of this section is to identify how thematic areas have mobilised in different ways across countries.

3 FINDINGS

FIGURE 4: AVERAGE SCORES ACROSS BENCHMARKS, DISAGGREGATED BY COUNTRY



Domestication of global normative framework on WPS

The domestication of global normative framework on WPS benchmark included two dimensions: the domestication of a WPS agenda domestically, and the support provided to other countries or regions to establish 1325 normative frameworks. More than half of the countries, including Denmark, obtained low scores for this benchmark theme. The highest scores were obtained by Norway, Iceland and Ireland, all three of which have inward looking components, including in relation to supporting women refugees and asylum seekers and/or preventing SGBV domestically (see further below). It is notable that **Denmark and Finland were the only countries to refer to supporting the NAPs or regional action plans (RAPs)** in partner countries or regions, although these references were only made in passing.

Participation

In line with the centrality of the 1325 pillar of participation, seven countries scored 4 on this benchmarking theme. There are, however, significant differences between the NAPs in how participation is mobilised as a thematic area. Denmark's NAP emphasises women's participation in conflict resolution and **peacebuilding**, and **peacekeeping** through police and military deployments to international missions, which is line with the focus areas observed in the portfolio analysis. In contrast, other countries highlight different thematic components linked to participation.

- Norway, Finland and Sweden emphasize the participation of women in peace talks, mediation and implementation of peace agreements.

- Iceland's emphasis is on participation women in prevention of conflict, and the mobilisation of gender specialists to humanitarian organisations and NATO.
- The Netherlands highlights women's participation in the prevention of conflict and in peacebuilding efforts, and outlines commitment to facilitating an enabling environment for participation by addressing barriers to women's meaningful participation.
- Ireland's NAP pays notable attention to disarmament and arms control, and the provision of technical support to civil society initiatives that strengthen women's role in peacebuilding.

Protection

Six countries scored 4 on the protection benchmarking theme, with Norway scoring 3 due to a much stronger emphasis on participation than protection. Denmark makes reference to protecting women and girls from **SGBV** and supporting efforts to **end impunity** for acts of SGBV in conflict. Denmark also promises to **link humanitarian assistance, particularly in relation to the protection of women from SGBV, with its long-term development agenda** to promote gender equality and women's empowerment, particularly in relation to **access to education and livelihoods/income generation**. Other country's thematic focus on protection is outlined below.

- Sweden and Finland both highlight the protection of women from SGBV in conflict, ending impunity for acts of SGBV in conflict, supporting women's SRHR in emergencies and protecting women's rights defenders. The Swedish NAP also refers to improving data collection on how armed violence affects women, men, boys and girls in different ways.
- Norway's NAP has a much stronger emphasis on participation than protection; however, it does refer to addressing SGBV in conflict and emergencies by ensuring that a gender perspective is integrated into humanitarian budgets.
- Iceland and Ireland's NAPs are different to the other NAPs in their focus on the protection of women domestically, including supporting women refugees and asylum seekers, and implementing the Council of Europe Convention on preventing and combatting violence against women, including domestic violence.
- The Netherlands emphasises sexual violence in conflict, increasing capacities and resources for women in security and justice sector development, and supporting research and policy development on SGBV.

3 FINDINGS

Mainstreaming

Scores for mainstreaming varied across the seven countries. Sweden, Norway, Finland and Ireland had scores of 4 for mainstreaming, while Denmark and the Netherlands scored 2 and 3 respectively. Iceland scored 1 for this theme. Where countries had higher scores, this was due to explicit reference to integrating WPS at all levels (policies, strategies, planning and implementation), including in non-WPS engagements and particularly in security and stabilisation engagements. Iceland's NAP is very focused on WPS-specific programming with very little reference to mainstreaming.

Gender perspective

Most countries obtained weak scores in the gender perspective benchmark theme, particularly Denmark and Iceland due to a lack of attention in their respective NAPs on harmful gender identities, including harmful masculinities, and the role that these play in driving conflict. In contrast, the Dutch and Irish NAPs make explicit reference to these gender roles and identities, including clear directives to work with men and boys on violence and conflict prevention. The Dutch NAP is particularly notable for supporting a gender perspective approach, with one of the NAP's strategic outcomes being to "Subvert harmful gender norms, which are an obstacle to sustainable peace". The NAP contains reference to a series of activities dedicated to creating positive male role models who challenge harmful gender roles, responsibilities and norms and who develop and help implement a gender transformative legislation and policy agenda.

Role and organisation of national CSO involvement

Denmark and Iceland obtained low scores for the role and organisation of national CSO involvement benchmark theme (2 and 1 respectively) due to limited reference to civil society in drafting, monitoring or implementing NAPs. In contrast, Norway, Finland, the Netherlands and Ireland (scores of 4), and to some extent Sweden (score of 3), articulate clear roles for civil society partners and their relationship to NAP government stakeholders, including mechanisms for this engagement. These countries also articulate clear roles for civil society and women's rights organisations in implementing NAP commitments.

The Netherlands is particularly notable for its approach, which includes civil society as both a signatory to the NAP, alongside government stakeholders, and a 'watchdog' to hold responsible parties accountable. One Dutch civil society stakeholder interviewed for the evaluation suggested that a key strength of the Dutch NAP approach has been that civil society has been meaningfully engaged and consulted before any steps are taken in NAP implementation. This is facilitated in part by civil society being a signatory to the NAP; however, some challenges with this approach were described. For instance, the Dutch civil society stakeholder mentioned above noted that the strong emphasis on supporting

civil society's role to do the work on NAP implementation, alongside the Ministry of Foreign Affairs, has led to other ministry stakeholders feeling they have a lesser role, with a lack of clear implementation plans meaning that other ministries were unsure of how to translate a WPS agenda into diplomacy discussions or incorporate WPS issues into work on security (e.g. P/CVE). The fourth NAP, which is due for revision, is planned to have clearer roles for civil society and ministry stakeholders.

International cooperation

Six out of seven countries scored 4 for the international cooperation theme and Norway scored 1. Norway's NAP makes only passing reference to cooperation with UN, NATO and regional organisations, although it does mention cooperation with other Nordic countries, particularly through the NWM network. Overall, there was little variation across the countries in the types of international partnerships that would be formed, with all countries referring to commitments to 1325 cooperation with multilateral organisations such as the UN, NATO, EU, OSCE and African Union. All Nordic countries also emphasised the importance of Nordic cooperation.

Indicators

The scores for the indicator theme were moderate across most countries (scores of 2 or 3) and low for Sweden which obtained a score of 1. This is largely due to countries across the board making no or little reference to monitoring and tracking 1325 achievements and progress according to global indicators (e.g. UNSC indicators) or other multilateral organisational indicators (e.g. the EU). Nevertheless, several countries stand out for their inclusion of clear indicators that are designed to go beyond output level results and capture outcomes and impact, including Norway, or results frameworks that articulate clear actions, indicators and responsible parties for monitoring and tracking results, including Finland, Ireland and Iceland.

Earmarked funding

Across almost all countries, earmarked funding for NAPs was the poorest scoring benchmark theme. Denmark's NAP makes no reference to an allocated budget for NAP implementation, and other countries mostly make reference to funding driven by international development cooperation budgets or individual NAP signatories. The Netherlands and Norway are the exceptions. The fourth Norwegian NAP (2019-2022) has a chapter on implementation with a section on funding where reference is made to how "dedicated funding is provided at the same time as endeavours are made to integrate women, peace and security in all our efforts and via several budget lines" (p. 59). The NAP notes continued plans to allocate NOK 25 million annually for civil society support for women's participation in peace and reconciliation, and also outlines plans to earmark NOK 50 million for 'the women's allocation' for WPS annually.

In the third Dutch NAP (2016-2019), it notes that the Ministry of Foreign Affairs allocated a budget of 4 million EUR a year for the period of the second NAP (2012-2015) to support projects implemented by consortia in NAP focus countries, and 15 million EUR has been allocated for the third NAP period (2016-2019).¹⁵ Several sources suggest that there have been some important lessons learned in the Dutch approach to NAP funding. For instance, an evaluation of the second NAP (2012-2015) found that country consortia focused on “activities and the division of funds, and far less on strategic cooperation”.¹⁶ An interview with a Dutch civil society actor forming part of a consortium funded by the Dutch NAP also provided an example of attempts to formulate broader civil society thematic working groups on each NAP country context (the Dutch NAP specifies eight target countries). These have been only partly successful given the groups are not funded by the NAP and civil society organisations not participating in NAP consortia have fewer incentives to participate.

AT THE (DANISH) NAP ENGAGEMENT LEVEL, TO WHAT EXTENT ARE BENCHMARKING THEMES REFERENCED OR GIVEN CLEAR DIRECTIVES IN KEY PROGRAMMING OR PROJECT DOCUMENTS?

As mentioned in Section 1.7 of the report, a limitation of the benchmarking exercise is that countries may not implement what is stated in a NAP and thus a NAP benchmarking analysis may not be representative of what a country is actually doing on the ground. This evaluation sub-question is targeted towards benchmarking themes referenced or given directives in other types of documentation, which runs a similar risk of failing to recognise the actual implementation of directives. Consequently, the evaluation team has modified slightly the scope of this sub-question to reflect on the extent to which Denmark’s benchmarking results are coherent with the NAP results recorded in the portfolio analysis and case studies. Results for several key themes of relevance to Denmark are outlined below.

Domestication of global normative framework on 1325

Denmark scores poorly (1 on a scale of 0-4) within the benchmarking analysis on this theme. This is primarily because this benchmark includes both national domestication “within domestic legislation, policies and other relevant institutional structures and practices” as well as outward-focused support to domestication and development of other countries’ NAPs and RAPs. Whilst some relevant commitments are highlighted within Denmark’s third NAP, such as increasing the numbers

15 Order of the Minister for Foreign Trade and Development Cooperation of 3 May 2016, no. MINBUZA-2016.242245, laying down administrative rules and a ceiling for grants awarded under the Ministry of Foreign Affairs Grant-Regulations 2006 (Women, Peace and Security 2016-2019).

16 1325 Dutch NAP Partnership, The Netherlands National Action Plan on Women, Peace and Security (2016-2019), p.18-19. See also IOB (2015).

of female staff officers in the MoD and DNP and support to several other countries' NAPs, the score remains as "Referenced in passing but no substantial development".

Results from the portfolio analysis (see Annex E, Section 5.1) are largely consistent with this score but in fact provide a slightly more positive picture:

- Whilst only 'passing reference' is made to support for domestication of 1325 in other countries/regions within the NAP document itself, some strong results were achieved by engagements under this benchmark where Denmark's funding and role was an important driving force; including in Mali, Somalia and South Sudan. Denmark's participation or role in creating several 'Friends of WPS' groups, including at the UN in New York, NATO and OSCE, was also documented in the analysis – although gaps are also noted, for example in relation to EU engagement, and poor results to date within the Africa Programme for Peace.
- Denmark's results domestically are largely as described within the NAP document itself and benchmarking analysis, i.e. work by the MoD and DNP to include more women in international deployments. However as noted elsewhere, results for MoD and DNP on this have been varied.

It is worth noting that few European countries are domesticating a 1325 agenda, despite the EU adding a new indicator (#20) on the protection of female asylum seekers in its revised indicators for the Comprehensive Approach to the EU Implementation of UNSCR 1325 and 1820 (2016). Danish civil society continue to advocate for improvements in this area.

Participation

Denmark received the highest possible score (4) for participation within the benchmarking analysis – meaning this theme is "Referenced, concept is developed, and clear directive is given for implementation" within the third NAP.

Results identified by the portfolio analysis relevant to participation are largely in line with this benchmarking score. Compared to the other primary themes, the strongest results were observed for engagements with participation as their primary theme. Particular areas of strength included promoting women's participation in local-level peacebuilding which Denmark has achieved some good results on in practice, if not as a deliberate WPS strategic choice (see Section 3.2 and examples discussed in Annex, E, Portfolio Analysis, such as Somaliland: *the Participatory Governance and Peacebuilding programme* and support to UN WOMEN in Mali as discussed in Annex I), as well as promoting women's political participation. However as discussed under EQ1, some chal-

3 FINDINGS

allenges were observed in practice which constrained the full achievement of participation ambitions set out in the NAP, notably:

- Poorer results against participation indicators within the PSP in the Horn of Africa, related to both the challenging context in Somalia for women's political participation but also weaknesses in programming, for example the poor inclusion of women in peacekeeping training activities.
- Poor NAP results within the Syria/Iraq PSP in terms of participation of female police in training in the Access to Justice and Community Security sub-engagement.
- Varied results for MoD and DNP indicators related to women's participation in international deployments, with better results by DNP overall.

Given the continuing importance of participation as a theme within both the global WPS agenda and within Denmark's own development, foreign policy and security agendas, the fourth NAP and subsequent implementation activity should seek to incorporate lessons learned on this thematic to date, to achieve even stronger results in future. For example, sharing lessons learned from successes on the ground such as in Somaliland on women's peacebuilding, and considering how to incorporate this more strategically across Denmark's engagement on the ground in priority fragile and conflict affected contexts.

Protection

As with participation, Denmark scored as high as it could (4) on the protection benchmark within the benchmarking analysis. The third NAP was found to make "repeated references to protection and its centrality to plans to advance the implementation of UNSCR 1325 and the WPS agenda" for Denmark.

Unlike participation, the results identified in practice relevant to the protection thematic are not as strong as the benchmarking score. The portfolio analysis notes that the engagements with 'protection' as a primary theme saw the largest number of engagements with either no NAP action listed, NAP actions not completed or if completed, results either not achieved or unclear. Out of the 13 engagements under this category, seven engagements either did not have a NAP action or results were not evident (see Annex E, Section 5.3). It is important to note that this was driven in large part by difficulties in obtaining documentation for protection-related engagements.

Some trends can be observed for which aspects of protection programming were most and least successful:

- The most concrete results were observed for SGBV-focused engagements. This aligns with findings from the benchmarking analysis that Denmark will “support humanitarian partners to respond and provide essential services to GBV survivors”.
- The NAP also commits Denmark to supporting “efforts to end impunity for acts of sexual and gender-based violence in conflict”. As noted elsewhere, little and inconsistent effort was observed in practice, with only two engagements identified as relevant to this, although both achieved strong results (UNWOMEN Mali, Syria/Iraq PSP).
- The NAP commits Denmark to “linking humanitarian assistance with its long-term development agenda and promote gender equality and women’s empowerment, particularly in relation to access to education and jobs”. This is an important area for future work in protracted crisis and conflict, but in practice, protection-related engagements which focused on livelihoods and economic development performed weaker than those focused on SGBV, due to challenges in achieving sustainable livelihoods for women experiencing severe vulnerabilities which require more intensive support and investment (for example under RDPP).

Mainstreaming

Denmark received an average score (2) for mainstreaming within the benchmarking analysis, meaning this theme is “referenced repeatedly but little conceptual development”. The benchmarking notes that the second NAP provides “a comprehensive framework for mainstreaming WPS into Denmark’s foreign, security and development cooperation activities” whereas this is less evident in the third NAP. It also notes that “there are only a few references to overall directives to mainstream gender and WPS, one example being the planned action to ‘ensure that international operations and humanitarian efforts include a clear gender perspective’.¹⁷ The third NAP also states that the Danish Ministry of Defence integrates gender perspectives in all tasks, although there is little conceptual clarity on what this means and how this is done” (see Annex M).

In practice, results observed for mainstreaming did not live up to ambitions set out in the NAP itself, and were the poorest overall when compared to the other three primary themes discussed above. The portfolio analysis highlights several key gaps, including:

17 Government of Denmark (2014) Denmark’s National Action Plan for Implementation of UN Security Council Resolution 1325 on Women, Peace and Security 2014-2019. P.9.

3 FINDINGS

- The lack of gender mainstreaming and inclusion of gender-disaggregated data within results frameworks across all engagements.
- The lack of humanitarian implementation of the NAP indicator outlining requirements for gender marking project proposals.

Despite this, there are some strong examples which can provide lessons and be built on within the fourth NAP, including MoD activity to integrate gender perspectives into training courses and activities; UNICEF's work in South Sudan on *reintegration of children and adolescents released from armed forces and armed groups through education and economic empowerment*; and the Danish humanitarian support to the World Food Programme's 'Advancing creative operational partnerships with a focus on women and girls in the field' (2018-2019), which is mainstreaming SGBV protection and prevention, and SRHR into food security and nutrition engagements (see Annex E, Section 5.4).

Role of civil society

Whilst not 'primary' themes according to the findings of this evaluation, the role of civil society and earmarked funding were also important themes within the benchmarking analysis and merit some discussion.

Denmark also scored averagely (2) for the 'role and Organisation of National CSO Involvement' benchmark. The benchmarking analysis highlights that in the third NAP, "only passing references are made to plans by the MFA to work with civil society organisations" with the Tawanmandi Civil Society Trust Fund as an example.

In practice, the portfolio analysis identified several additional examples of direct support to civil society, including the following.

- The RDPP has funded CSOs directly, including women's rights organisations. Civil society partners expressed feeling empowered as partners in the design of projects as opposed to just instruments for implementation (see Annex J).
- Direct bilateral support has been provided for civil society groups through the Peace and Security for Development engagement in Kenya, which engaged civil society stakeholders in dialogue and initiatives for promoting peace and stability in security sector agencies, with a specific focus on the participation of women and youth in District Peace Committees.

Despite some direct funding to civil society stakeholders at country level, the role of Danish civil society in the development, drafting and monitoring of the Danish NAP has been limited, and its role in past NAP consultations has been ad hoc and fragmented (see Section 3.3).

Consequently, a score of 2 for the benchmarking analysis appears to be a realistic depiction of overall civil society engagement.

Earmarked funding

Denmark received the lowest score possible (0) for the ‘earmarked funding’ benchmark, meaning this theme was “not referenced” at all in the third NAP. The benchmarking analysis notes that it “does not include an allocated or estimated budget for its overall implementation, or the implementation of specific activities. There is no reference to a fundraising strategy to ensure sufficient resources are available to implement the commitments set out in the NAP” (see Annex M). In practice two engagements were identified with some relevance to this theme – the APP’s work with the AU, which includes a new WPS earmarked engagement, and the DAPP’s work with a WPS targeted partner, KVINFO. The latter has achieved strong results. The AU engagement is too new to show any results yet. However, evidence from stakeholder interviews and case studies validates the benchmarking finding that resources (human or financial) are not being systematically set aside for overall Danish NAP implementation, and engagements on WPS have not been driven by the NAP as a strategic framework.

WHAT HAVE BEEN THE KEY AREAS OF DANISH ‘VALUE-ADD’ ACHIEVED UNDER THE NAPs IN COMPARISON TO/WITH REFERENCE TO OTHER LIKE-MINDED DONORS?

Several themes stood out as particular Danish ‘value-add’ areas, and these can be mobilised to carve a deeper niche for Denmark. These include:

- **Supporting the development of partner NAPs or RAPs**, which is not a strong area of focus for many other country NAPs, as highlighted in the benchmarking analysis. The most concrete NAP results were documented within **engagements at a country level** in relation to adoption of new NAPs in South Sudan and Mali, for which Denmark was a key partner contributing to both processes
- Emphasising women’s participation in **peacebuilding and peacekeeping engagements**. Although Denmark is less active in mobilising peacekeepers to international missions than in previous years, it has played a significant role in supporting regional peacekeeping missions, for instance AMISOM and EASF in the Horn of Africa. Although there are some gaps in how Denmark is currently supporting 1325 integration into these missions, there are clear links in programming documents between peacekeeping and peacebuilding efforts that could be made stronger at the level of implementation (see Annex L).

3 FINDINGS

- Pursuing **development-humanitarian nexus programming** by linking the protection of women from SGBV with the promotion of women's empowerment and livelihoods.
- **Including SRHR in the fourth NAP**, which would help to build wider Danish policy **coherence** and concretize an increasing interest in the **humanitarian linkage between SRHR and SGBV in emergencies**, which could also be a WPS niche for Denmark.

3.5 Evaluation question 5: NAP policy coherence

HAS THE NAP BEEN COHERENT WITH THE OVERALL DANISH POLICY ON FRAGILE STATES, PEACE AND SECURITY – AS WELL AS THE DANISH PRIORITY WITH REGARDS TO DEVELOPMENT COOPERATION AND HUMANITARIAN ASSISTANCE? HOW HAVE THE NAPS BEEN ALIGNED WITH THE BROADER WPS AND 2030 AGENDAS EMERGING DURING IMPLEMENTATION OF THE TWO NAPS?

Although attention to gender and women's rights as crosscutting themes are listed in all country programme and policy documents, references to UNSCR 1325 and the Danish NAP have become less prominent in Danish policy, strategy and programme documents over time. There has also been a strong shift away from WPS language in recent development and humanitarian policies and strategies. The declining **relevance** of the NAP for driving Danish WPS priorities may suggest that the NAP has existed in parallel to other strategies and policies rather than being **coherent** with them.

Although the SDGs are consistently referenced in NAP programme documents developed since 2015, references to SDG 5 in particular are not developed conceptually or translated into practice, including at the level of results frameworks.

Despite poor NAP **coherence** with broader Danish policies, several clear possibilities exist for improving **coherence** in the fourth Danish NAP, including greater attention to SRHR, a development-humanitarian nexus approach, and how 1325 intersects with other Danish priorities, such as youth, peace and security, and migration. This may lead to improved stakeholder ownership over the NAP and thus greater **sustainability**.

WHAT IS THE RELATION OF THE NAPS TO OVERALL DANISH PRIORITIES AND POLICIES ON WPS AND FRAGILITY?

DEVELOPMENT COOPERATION AND HUMANITARIAN ASSISTANCE

There are a number of Danish policy and strategy documents that reflect Denmark's efforts to prioritize gender equality, women's empowerment and women's SRHR as part of its foreign policy, development cooperation and humanitarian assistance commitments. However, references to UNSCR 1325 and, more specifically, the Danish NAP, have become less prominent over time. The declining relevance of the NAP for driving

Danish WPS priorities may suggest that the NAP has existed in parallel to other strategies and policies rather than active coherence between them.

There has been a strong shift away from WPS language in recent development and humanitarian policies and strategies. This shift is particularly visible in **'The World 2030: Denmark's strategy for development cooperation and humanitarian action'** (MFA 2017a), as illustrated below when compared with previous development cooperation and humanitarian strategies.

- In alignment with the Danish NAPs, the **'Strategy for Denmark's Development Cooperation - The Right to a Better Life'** (2012) makes explicit reference to UNSCR 1325 under its 'Stability and protection' priority area, and notes the importance of women's participation in peace agreements and peacebuilding, the protection of women and girls from GBV in armed conflict and ending impunity for gender-based crimes.
- **'The Strategic Framework for Gender Equality, Rights and Diversity in Danish Development Cooperation'** (2014) is in complete alignment with the third Danish NAP, both in terms of the list of priority areas for security and protection and suggestions for interventions. It is unclear, however, whether the former informed the development of the latter NAP, or in fact it was the Danish NAP which informed the development of the Strategic Framework for Gender Equality, Rights and Diversity in Danish Development Cooperation (2014).
- In alignment with the Danish NAPs, **'The Strategy for Danish Humanitarian Action 2010-2015'** (MFA 2010a) emphasizes combating SGBV and protecting conflict-affected populations, particularly women and girls. Although no reference is made to the Danish NAP, the strategy does emphasize Denmark's active commitment to supporting UNSCR 1325, and the importance of the resolution in protecting women and girls from SGBV and including women in peace processes and post-conflict reconstruction.
- In **The World 2030** there is specific emphasis on women's political, social, cultural and economic participation, and access to social services such as health and education. However, the strategy makes no reference to UNSCR 1325 or the Danish NAP and mentions sexual violence in emergencies fleetingly. The strategy also makes no reference to women's participation in peacebuilding or post-conflict reconstruction, with the only reference to women's participation according to a WPS agenda being that Denmark

3 FINDINGS

“recognizes the often over-looked resource represented by women in peace negotiations and conflict resolution”.

There were mixed views among MFA staff about The World 2030's lack of reference to 1325 and the Danish NAP, and the apparent downsizing of WPS language. One MFA stakeholder suggested that the decision to not specifically reference the Danish NAP was in part due to the MFA already having multiple internal strategies and policies, and the recognition that “1325 is a brick in the building, but it is one brick”. Other stakeholders suggested that the lack of reference to 1325 was a missed opportunity, and that for the fourth Danish NAP to maintain relevance, a stronger link needed to be established with The World 2030 document.

Peace and stabilisation

Attention to WPS has varied across Danish peace and stabilisation policies and strategies. **‘Denmark’s Integrated Stabilisation Engagement in Fragile and Conflict-Affected Areas of the World’** (2013) marked the beginning of integrated stabilisation efforts between MFA, MoD and the MoJ, with the PSF created to support joint stabilisation efforts. No specific mention is made in the document of 1325, although 1325 is implied where the document refers to the importance of UNSC resolutions “as well as normative resolutions regarding women, children...” (p. 27). The earlier **‘Peace and Stabilisation - Denmark’s Policy towards Fragile States 2010-2015’** (MFA 2010b), is more aligned with the Danish NAP, including in relation to promoting the participation of women at all levels and protecting women and children affected by human rights violations and abuse. Further, explicit reference is made to the Danish NAP, the first and only explicit reference to the NAP found among the policy and strategy documents reviewed.

In the recently developed **‘Guidelines: The Peace and Stabilisation Fund’** (MFA and MoD 2018b), there is a greater emphasis on WPS and 1325 language, with reference made to the different impacts that violent conflicts have on men and women. The guidelines include a section on human rights, gender and youth as crosscutting priorities, and state that they must be reflected in Danish peace and stabilisation efforts. The guidelines also state that PSF engagements must comply with UNSCR 1325, and that the Secretariat will provide technical assistance, for instance, on how to provide a gender and human rights approach. However, no guidance is given on how this should be done and there is no reference to tools or checklists that would aid a gender mainstreaming approach.

There are a number of tools available in the MFA to facilitate gender analysis and gender mainstreaming, including the Human Rights Based Approach (HRBA)/Gender Screening Note; however, it is unclear the extent to which stabilisation focal points draw from these tools if at all. One MFA colleague in Copenhagen suggested that guidance documents

had stopped making gender checklists compulsory in order to be 'leaner' and reduce requirements, but also because there was an assumption that everybody knew how to do this now (see Annex L for more detail).

Several stakeholders in Copenhagen noted that although attention to 1325 and gender mainstreaming has, for some time, been acknowledged as important to Danish peace and stabilisation efforts, this has not translated to concrete action on the ground. One stakeholder suggested that this was in part due to the structure of the PSF Inter-Ministerial Steering Committee, which is co-chaired by MFA's Stabilisation and Security Policy Department and MOD with participation from MoJ but not partners on the development cooperation side. This structure is perceived to be weakening attention to WPS priorities due to a general lack of knowledge of and commitment to 1325 within the PSF.

TO WHAT EXTENT HAS DENMARK INTEGRATED ITS WPS ACTIVITIES WITH THE 2030 AGENDA IN GENERAL, AND SDGS 5 AND 16 IN PARTICULAR?

The extent to which Denmark has integrated its WPS activities with the 2030 agenda and SDGs 5 and 16, particularly the former, varies enormously across engagements, with no consistent integration across the documentation reviewed for the evaluation. The integration of the SDGs, particularly SDG 5, is described below for three NAP engagements selected for illustrative purposes.

- In Peace and Stabilisation Engagement Documents (PSEDs), there are requirements to fill in appropriation cover notes outlining which SDGs engagements are aligned with. For instance, the PSP in the Horn of Africa cover note for phase III (2018-2022) includes SDGs 5 (Gender Equality), 16 (Peace & Justice, Strong Institutions) and 17 (Partnerships for Goals). However, SDG 5 is not mentioned at all in the PSP Horn of Africa III Programme document (MFA and MoD 2018a).
- The Africa Programme for Peace IV (2018-2021) programme document (MFA 2017b) mentions SDG 5 in the cover note and in the body of the document, but does not go into any detail about how SDG 5 intersects with other SDGs that are the primary focus (16 and 17).
- The DAPP IV (2017-2022) Programme document (MFA 2016b) makes explicit reference to SDG 5 and how it intersects with other SDGs. There is also a key impact indicator included under the *Governance Standards Enhanced by Rights-Holders and Duty Bearers* thematic programme objective: % of SDG 5 targets related to law reforms, political participation, gender-based violence and sexual and reproductive health and rights fulfilled at national level. At outcome level, specific SDG 5 sub-indicators are also included for all four outcomes under gender equality; for instance, *Degree to*

3 FINDINGS

which legal frameworks are in place to promote, enforce and monitor equality and non-discrimination on the basis of sex (SDG indicator 5.1.1).

Although the SDGs are consistently referenced in NAP programme documents developed since 2015, references to SDG 5 are not developed conceptually or translated into practice, including at the level of results frameworks.

TO WHAT EXTENT ARE THE NAPS OR A WPS AGENDA MENTIONED AND REFLECTED IN DANISH PROGRAMME AND COUNTRY DOCUMENTS, AND POLICIES AND STRATEGIES?

As noted in Section 3.5, references to UNSCR 1325 and, more specifically, the Danish NAP, have become less prominent in Danish policy and strategy documents over time. The desk review also revealed that although attention to gender and women's rights as crosscutting themes are listed in all country programme and policy documents, few of these documents have directly referenced 1325. Further, only a few have directly referenced the Danish NAP: see for instance the South Sudan Country Programme 2016-2018 (MFA 2016a), and the PSP I in the Horn of Africa Programme 2011-2014 (MFA and MoD 2011).

TO WHAT EXTENT DO THE NAPS REMAIN RELEVANT TO DANISH GLOBAL PEACE AND SECURITY PRIORITIES IN 2019?

Given the structure of the third NAP was shaped around specific engagements rather than a strategic vision, it is **difficult to establish the extent to which this NAP has remained relevant to Danish global peace and security priorities**. The third NAP's focus on protection remains relevant to overarching Danish development and humanitarian priorities. The NAP's increasing attention to improving livelihoods and women's access to income generation in conflict and post-conflict settings is in line with the World 2030's 'Security and Development – Peace, Stability and Protection' priority, which promises to strengthen assistance to IDPs, refugees and local communities, including women, to protection and livelihoods programming. It also remains relevant to the humanitarian-development-peace nexus and its increasing importance for the changing nature of contexts of protracted crisis and fragility in which Denmark operates.

There are some clear possibilities for ensuring that the fourth Danish NAP is more coherent with current development cooperation and humanitarian strategies, particularly in relation to SRHR. Attention to SRHR is also reflected in recent Danish security strategies, including the Foreign and Security Policy Strategy 2019-2020 (MFA 2018b), which states that:

“Global gender equality and the rights of girls and women are central to realizing the Sustainable Development Goals. Lack of access to education,

health services, contraceptives and sex education undermines women's fundamental right to decide whether, and whom, when and how many children they want to have. The Government of Denmark will intensify its efforts for the rights of girls and women in developing countries, in humanitarian crises and conflict situations, and in international negotiations, where countries that previously shared Danish views are now pushing strongly in the opposite direction." (p.19)

Although the Danish NAPs themselves make no reference to SRHR, the inclusion of SRHR in the fourth NAP, in line with UNSC 2122, would also help to concretise an increasing interest in the humanitarian linkage between SRHR and SGBV in emergencies, which could be a particular WPS niche for Denmark. This would also be in line with the growing attention to the importance of a development-humanitarian nexus approach, which is at the core of the World 2030 strategy (MFA 2017a).

There are other weak areas in the third NAP that could be better aligned with current Danish priorities, including attention to **migration and displacement** and how a 1325 agenda intersects with **UNSCR 2250 on youth, peace and security**. On the former, civil society stakeholders consulted emphasised the importance of adopting a "comprehensive and holistic approach towards the humanitarian-development-peace nexus, which recognizes, unpacks and addresses the linkages and interconnectedness between the rights and role of women in situations of displacement and conflict".¹⁸ Such an approach could align with the Global Compact and existing EU-wide policy on the rights and protection needs of displaced, refugee and asylum-seeking women and girls. The youth, peace and security agenda was mentioned as important to Denmark in various country contexts of conflict and fragility, for example Mali. The fourth NAP presents an opportunity to explicitly cross-reference this agenda and what Denmark will do in future to integrate a WPS perspective into existing and future youth, peace and security activity, to maximise impact on gender equality and other WPS objectives.

TO WHAT EXTENT DO STAKEHOLDERS (NAP SIGNATORIES, CIVIL SOCIETY AND IMPLEMENTING PARTNERS) EXPRESS OWNERSHIP OF THE NAP AND THE WPS AGENDA MORE BROADLY?

It is clear from other evaluation sub-questions that Danish NAP stakeholders across the three signatories express poor ownership over the NAP. There has also been poor civil society ownership; in part due to civil society not have a formalised role or a clear channel of influence. Nevertheless, Danish NAP signatories, Danish civil society and NAP implementing partners for the most part express strong support for and ownership over the WPS and 1325 agenda more broadly. There were only a few

¹⁸ Consolidated submission from civil society actors related to the Preliminary Findings Paper for this evaluation.

3 FINDINGS

examples of stakeholders who did not necessarily indicate 1325 ownership, one case being an MFA representative who, despite expressing support for gender and women's rights more broadly, suggested that there had been some '1325 fatigue' in the MFA: *"There was a hype around 1325 issues at one point and politically it was very important for Denmark, but there has been some 1325 fatigue I think."* Other cases were mainly Danish civil servants who knew little about UNSC 1325 or WPS, assuming that this referred more generically to gender and women's rights.

3.6 Evaluation question 6: Overall lessons

WHAT ARE THE OVERALL LESSONS LEARNED FOR THE DANISH ENGAGEMENT IN WPS AND FRAGILITY? HOW CAN THESE LESSONS LEARNED BE TAKEN FORWARD IN THE FORMULATION OF A NEW NAP IN 2020?

WHAT CAN BE LEARNED ABOUT HOW NAPS IN LIKE-MINDED COUNTRIES HAVE ENGAGED IN WPS AND FRAGILITY, AND HOW THEY HAVE RESPONDED TO AN EVOLVING WPS AGENDA?

A number of lessons have emerged about how NAPs in like-minded countries have engaged in WPS and fragility and how this has contributed to a UNSCR 1325 agenda.

Like-minded countries are increasingly recognising the **vital role of civil society** in contributing to the drafting, monitoring and implementation of NAPs on 1325. Approaches to engaging civil society differ across countries. For instance, the Dutch approach has included civil society as a partner and key signatory to the NAP, building strong ownership of a WPS agenda. The Irish approach has involved civil society through a Consultative Group that was formed to advise on the development of the second NAP, and a Monitoring Group comprising civil society actors that meet quarterly to monitor and track NAP progress. A common theme in like-minded countries' NAPs that emphasise active involvement of civil society is the importance of a 'watch dog' role that ensures governments are accountable to WPS commitment and achievements.

The **lack of resourcing of NAPs is a critical barrier** to furthering a WPS agenda, with few NAPs globally having a specific budget for implementation. The benchmarking analysis identified strong examples of how Norway and the Netherlands have developed formal, dedicated funding streams for NAP implementation. In the case of the Netherlands, embedded monitoring and evaluation of NAP progress has ensured that lessons learned about the efficacy of civil society's role and the role of broader partners/NAP signatories are fed back into NAP strategies and activities.

The domestication of 1325 is recognised as a key part of an evolving WPS agenda that has emphasised countries including national measures of WPS achievements. Despite a strong global push from civil society for NAPs to be both inward and outward looking, few like-minded countries have **domesticated a 1325 agenda** 'at home'. Ireland is notable for its emphasis on NAP domestication, partly due to its history of conflict and also in recognition of the growing number of people seeking refuge and asylum. The Irish NAP incorporates elements of addressing SGBV through the development of a National Strategy on Sexual and Gender Based Violence, and strengthening outreach to women and girls affected by conflict, including ensuring that SGBV services are capacitated to address the needs of migrant women and those seeking asylum.

Although focus on the **1325 participation pillar** is not new to an evolving WPS agenda, there is global recognition that growth in this area has not been substantive enough. Few women participate in peace processes in meaningful ways. According to the Council on Foreign Relations, between 1990 and 2019, only two percent of mediators, eight percent of negotiators and five percent of witnesses and signatories were women. Further, in an analysis of 1,187 peace agreements made between 1990 and 2017, 19% made reference to women and 5% to GBV.¹⁹ Several like-minded countries, particularly Nordic countries, have been strong advocates for the participation of women in high-level peace mediation and negotiation. Although Denmark has not been active at this level, its support for women's meaningful participation in local-level peacebuilding in practice is a niche area that could complement the efforts of other countries. In particular, Denmark can work more deliberately with Nordic partners to focus on this Danish niche, which could demonstrate Danish added value in the context of the 20th Anniversary of UNSCR 1325, and potential Danish Candidacy for the UN Security Council in 2024, should Denmark decide to run.

The **poor measurement of 1325 progress** is a significant gap globally, with attention to an evolving WPS agenda hampered by limited understanding of implementation, what has been achieved at country level, and how this has impacted on the lives of those affected by conflict and fragility. Capturing these achievements requires stronger tracking, monitoring and evaluation of NAP implementation, and moving beyond outputs and measuring outcomes and impact. Several countries stand out in this regard, including Norway, Finland, Ireland and Iceland, which have included NAP results frameworks that articulate clear actions, indicators and responsible parties for monitoring and tracking results.

19 <https://www.cfr.org/interactive/womens-participation-in-peace-processes>

3 FINDINGS

WHAT ADJUSTMENTS AND ADDITIONS SHOULD BE MADE TO THE DANISH NAP TO ADDRESS GAPS, AND MAKE IT MORE RELEVANT FOR STAKEHOLDERS, DANISH STRATEGIC PRIORITIES AND A GLOBAL WPS AGENDA?

The results of this evaluation have helped to shape a series of recommendations for the development and implementation of the fourth Danish NAP. These recommendations cut across five key areas of future action by Denmark, listed below, with full recommendations included in Chapter 4 of the report.

1. Strategy and vision;
2. Monitoring, evaluation and learning;
3. Capacity building and resourcing;
4. Communications and engagement with Danish missions; and
5. Governance and stakeholder engagement.

FOR WHICH THEMATIC AREAS OF THE NAPS HAS DENMARK'S LEADERSHIP AND CONTRIBUTION BEEN CLEAREST (I.E. GREATEST VALUE-ADD IN REFERENCE TO OTHER PARTNERS AND ACTORS IN WPS)?

The evaluation has identified several thematic areas that demonstrate Denmark's value added in its third NAP and wider commitment to a WPS agenda. These are summarised below and outlined in more detail in Section 3.4.

- **Supporting the development of partner NAPs or RAPs.**
- Emphasising women's participation in local-level **peacebuilding and peacekeeping engagements.**
- Pursuing **development-humanitarian nexus programming** by linking the protection of women from SGBV with the promotion of women's empowerment and livelihoods.
- Strengthening the **humanitarian linkage between SRHR and SGBV in emergencies.**

HOW RELEVANT ARE THE THEMATIC FOCUSES OF THE CURRENT NAP TO DENMARK'S CURRENT AND FUTURE POSITION IN THE WORLD?

Overall, the thematic focuses and objectives of the current NAP remain central today. These include:

1. Achieving greater, active **participation** of women in peace building at international and local levels;

2. Enhancing the recognition of the **special needs and rights** of women and girls before, during and after armed conflicts;
3. Providing **protection** of girls and women against violence, including gender-based violence, such as rape and sexual abuse, promoting **transitional justice** and ending impunity for gender crimes;
4. Participating in the **international dialogue on peacebuilding and state-building**;
5. Focusing on **promoting women as peace-builders** in specific country programmes in fragile and conflict-affected states;
6. Working to ensure that **international operations and humanitarian efforts** include a clear gender perspective.

Nevertheless, there are several gaps in Denmark's NAP, both in terms of content and implementation, that limit its relevance against a global WPS agenda.

Globally, some important steps have been made to address the impunity of perpetrators of SGBV in conflict, including through the development of global normative frameworks that aim to prevent SGBV in conflict and seek justice for survivors; however, few prosecutions mean that transformative justice for women is limited. The evaluation identified limited Danish focus on gender aspects of the **Responsibility to Protect (R2P) agenda** or **transitional justice**, suggesting that this should be an area strengthened in the Denmark's fourth NAP.

UNSCR 1325 has acknowledged the **importance of displacement** to a WPS agenda, particularly in relation to the protection pillar and the exploitation, violence and abuse that women and girls experience due to conflict-driven displacement. An evolving WPS agenda emphasizes the need for greater attention to the protection of women and girls in multiple contexts of migration and displacement. **Denmark's NAP is weak in this area**, which should be addressed in the fourth NAP; for instance, in alignment with the Global Compact and existing EU-wide policy on the rights and protection needs of displaced, refugee and asylum-seeking women and girls.

Although Denmark's NAP emphasizes its commitment to the **special needs and rights** of women and girls before, during and after armed conflicts, these commitments are not specifically framed by an intersectional approach. Although the evaluation identified Danish humanitarian efforts to address the needs of women and girls with intersecting identities, this approach is less visible in development cooperation and stabilisation efforts. A more specific conceptualisation of intersectional-

ity in the fourth NAP will strengthen Denmark's ability to ensure that the most vulnerable women and girls are reached, in line with the 2030 Agenda to leave no one behind.

4 CONCLUSIONS AND RECOMMENDATIONS

This chapter presents key conclusions and subsequent recommendations emerging from this evaluation. Recommendations cut across five key areas of proposed future action by Denmark, in line with the key findings of the evaluation. These are as follows:

1. Strategy and vision;
2. Monitoring, evaluation and learning;
3. Capacity building and resourcing;
4. Communications and engagement with Danish missions; and
5. Governance and stakeholder engagement.

4.1 Strategy and vision

The evaluation found that although there has been wide coverage of NAP engagements according to thematic area, geography and type of engagement (bilateral, multilateral and regional), there is little evidence to suggest that this coverage was strategically driven by the NAPs. There is also limited evidence that the NAPs themselves have been relevant drivers of Danish commitment to WPS or strategic decision-making about WPS investment. WPS achievements have been more widely driven by individual and cultural factors rather than institutional or strategic factors. The explicit de-prioritisation of a WPS and 1325 agenda within the Danish Ministry of Foreign Affairs has likely contributed to the NAP's decreasing relevance over time.

Although attention to gender and women's rights as crosscutting themes are listed in all Danish country programme and policy documents, references to UNSCR 1325 and the Danish NAP have become less prominent in Danish policy, strategy and programme documents over time. There has also been a strong shift away from WPS language in recent development and humanitarian policies and strategies. The declining relevance of the NAP for driving Danish WPS priorities may suggest that the NAP has existed in parallel to other strategies and policies rather than being coherent with them.

4 CONCLUSIONS AND RECOMMENDATIONS

Simultaneously, the evaluation identified a number of areas where Denmark appears to have a 'niche' value-add in comparison to other likeminded countries, either in terms of NAP themes (like participation and protection), policy beyond WPS (for example, SRHR) or practical results on the ground (for example, local peacebuilding) which are not consistently articulated within the NAP.

Finally, the evaluation found evidence that Danish staff – particularly in missions, but also across government in Copenhagen – are not clear on the Danish vision for the NAP/WPS, are not aware of its content nor relevance to their work, and have not been engaged in a consultative process to define those priorities. WPS has not been well-integrated into existing Danish processes for developing policy, programming and selection and oversight of implementing partners. Civil society participation and alignment in Denmark's WPS vision has also been lacking. Recommendations to clarify and strengthen Denmark's strategy and vision for WPS are therefore as follows:

- a. Clarify the overall Danish vision and priorities for WPS and the fourth NAP through a structured, participatory and consultative process, ensuring input from – and reflecting the strategic priorities of – the three NAP signatory departments, the PSF and civil society stakeholders. The fourth NAP is an opportunity to build a new and shared consensus and vision for Denmark's engagement on WPS. It should set out a clear strategic vision – whilst highlighting some of Denmark's key WPS activities/engagements in practice, the NAP should be a document which endures a four-five year period, allowing for flexibility in practice in what Denmark does on the ground and in practice to realise the vision. This could be achieved through an accompanying implementation plan alongside the NAP which is more of a 'living' document than the NAP itself, which is more of a policy document, strategic vision and guiding framework.
- b. Build political buy-in for the NAP and WPS agenda at a high level, identifying senior stakeholders within Danish government and at a ministerial level who could have an interest in the WPS agenda. Devise a clear strategy for engaging those stakeholders using targeted meetings²⁰, events and communications, coordinated across departments as far as possible.

20 Inspiration could be drawn from the cross-political network on sexual and reproductive health and rights and SDGs as key platforms for harnessing political engagement and leverage. A similar mechanism could be built on WPS, or links could be made between the existing platform and other pillars of the WPS agenda. See: <http://www.tvaerpolitisknetvaerk.dk/>, <https://www.2030netvaerket.dk/om>

- c. Leverage thematic areas where Denmark has value-add. Although Denmark has limited resources for NAP prioritisation, it can still make a strong difference by mobilising its niche thematic areas and strengthening its voice in support of these areas, particularly in multilateral and normative arenas, including the EU, UN and NATO. Specific proposals include:
- I. Consider including SRHR in the fourth NAP to build wider Danish policy coherence and concretize an increasing interest in the humanitarian linkage between SRHR and SGBV in emergencies;
 - II. Women's participation in local level peacebuilding;
 - III. Supporting domestication of the 1325 framework in partner country or region NAPs and RAPS, with a focus on Denmark's strategic priority focus countries;
 - IV. Pursuing development-humanitarian nexus programming;
 - V. Strengthening Danish participation in the EU's Informal Task Force on UNSCR 1325, prioritizing attendance at meetings and engagement with others in the European External Action Service on WPS.
- d. Define Danish WPS vision and priorities in geographical areas of interest for Danish foreign policy, security and development cooperation, and integrate this into other guiding strategies, policies and M&E processes for those target geographies. For example, the Sahel, MENA, Horn of Africa, Afghanistan and South Sudan emerged as existing and ongoing geographical priorities for both Denmark as a whole but also in relation to WPS needs and entry points.
- e. Strengthen the focus on addressing underlying structural and gender inequalities within the fourth NAP to target persistent barriers to WPS progress.
- f. Strengthen the focus on the needs and experiences of diverse groups of women within the fourth NAP, acknowledging the impact that intersecting identities have on the WPS agenda (for example age, class, disability, sexuality, gender identity, ethnicity, religion and others).
- g. Ensure the NAP is integrated into existing strategic planning processes with Danish Government. For example, include WPS as a standard agenda item in the annual strategic dialogue between

4 CONCLUSIONS AND RECOMMENDATIONS

MFA and strategic CSO partners; ensure upcoming country task forces include an assessment of opportunities to address WPS issues in that country context as part of their mission; and integrate WPS issues more explicitly in templates for country policies and programme development.

4.2 Capacity building and resourcing

Where engagements were observed to be less effective and linked to poorer impact, lack of human and other types of resourcing is a contributing factor. The lack of a clear monitoring and tracking system for the NAP is an important gap and is part of broader limitations in the costing framework and allocated budget for NAP implementation. Funding modalities for NAP engagements at the country and regional levels appear to be ad hoc rather than strategic, raising questions about the efficiency of Danish spend on WPS engagements.

Conversely the most effective engagements were found to be those targeting women's participation, including in local-level peacebuilding, and protection of women in conflict and humanitarian emergencies, particularly from SGBV. Engagements targeting or working with specialist WPS/gender partners have been particularly effective. The least impact has been observed for NAP engagements involving gender mainstreaming in non-WPS focused engagements, in part as a result of weaknesses in staff and partner capacity to assess or support better gender mainstreaming, or weaknesses in results frameworks.

Civil society engagement in the NAP overall is currently ad hoc, constrained by the lack of earmarked funds for civil society participation in NAP implementation, monitoring and oversight. The benchmarking also found this a weak area for Denmark compared to others.

Stakeholders within government reported lack of time alongside other priorities to effectively advocate for and support NAP integration into key channels such as the PSF, through political channels such as with the EU and NATO, and via M&E processes. Recommendations related to capacity and resourcing are therefore as follows:

- a. Strengthen human resources within MFA to manage and oversee Denmark's NAP. This could involve recruiting for a gender adviser position or appointing an existing staff member with some relevant experience as a gender focal point, for example within the PSF. MFA should also clarify the time key staff in MFA participating in the IMWG have to dedicate to the NAP and integrate this clearly into job descriptions and appraisal processes.

- b. Take steps to make WPS funding more strategic and in order to enhance impact, focusing on lessons learned regarding what works, what doesn't, under which contexts and under which programming modalities and portfolio types. Consideration should also be given to targeted funding for Danish areas of WPS value-add.
- c. Continue to fund targeted WPS programming in addition to mainstreaming activities. This is critical to advancing a WPS agenda, particularly in the most complex settings where women's participation and rights are extremely limited. Some of the strongest results found in the evaluation were achieved through targeted initiatives with specialist partners. This should include development cooperation funding in addition to targeted WPS stabilisation, international defence and policing initiatives, and should be linked to existing Danish policies and strategies in these sectors.
- d. Make internal capacity building and training on WPS and gender mainstreaming available to MFA staff and mission staff from all three NAP signatories, and ensure key staff receive this training. For instance, training may include skills in how to conduct an intersectional gender analysis or in assessing the gender sensitivity of programme proposals and results frameworks. Civil society partners with specialism in these areas could be invited to deliver such training to Danish NAP government partners.
- e. Ensure implementing partners are using gender-sensitive results frameworks, including the collection of sex and age-disaggregated data and gender-sensitive indicators, by making this a requirement in grant/contract compliance procedures. This should be integrated into due diligence, contracting and reporting processes so that results frameworks have to be 'signed off' from a gender sensitivity perspective before M&E gets underway.
- f. Take steps to enhance retention of female personnel, particularly in the MoD. This may require a more introspective analysis of the possible persisting masculine cultures in the Danish armed forces²¹. Bring on board voices of female personnel and identify good experiences, learning from past practice, and explore

21 Inspiration could be drawn from the Nordic Centre for Gender in Military Operations (NCGM) which assists the military in integrating gender perspectives into the planning, execution and evaluation phases of operations through education and training, integrating gender into military exercises, cooperation through a network of key experts and institutions and by providing advice to policy and process development.

4 CONCLUSIONS AND RECOMMENDATIONS

the possibility of having trained gender advisers within Danish defence institutions.

- g. Earmark funds for civil society engagement in Denmark's NAP development and implementation, learning from the approach of other Nordic donors.

4.3 Monitoring, evaluation and learning

As noted above, the lack of a systematic M&E framework and learning processes on the NAP is hindering its relevance to Danish activity on WPS, and peace, security, humanitarian and development cooperation more broadly. This is essential if Denmark is to understand the impact of the fourth NAP on the vulnerable populations it seeks to reach, and on the wider WPS agenda, in future – and in securing greater political will and buy-in to the WPS agenda. Recommendations under monitoring, evaluation and learning are as follows:

- a. Develop a systematic monitoring, evaluation and learning framework for the NAP, which is implemented and followed up on regularly. Civil society actors should be engaged in the development and ongoing implementation of an M&E system, for example inputting at strategic review and reporting points to strengthen external accountability and collaboration. It must also be resourced within government if its development, implementation and tracking are to be sustained.
- b. Integrate NAP monitoring into programme-level results frameworks for future NAP engagements and ensure data is disaggregated by gender (and other intersecting identities such as age, disability, and other relevant identify factors in that context).
- c. Integrate the NAP's themes and objectives into existing review processes of Danish country programmes and other relevant programmes (peace and security, humanitarian, stabilization, peacekeeping).

4.4 Communications and engagement with Danish missions

As noted above, Danish staff in missions, but also across government in Copenhagen, are not clear on the Danish vision for the NAP/WPS, are not aware of its content nor relevance to their work and have not been engaged in a consultative process to define those priorities. There is an opportunity for Denmark to raise awareness on the NAP and engage mission staff in communications and dialogue to increase its relevance

on the ground, as well as gaining valuable input and collaboration from staff in missions, as follows:

- a. Carry out structured communications activities at both Copenhagen and mission level on Denmark's commitments and vision under the NAP and how this relates to its other commitments on peace and security, humanitarian and development programming. This would help to raise awareness within government as well as strengthening unified political influencing and messaging by staff at post. Messaging needs to be consistent with gender equality and WPS priorities stated in broader Danish policies and strategies.
- b. Consider producing learning products highlighting Denmark's contributions to WPS and circulating widely in Copenhagen and at post. Mobilise the 20-year anniversary of 1325 to raise awareness within government.

4.5 Governance and stakeholder engagement

The NAP has not been an effective framework for stakeholder collaboration. Any observations of enhanced collaboration were attributed to the Whole of Government Approach rather than the NAP. The IMWG has not been an effective forum for strategic collaboration between the three NAP signatories, with no terms of reference or direct outputs from the group contributing to a lack of effectiveness. The role of civil society in the development, drafting and monitoring of the Danish NAP has been limited, and its role in NAP consultations can be better described as ad hoc and fragmented. Denmark's lack of effective engagement with civil society has negatively affected the level of WPS commitment due to civil society not having a formalised role or a clear channel of influence, in turn negatively affecting NAP ownership and sustainability. Recommendations to strengthen governance and stakeholder engagement are therefore as follows:

- a. Revitalize the Inter-Ministerial Working Group with a clear Terms of Reference defining the IMWG's role in M&E and accountability to internal and external stakeholders. Although it does not have a role in monitoring the NAP currently, it may be well placed to contribute to that in the fourth NAP, although this needs to be accompanied with adequate resourcing. If funding for NAP implementation is mobilized, the IMWG could build a greater sense of collaboration, learning and accountability through shared activities such as co-facilitating workshops or learning forums, or co-producing learning outputs related to NAP engagements.

4 CONCLUSIONS AND RECOMMENDATIONS

- b. Develop a more systematic partnership with civil society in all phases of NAP development, implementation, monitoring and evaluation. The NGO Network for Conflict Prevention and Peacebuilding (CPPB Network²²) could be the starting point for this, engaging with the IMWG. The IMWG can connect to the Danish chapter of the Nordic Women Mediators' Network²³, comprising five Nordic Networks (DK, Sweden, Norway, Finland and Iceland) whose members are prominent female peacebuilding and mediation experts.

- c. Strategic partnerships should be built at mission level with partners with WPS specialism, particularly in priority fragile and conflict-affected contexts where Denmark is engaged worldwide. Women affected by conflict should be consulted and included in these processes.

22 <http://www.globalfokus.dk/om-os/organisationen/arbejdsgrupper/netvaerk-for-konfliktforebyggelse-og-fred>

23 <https://cric.ku.dk/nwmn/>

5 BIBLIOGRAPHY

1325 Dutch NAP Partnership (2016-2019) The Netherlands National Action Plan on Women, Peace and Security 2016-2019: A partnership to contribute to the implementation of the Women, Peace and Security Agenda.

ALNAP & ODI (2008) Evaluating humanitarian action using the OECD-DAC criteria: An ALNAP guide for humanitarian agencies. London: Active Learning Network for Accountability and Performance (ALNAP) and Overseas Development Institute (ODI).

Bergman, A. (2014) Women, Peace and Security - And Denmark. Copenhagen: Danish Institute for International Studies.

Cohn, C. (2008) Mainstreaming Gender in UN Security Policy: A Path to Political Transformation? In S.M. Rai & G. Waylen (Eds.), *Global Governance: Feminist Perspectives*, pp. 85-206. Basingstoke: Palgrave Macmillan.

Council of the European Union (2016) Revised indicators for the Comprehensive approach to the EU implementation of the UN Security Council Resolutions 1325 and 1820 on women, peace and security. Brussels, 22 September 2016.

DIIS (2016) Women in MINUSMA: Female Peacekeepers are Vital for the UN Mission in Mali. DIIS Policy Brief December 2016. Danish Institute for International Studies and Royal Danish Defence College.

Hagemann, A. & Bramsen, I. (2019) *New Nordic Peace: Nordic Peace and Conflict Resolution Efforts*. Nordic Council of Ministers.

IOB (2015) Evaluation, Gender, Peace and Security: Evaluation of the Netherlands and UN Security Council resolution 1325.

MFA (2009) Strategy for Danish Humanitarian Action 2010-2015: Addressing Vulnerability, Climate Change and Protection Challenges. Ministry of Foreign Affairs Denmark.

MFA (2010a) Strategy for Danish Humanitarian Action 2010-2015: Addressing Vulnerability, Climate Change and Protection Challenges. Ministry of Foreign Affairs Denmark.

MFA (2010b) Peace and Stabilisation: Denmark's Policy Towards Fragile States 2010-2015. Ministry of Foreign Affairs of Denmark.

5 BIBLIOGRAPHY

MFA (2014) Strategic Framework for Gender Equality, Rights and Diversity in Danish Development Cooperation. Ministry of Foreign Affairs Denmark.

MFA (2013) Denmark's Integrated Stabilisation Engagement in Fragile and Conflict-Affected Areas of the World. Ministry of Foreign Affairs Denmark.

MFA (2016a) South Sudan Country Programme 2016-2018. Ministry of Foreign Affairs, Embassy of Denmark, Addis Ababa, Ethiopia.

MFA (2016b) Middle East and North Africa Region Programme Document – Danish Arab Partnership Programme 2017-2021. Ministry of Foreign Affairs Denmark.

MFA (2017a) The World 2030: Denmark's strategy for development cooperation and humanitarian action. Ministry of Foreign Affairs Denmark, DANIDA International Development Cooperation.

MFA (2017b) Africa Programme for Peace, Phase IV (APP IV), 2018-2021. Ministry of Foreign Affairs, Denmark.

MFA (2017) Foreign and Security Policy Strategy (2017-2018). Ministry of Foreign Affairs Denmark.

MFA (2018a) Evaluation Guidelines, January 2018. Evaluation Department, Ministry of Foreign Affairs, Danida.

MFA (2018b) Foreign and Security Policy Strategy (2019-2020). Ministry of Foreign Affairs Denmark.

MFA and MoD (2005) Denmark's Action Plan on implementation of Security Council Resolution 1325 on Women, Peace and Security (English summary). Ministry of Foreign Affairs and Ministry of Defence, Denmark.

MFA and MoD (2011) Whole of Government Stabilisation Programme for the Wider Horn of Africa/East Africa 2011-2014. Ministry of Foreign Affairs and Ministry of Defence, Denmark.

MFA and MoD (2018a) Peace and Stabilisation Programme, The Horn of Africa 2018-2022: Programme Document. Ministry of Foreign Affairs and Ministry of Defence, Denmark.

MFA and MoD (2018b) Guidelines: The Peace and Stabilisation Fund, October 2018. Ministry of Foreign Affairs and Ministry of Defence, Denmark.

MFA, MoD and DNP (2008) Denmark's National Action Plan for implementation of UN Security Council Resolution 1325 on Women, Peace and Security 2008-2013. Ministry of Foreign Affairs, Ministry of Defence and Danish National Police, Denmark.

MFA, MoD and DNP (2014) Denmark's National Action Plan for implementation of UN Security Council Resolution 1325 on Women, Peace and Security 2014-2019. Ministry of Foreign Affairs, Ministry of Defence and Danish National Police, Denmark.

MFA, MoD and Moj (2013) Denmark's Integrated Stabilisation Engagement in Fragile and Conflict-Affected Areas of the World. Ministry of Foreign Affairs, Ministry of Defence and Ministry of Justice, Denmark.

OSCE and Inclusive Security (2016) Designing Inclusive Strategies for Sustainable Security: Results-Oriented National Action Plans on Women, Peace and Security. Organization for Security and Co-operation in Europe (OSCE) National Action Plan Academy, and Inclusive Security.

The Danish Government (2012) The Right to a Better Life: Strategy for Denmark's Development Cooperation.

The Whole of Government Steering Committee (2017) Denmark's Integrated Peace and Stabilisation Engagements.

The Whole of Government Steering Committee (2018) Denmark's Integrated Peace and Stabilisation Engagements.

Trojanowska, B.K., Lee-Koo, K. & Johnson, L. (2018) National Action Plans on Women, Peace and Security: Eight Countries in Focus. The Australian Civil Military Centre and Monash GPS.

United Nations (2016) Plan of Action to Prevent Violent Extremism. Report of the Secretary General, presented to the United Nations General Assembly.

UNSC (2016) Report of the Secretary-General on women and peace and security. United Nations Security Council, September 2016.

UNWOMEN (2015) Preventing Conflict, Transforming Justice, Securing the Peace: A Global Study of United Nations Security Council Resolution 1325.

UNWOMEN (2018) Women's Meaningful Participation in Negotiating Peace and the Implementation of Peace Agreements. Report of the Expert Group Meeting.

WILPF (2018) Women, Peace and Security. A Review of Germany's National Action Plan 1325. Women's International League for Peace and Freedom.

WILPF (2019) Assessing the Implementation of the UK's NAP 1325. Shadow Report, CEDAW Committee, 72nd Session. Women's International League for Peace and Freedom.

EVALUATION OF THE DANISH NATIONAL ACTION PLANS FOR THE IMPLEMENTATION OF UN SECURITY COUNCIL RESOLUTION 1325 ON WOMEN, PEACE AND SECURITY

**MINISTRY OF FOREIGN AFFAIRS
OF DENMARK**

2 Asiatisk Plads
DK-1448 Copenhagen K
Denmark

Tel +45 33 92 00 00
Fax +45 32 54 05 33
um@um.dk
www.um.dk

ISBN: PDF: 978-87-93760-24-0
ISBN: HTML: 978-87-93760-25-7

