



**MINISTRY OF FOREIGN AFFAIRS
OF DENMARK**

EVALUATION FOLLOW-UP STUDY OF THE DANISH NATIONAL ACTION PLAN ON WOMEN, PEACE AND SECURITY

JULY 2024



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TABLE OF CONTENTS

EXECUTIVE SUMMARY	5
1. INTRODUCTION	8
2. OBJECTIVES OF THE STUDY	9
3. APPROACH AND METHODOLOGY	10
4. SUMMARY OF MAIN FINDINGS AND RECOMMENDATIONS FROM THE EVALUATION (2019)	12
4.1 Summary of main findings	12
4.2 Summary of main recommendations	12
4.3 Management response and follow-up note	13
5. THE DANISH NAP (2020-2024)	16
5.1. Strategic focus of NAP IV	17
6. SELECTION OF THEMATIC AREAS	20
7. POLITICAL COMMITMENT	23
8. FINANCING OF THE NAP	25
9. NAP POLICY COHERENCE TO OVERALL POLICIES AND STRATEGIES	26
9.1 NAP in existing strategic planning processes	27
10. GOVERNANCE AND STAKEHOLDER INVOLVEMENT IN THE PREPARATION AND IMPLEMENTATION OF THE NAP	29
11. HUMAN RESOURCE CAPACITY	33
12. RESULTS, MONITORING AND LEARNING FRAMEWORK	35
12.1. Annual implementation plans	36
12.2. Annual progress reports	37
13. ACHIEVEMENTS OF THE NAP (2020-2024)	38
14. OVERALL LESSONS LEARNED BASED ON THE NAP 2020-24 AND RECOMMENDATIONS	39
15. SUMMARY: STUDY RECOMMENDATIONS	41
ANNEX A	43
ANNEX B	47
ANNEX C	49

LIST OF ABBREVIATIONS

CSOs	Civil Society Organisations
DNP	Danish National Police
ELK	The Department for Evaluation, Learning and Quality (Now LEARNING)
GBV	Gender-based violence
IMSG	Inter-Ministerial Steering Group
IMWG	Inter-Ministerial Working Group
M&E	Monitoring and evaluation
MFA	Ministry of Foreign Affairs
MoD	Ministry of Defence
Moj	Ministry of Justice
MR	Management response
NAP	National Action Plan
PSF	Peace and Stabilisation Fund
SDG	Sustainable development goal
SEAH	Sexual exploitation and harassment
SRHR	Sexual and reproductive health and rights
SGBV	Sexual and gender-based violence
TFGBV	Technology-facilitated gender-based violence
ToC	Theory of Change
ToR	Terms of Reference
UNSCR	United Nations Security Council Resolution
WPS	Women, Peace and Security

EXECUTIVE SUMMARY

This report presents the findings of a follow-up study (the Study) commissioned by the Evaluation, Learning and Quality Department of the Ministry of Foreign Affairs of Denmark's fourth National Action Plan (2020-2024) for the implementation of UN Security Council Resolution 1325 on Women, Peace and Security.

The Study uses the Evaluation, commissioned in 2019 by the Ministry of Foreign Affairs, of the two previous National Action Plans for Women, Peace and Security (2008-2013 and 2014-2019), as point of departure to assess to which extent findings and recommendations from the Evaluation have been taken into consideration during the preparation and implementation of the fourth National Action Plan.

The objective of the Study is to assess the implementation of recommendations made in the Evaluation and to analyse the link between outcomes and outputs in the annual implementation plans and assess the level of achievement of the outcomes and general progress in the current National Action Plan's results framework (until the end of 2022). Finally, based on the lessons learned, the Study will inform decision-making on the strategic and operational direction of a National Action Plan for Women, Peace and Security after 2024.

The Study seeks to address the following questions: (i) How and to what extent are the recommendations of the Evaluation of the Danish National Action Plans for implementation of UN Security Council Resolution 1325 reflected at the strategic level in Denmark's National Action Plan for Women, Peace and Security (2020-2024)? (ii) How is the governance and stakeholder involvement in the preparation and implementation of the National Action Plans and implementation plans? (iii) What is the role and engagement of key stakeholders? (iv) Has the human resource capacity within the area of UN Security Council Resolution 1325 increased within the Ministry of Foreign Affairs of Denmark? (v) To what extent is the level of capacity satisfactory, considering the requirements included in the current National Action Plan for UN Security Council Resolution 1325? (vi) Has a systematic monitoring and learning framework for the current National Action Plan been implemented, and is follow-up conducted on a regular basis? (vii) To what extent is the design of the National Action Plans and the annual implementation plans relevant to/useful for the three National Action Plan signatories? (viii) What has been the level of achievement of the general progress in the current National Action Plan, and what are the lessons learned?

Overall, the Study finds that there has been important progress in the preparation and implementation of the fourth National Action Plan in terms of following up on the recommendations from the Evaluation, especially regarding the governance structure and stakeholder involvement. However, in terms of translating this progress into actual results, the findings point to continued challenges/weaknesses.

The Study finds that there has not been a strong political commitment at the strategic level to the Women, Peace and Security agenda, including to the fourth National Action Plan. For example, as was the case during the implementation of the two previous National Action Plans, the current National Action Plan is not prominent within Danish policies, strategies and programme documents, which means that the National Action Plan continues to exist in parallel with, rather than being coherent with, other policies and strategies. It also seems that the relevance of the current National Action Plan in driving Women, Peace and Security priorities is limited. These factors have contributed to the fourth National Action Plan only being moderately effective in contributing to the objectives set out in it, resulting in a less-than-ideal level of impact.

In terms of selected priority themes in the fourth National Action Plan, the study notes that in line with recommendations from the Evaluation, themes where Denmark could add value, namely Sexual and Reproductive Health and Rights and Sexual and Gender-based violence, were selected. This could be an important step to facilitate coherence between important Danish policies/strategies and the National Action Plan. However, the Study finds that despite including the mentioned priority themes in the fourth National Action Plan, it has not resulted in increased coherence, which could be caused by the strategic focus of the fourth National Action Plan not being based on realistic priorities.

The Study finds that governance and stakeholder involvement in the implementation of the fourth National Action Plan and in the preparation of the fifth National Action Plan have improved significantly over the last two years (2023 and 2024). Terms of Reference have been developed for all relevant stakeholders (such as the Women, Peace and Security focal points, and the Inter-Ministerial Working Group), defining their roles and responsibilities in terms of preparing and monitoring the implementation of the National Action Plan. The role of Civil Society Organisations (CSOs) in the preparation have also shown some improvements. However, there is still room for improvement, ensuring a more formalised role of CSOs in these processes. Furthermore, the Study found that the organisation of Women, Peace and Security focal points across the home service and service abroad within the Ministry of Foreign Affairs has improved through more regular and formalised interaction between Women, Peace and Security focal points on sharing experiences and learnings. Finally, the planned establishment of an Inter-Ministerial Steering Group (IMSG)

with participation at management level has the potential to increase the political commitment to the Women, Peace and Security agenda.

The Study finds that there is an urgent need for increasing the capacity of relevant stakeholders, especially within the Ministry of Foreign Affairs to provide additional human resources to work on the Women, Peace and Security agenda and/or more specifically to work on the implementation of the National Action Plan. Capacity development is very important in terms of ensuring that Women, Peace and Security is more consistently integrated into relevant projects and programmes. The capacity development of staff is formalised within the Ministry of Defence and the Danish National Police compared to the Ministry of Foreign Affairs where capacity development has not yet been mainstreamed into regular training programmes.

In line with recommendations from the Evaluation, the fourth National Action Plan implementation plans were prepared for each of the signatories as part of the fourth National Action Plan with a view to elaborating on the strategic goals identified in the National Action Plan. However, being the first generation of implementation plans, the plans seem to reflect actual activities undertaken by the three signatories rather than activities aligned with the strategic goals. Furthermore, the plans were overly complicated and with too many indicators, making them unsuitable for providing a framework for systematic monitoring and learning for the National Action Plan.

It has not been possible to assess the level of achievement of the general progress in the current National Action Plan and to identify lessons learned because no systematic monitoring and reporting on progress are performed and no targets are set for annual outputs. The Study acknowledges the difficulties in preparing such framework and measuring aggregated progress due to the comprehensive nature of the National Action Plan agenda. Thus, integrating the objectives of the National Action Plan into existing review processes of Danish country programmes and other relevant programmes becomes very important.

1. INTRODUCTION

In 2005, Denmark was the first country in the world to launch a National Action Plan (NAP) for the implementation of the United Nations Security Council Resolution (UNSCR) 1325 on Women, Peace and Security (WPS). Since then, Denmark has further published three NAPs in 2008, 2014 and 2020. The NAPs have been developed and published by the Ministry of Foreign Affairs (MFA), the Ministry of Defence (MoD) and the Ministry of Justice (MoJ), the latter of which is represented by the Danish National Police (DNP).

An Evaluation of the two NAPs (2008-2013 and 2014-2019) was commissioned in 2019 by the MFA. The Evaluation concluded that the UNSCR 1325 and the NAP had become less prominent in the implementation of Danish Development and Security Policies, and that the achievement of results in partner countries was somewhat limited.

Denmark is currently in the process of preparing a new NAP (NAP V), which will replace the current one by 2025. Thus, with its seat on the UN's Security Council (2025-2026), Denmark has a unique opportunity to strengthen the WPS agenda in the next NAP period. The Danish priorities in the Security Council are outlined under three headings: Equality, Security and Action, and the WPS agenda is strongly represented in the priorities identified. Therefore, it is important that NAP V will be able to inform and guide Denmark's representation in the Security Council and more generally, improve achievements of results within the WPS agenda in partner countries.

To understand the progress of the current NAP IV (2020-2024) and to provide specific points of action going forward to inform the development of the upcoming NAP V, the Evaluation, Learning and Quality (ELK, now LEARNING) Department within the MFA commissioned an Evaluation Study (the Study) to follow up on findings and recommendations of the Evaluation of the two previous NAPs.

2. OBJECTIVES OF THE STUDY

The overall purpose of the Evaluation Study of Denmark's NAP IV is to learn from the implementation of the recommendations and inform the development and strategic direction of NAP V. The Study therefore has a forward-looking perspective, and its ambition is to take stock of progress in a way that can inform the debate and a decision on Denmark's future approach to the WPS agenda. See Annex A for the Terms of Reference (ToR).

THE STUDY AIMS TO ANSWER THE FOLLOWING KEY QUESTIONS:

- Q1:** How and to what extent are the recommendations of the Evaluation of the Danish National Action Plans for implementation of UNSCR 1325 reflected at the strategic level in Denmark's National Action Plan for Women, Peace and Security (2020-2024)?
- Q2:** How is the governance and stakeholder involvement in the preparation and implementation of the NAPs and implementation plans? What is the role and engagement of key stakeholders, including WPS focal points, Inter-Ministerial Working Group (IMWG) and the role of the CSO network?
- Q3:** Has the human resource capacity within the area of UNSCR 1325 increased within the MFA? And to what extent is the level of capacity satisfactory, considering the requirements included in the current NAP for UNSCR 1325?
- Q4:** Has a systematic monitoring and learning framework for the current NAP been implemented, and is follow-up conducted on a regular basis?
- Q5:** To what extent is the design of the NAPs and the annual implementation plans relevant to/useful for the three NAP signatories?
- Q6:** What has been the level of achievement of the general progress in the current NAP's results framework (until end-2022), measured at the strategic and outcome levels?
- Q7:** What are the overall lessons learned for the Danish involvement based on the NAP (2020-2024) and how can these lessons learned be taken forward in the preparation of a new NAP in 2024?

3. APPROACH AND METHODOLOGY

The Study applies the overall Organization for Economic Co-operation and Development's Development Assistance Committee (OECD/DAC) evaluation criteria of relevance, effectiveness, efficiency, coherence, impact and sustainability as an overall reference. However, the primary emphasis is on relevance and effectiveness, while other criteria are considered secondary. The Study approach is both summative and formative with emphasis on the forward-looking (formative) elements.

The key methods applied have been the study of relevant documentation, key informant interviews and feedback loops for verification of findings.

Key documents studied include (i) the Evaluation of the Danish National Action Plans for the Implementation of UNSCR 1325 on Women, Peace and Security (2019); (ii) The management response to the Evaluation including the follow-up actions identified in the management response; (iii) Denmark's National Action Plan for WPS (2020-2024), (iv) The WPS implementation plans, with a specific focus on the implementation plans (from 2020 until end-2022) and progress reports on the implementation of the annual implementation plans, consultation of secondary sources, including previous evaluations and reviews. The Study has not analysed specific programme and project documents.

Key informant interviews were conducted with MFA staff based in Copenhagen (WPS focal points) and at Danish Embassies/Representations, with MoD and DNP staff and representatives from the CSO network, and individual consultations with members of the IMWG. Based on the recommendations provided in the Evaluation, the consultations have focused on the view of key stakeholders on the relevance and effectiveness of the current NAP to provide recommendations for NAP V.

A meeting with key stakeholders was held to discuss preliminary findings and recommendations of the Study. Annex C includes a list of persons consulted.

There are some limitations to applying the above-mentioned approach. The key documents consulted do not, as indicated above, include a systematic analysis of programme/project documents but are based on the review of implementation plans and progress reports covering a period of two years (2021 and 2022). The progress reports do not systematically document results. The interviews with key stakeholders are based on their perception of whether/how the Evaluation recommendations are reflected in NAP IV. This implies that the Study is based on a qualitative assessment as no results information was available in the existing documents to allow for a quantitative analysis. The Study has a forward-looking perspective, and its ambition is to take stock of progress in a way that can inform debate and decision-making on Denmark's approach to the WPS agenda going forward.

4. SUMMARY OF MAIN FINDINGS AND RECOMMENDATIONS FROM THE EVALUATION (2019)

This section briefly summarises the Evaluation's main findings and recommendations based on the previous National Action Plans (2008-2013 and 2014-2019) as well as the management response¹ of the Evaluation.

4.1 Summary of main findings

The Evaluation found that in terms of strategy and vision the previous Danish NAPs were characterised by having a wide coverage of thematic and geographic areas and types of engagement (bilateral, multilateral and regional). However, according to the Evaluation, the coverage had not been strategically driven by the NAPs and references to UNSCR 1325. Hence, the Danish NAPs had become less prominent in Danish policies, strategies and programme documents over time. It was concluded that the NAPs run in parallel with other strategies and policies rather than being coherent with these.

It was highlighted that the political buy-in had been limited for the NAP and the WPS agenda in general and that there had been a declining relevance in terms of the NAPs driving WPS priorities. This was especially the case for the third NAP.

In terms of monitoring, evaluation and learning it was highlighted that there was an urgent need for developing a systematic framework for the NAPs, and finally, it was recognised that developing and implementing the NAPs had not been part of an effective framework for stakeholder collaboration including with CSOs.

4.2 Summary of main recommendations

The Evaluation recommended that NAP IV should clarify the overall Danish strategic vision and priorities for WPS through a structured, participatory and consultative process and reflect the strategic priorities of the three NAP signatory departments, the Peace and Stabilisation Fund and CSO stakeholders. The fourth NAP should be considered an overarching

¹ The management response was coordinated by the Department for Africa, Policy & Development and includes responses from the MFA, MoD and DNP.

strategic vision and policy framework accompanied by more detailed and practical implementation plans for each of the three signatories to allow for flexibility and detailed monitoring during the NAP period. In terms of financing of NAP activities, it was recommended to continue funding targeted WPS programming in addition to mainstream activities.

Regarding the finding on the need for political buy-in, it was recommended to identify senior stakeholders at ministerial level and devise a strategy for engaging them.

The Evaluation recommended that the selection of thematic areas should focus on areas where Denmark can add value, for example, Sexual and Reproductive Health and Rights and women's participation in local-level peace building. It was also recommended to include a stronger focus in the NAP on the needs and experiences of the diverse groups of women and on addressing underlying and structural inequalities.

To ensure that the NAPs are mainstreamed into planning processes within the Danish government it was recommended to integrate WPS into country taskforce missions and in templates for country policies and programme development. Furthermore, it was assessed necessary to strengthen human resources within the MFA to manage and oversee Denmark's NAP and make internal capacity building and training on WPS available to staff.

In terms of governance, it was recommended to revitalise the IMWG with clear ToR and develop a more systematic partnership with civil society in NAP development and implementation.

Finally, it was recommended to develop a systematic monitoring, evaluation and learning framework for the NAP, to be implemented and subjected to regular follow-up. Finally, it was recommended to integrate NAP themes and objectives into existing review processes of Danish country programmes and other relevant programmes. For the full list of recommendations, see footnote².

4.3 Management response and follow-up note

Overall, the management response and follow-up note³ agreed to the Evaluation recommendations and concluded that the recommendations

2 Evaluation of the Danish National Action Plans for the Implementation of UN Security Council Resolution 1325 on Women, Peace and Security (um.dk).

3 The management response was coordinated by the Department for Africa, Policy & Development and includes responses from the MFA, the MoD and the DNP.

would be carried forward and taken into consideration in the process of developing Denmark's NAP IV in close collaboration with the IMWG.

The management response (MR) noted that the NAPs have had less of a strategic role in Danish development, stabilisation and security efforts than originally set out due to changing priorities. The MR also noted the overall conclusion of the Evaluation, namely that the Danish NAPs have been only moderately effective in contributing to the objectives set out in the plans and thereby shown less than the anticipated level of impact. The MR agreed with the recommendation related to the importance of political buy-in, and it was highlighted that the WPS agenda would have the full support at ministerial level, acknowledging that successful implementation would rely on the buy-in from all relevant department heads from the MFA, MoJ and MoD, including the Chief of Defence. Below is an overview of main recommendations⁴ and management response and follow-up.

MAIN RECOMMENDATIONS FROM THE EVALUATION	MANAGEMENT RESPONSE AND FOLLOW-UP
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 Peace and Stabilisation Fund (PSF) and civil society stakeholders. The fourth NAP could be considered an overarching strategic vision and policy framework.	Agrees to this point.
The MFA, the MoD and the DNP should build political buy-in for the NAP and WPS agenda at a high level and devise a clear strategy for engaging those stakeholders.	Agrees to this point and emphasises that the WPS agenda sits very well within the priorities of the government to focus on foreign policy, security policy and development efforts on peace and stabilisation in fragile states.

⁴ The Evaluation presented a total of 22 recommendations. The Study has selected 13 of the total number of recommendations, based on the relevance of the recommendations in terms of the forward-looking perspective of the Study.

MAIN RECOMMENDATIONS FROM THE EVALUATION	MANAGEMENT RESPONSE AND FOLLOW-UP
Leverage thematic areas where Denmark can add value. For example, inclusion of sexual and reproductive health and rights (SRHR).	The MFA welcomes the recommendations for Denmark to further positions of strength in NAP IV.
Define Danish WPS vision and priorities in geographical areas of interest for Danish foreign policy, security and development.	The MFA welcomes this recommendation. And will investigate ways to include ambitions for WPS engagements in geographical areas of specific interest in NAP IV.
Address underlying structural and gender inequalities and the needs and experiences of diverse groups of women.	The IMWG agrees with this recommendation.
Ensure that the NAP is integrated into existing strategic planning processes.	The MFA agrees with this recommendation.
Strengthen human resources within the MFA to manage and oversee Denmark's NAP.	The MFA agrees with this recommendation.
Continue to fund targeted WPS programming in addition to mainstreaming activities.	The MFA agrees with this recommendation.
Make internal capacity building and training on WPS available to MFA staff and mission staff from all three NAP signatories.	The MFA will further ensure training is updated, relevant and offered to all relevant staff. The MoD will enhance cooperation with the MFA in this regard, and the DNP will develop more extensive mandatory training for mission-deployable staff.
Develop systematic monitoring, evaluation and learning for the NAP, which is implemented and regularly followed up on.	The MoD and the MFA have published accompanying detailed practical implementation plans alongside the NAP IV, allowing for flexibility and detailed monitoring during the NAP period.
Revitalise the IMWG with a clear ToR, defining the IMWG's role in monitoring and evaluation (M&E) and accountability to internal and external stakeholders.	The IMWG has been revitalised with new ToR. Annual meetings are hosted by the MFA, the MoD and the DNP with participation from various CSOs.
Develop a more systematic partnership with civil society in NAP development and implementation.	Inclusion of civil society and other partners in the development of NAP IV is well noted.

5. THE DANISH NAP (2020-2024)

The following section briefly outlines the overall goal and the main priorities presented in three pillars followed by an analysis of the NAP's role as a strategic-level instrument for WPS implementation (Question 1 of this Study).

The overall goal is to strengthen women's meaningful participation in peace work (from prevention, conflict management to peacebuilding and peacekeeping) and to include gender equality, rights, interests, vulnerabilities and needs of women and men in all phases of the work with sustainable peace. The NAP refers to sustainable development goals (SDGs) 5 (Gender Equality) and 16 (Peace, Justice and Strong Institutions).

The NAP includes three main pillars: (i) Denmark as a security policy actor, (ii) Women's participation in peace and security efforts, and (iii) Sexual and gender-based violence in conflict situations and efforts against sexual exploitation, abuse and harassment.

The first pillar refers to Denmark applying its position as a security policy actor to promote the work with WPS and the goals stated in the WPS agenda in general. This applies when Denmark participates in civilian and military efforts in connection with crises and conflict zones around the world and when it pursues the agenda of WPS in international organisations with a focus on peace and security. It is further stated that Denmark will strengthen and mainstream a gender perspective in international operations, missions and peace and stabilisation efforts and ensure that all relevant international organisations (NATO, the EU and the UN) increase their focus and deliver relevant concrete results in relation to WPS.

The second pillar is Women's Participation in Peace and Security Efforts. The focus within this priority area is to promote women's participation in the global as well as in the national work on peace and security. This refers to conflict prevention, conflict management and peace building. It also refers to the UN goal on increasing gender equality in peacekeeping missions. The second goal within this priority area is to increase women's participation in Danish military and civil missions. This will be done in part through a targeted effort to increase the recruitment and retention of women in the Danish defence and the Danish National Police.

The third pillar includes a focus on Sexual and gender-based violence (SGBV) and Sexual exploitation and harassment (SEAH). Under this focus area, Denmark will focus on preventing and protecting individuals against SGBV in conflict situations and humanitarian crisis in cooperation with national and international partners. Special areas of focus on Denmark's efforts are SRHR and access to sexual and reproductive health services, such as contraception and safe abortion, not least in cases of sexual violence.

5.1. Strategic focus of NAP IV

STUDY QUESTION 1:

How and to what extent are the recommendations of the Evaluation of the Danish National Action Plans for implementation of UNSCR 1325 reflected at the strategic level in Denmark's National Action Plan for Women, Peace and Security (2020-2024)?

This section will focus on whether NAP IV, based on the evaluation recommendation, includes a clear overall Danish strategic vision and priorities developed through a structured, participatory and consultative process and reflects the strategic priorities of the three NAP signatory departments and civil society stakeholders. The Study finds that the Danish vision and priorities for WPS as outlined in NAP IV are in line with the overall strategic priorities of the three NAP signatory departments and the strategic framework for the PSF as also recommended by the Evaluation. The current NAP is focusing on countries/regions where Denmark, at the time of preparing NAP IV, had a special interest in terms of PSF programmes, these include Syria and Iraq, the Sahel, Afghanistan, and the Horn of Africa, especially Somalia.

EVALUATION RECOMMENDATION:

NAP IV should clarify the overall Danish strategic vision and priorities for WPS in thematic/geographical areas of interest for Danish foreign policy, security and development, developed through a structured, participatory and consultative process, and reflecting the strategic priorities of the three NAP signatory departments, the Peace and Stabilisation Fund and civil society stakeholders. The MR agrees fully with this recommendation.

Nevertheless, NAP IV could have clarified the overall Danish vision, while allowing for even further flexibility and adaptation in the implementation, and identified fewer and more realistic priority areas, taking the actual level of political commitment and the resources prioritised for the implementation into consideration.

The preparation of NAP IV was only to a certain extent based on a participatory and consultative process. The IMWG, including representation from the MFA, the MoD and the DNP, coordinated the work and ensured that inputs were provided from the NAP signatory departments during the preparation of NAP IV. Furthermore, WPS focal points within the MFA were consulted extensively. However, CSOs highlighted that the consultations could have been more formalised and effective ensuring that the inputs from CSOs were more systematically integrated into the final NAP document.

The Study notes that the preparation of NAP V, which is already ongoing, provides a more structured, participatory and consultative process in terms of stakeholder engagements including with CSOs. (The governance structure of the preparation and implementation of NAP IV and NAP V is discussed in more detail in Section 10).

As recommended by the Evaluation, the Study finds that NAP IV recognises the existence of fluid gender identities. However, this recognition is not fully reflected in the NAP IV/implementation plans. For example, it would require disaggregated data that would clarify to what extent diverse groups of women are targeted/benefitting from the Danish support.

In terms of structural inequalities, NAP IV is focusing on barriers for women's participation in peace and security efforts, including lack of political representation in political processes. Risk of sexual and gender-based violence is another barrier for women's participation emphasised by the NAP IV. Therefore, structural inequalities are addressed, which is necessary to ensure full participation of women within peace and security.

In addition to the follow-up on the evaluation recommendations implementing NAP IV, the Study notes that the goal and strategic vision of the current NAP only refer to women's meaningful participation and not to strengthening women's influence as actors for peace and security. This is also reflected in pillar 2 of the NAP. While meaningful participation may refer to participation at all levels, it would be essential to state the importance of women's influence. It is important that women gain greater political and public influence because an absence of women in, for example peace negotiations, adversely affects women's opportunities to take part in political, legal and socio-economic development processes in the post-conflict phase. When women's rights to political participation and influence are not respected, peacebuilding lose legitimacy, quality and sustainability.

EVALUATION RECOMMENDATION:

Diversity should be included within the framework of the fourth NAP, strengthening the focus on the needs and experiences of diverse groups of women. The MR agrees that diversity should be included within the framework of the fourth NAP.

Addressing underlying structural and gender inequalities. The MR concurred with the view that a focus on root causes is needed to tackle inequality and indicates that ways to do this will be considered, strengthening the focus on underlying and structural inequalities.

The Study also notes that NAP IV outlines that Denmark will strengthen and mainstream a gender perspective in international operations, missions and peace and stabilisation efforts. It is unclear what is meant by mainstreaming a gender perspective. For example, mainstreaming a gender perspective could refer to (i) military and civilian personnel having a sound knowledge of the WPS agenda, including how to prevent and respond to conflict-related sexual violence and to SEAH; (ii) gender being integrated into the planning (gender analysis), (iii) the international framework for WPS playing a part in international WPS expertise- and capacity-building in the security sector; and finally (iv) work being undertaken towards a good gender balance in the Armed Forces and the Police, particularly in operational and leadership positions. Operationalising the concept of mainstreaming a gender perspective as suggested above would provide more clarity to what Denmark would like to achieve⁵.

Recommendation 1: The NAP V should be a policy document with a clear strategic vision, guiding priorities while allowing for flexibility and adaptation in implementation. The NAP should align with and strengthen the WPS agenda in the strategic priorities of the Peace and Stabilisation Fund and be developed in a consultative process with key stakeholders, including civil society.

The strategic vision should include:

- a focus on strengthening women's participation and influence as actors for peace and security
- additional focus on diversity, including a focus on the needs and experiences of diverse groups of women; and
- the timeline should span a period of five to six years, allowing for flexibility and adaptation to realise the vision.

5

A relevant reference is the Norwegian NAP 2023-2030 which clearly outlines what is meant by integrating a gender perspective in the security sector.

6. SELECTION OF THEMATIC AREAS

In terms of selecting thematic priority areas where Denmark can add value as recommended by the Evaluation, the Study notes that there is a specific reference in NAP IV to the SRHR of women. SRHR is integrated into the third pillar of the NAP IV including access to sexual and reproductive health services such as contraception and safe abortion, especially in cases of sexual violence and rape. The third pillar also includes a focus on SGBV and SEAH, which are also key priorities for Denmark.

In the preparation of NAP V, it is important also to consider the new driving factors for conflicts and vulnerability, including large-scale global migration and displacement, climate change and artificial intelligence. These factors already affect the WPS agenda at different levels. These driving factors should be considered across all selected thematic priorities. In terms of displacement and migration, the significance of displacement to the WPS agenda has been acknowledged, particularly in relation to the protection pillar in the UNSCR 1325. The issue of displacement in the current NAP has, as in previous NAPs, been addressed through foreign policy rather than domestic policies addressing the needs of female refugees and asylum seekers. Respondents during the interviews argued that the NAP should have greater focus on addressing challenges such as discrimination within the asylum system in Denmark, including the specific challenges for women. This would include involvement of NAP implementation by relevant ministries, in particular the Ministry of Immigration and Integration and the Ministry of Environment and Gender Equality. It would provide an opportunity for ensuring that the standards as outlined in the NAP are also implemented in Denmark, but it would require political commitment to the WPS agenda from the relevant ministries.

EVALUATION RECOMMENDATION:

The fourth NAP should leverage thematic priority areas where Denmark can add value. The MR agreed to focus on areas where Denmark has specific capacity, interests and competences to add value and make a difference.

With strong links between WPS and climate, peace and security agendas, and with a very strong focus on addressing climate change in Danish development cooperation, it would be relevant to address the linkages between the WPS and the climate, peace and security agendas by leveraging existing frameworks. The WPS agenda provides a framework for centring women in global peace and security efforts and accounting for the unique impacts of conflict and crises on women. Integrating climate security into WPS efforts is a critical step to successfully address the security threats posed by climate change and bolster women's meaningful participation in solutions.

According to the Report of the Secretary General (September 2023) on WPS, national action plans on women and peace and security increasingly include references to climate change. This is in line with the Resolution 2242 (2015) in which the Security Council nearly a decade ago recognised the impact of climate change on the changing global peace and security landscape. There is still, according to the mentioned report, an untapped potential within national action plans and the WPS agenda to go beyond solely narrative references and instead establish specific actions and targets, including by supporting (i) coordination of work on the WPS, security and climate, and peace and security; (ii) work towards greater participation and more direct influence by women and girls on national and international decision-making processes relating to climate and environment; (iv) the UN's work on climate, peace and security internationally, regionally and at country level and advocate for the integration of a gender perspective and women's full participation in this work; (v) the establishment of specific actions and targets for links between WPS and climate, peace and security.

Recommendation 2: Focusing on thematic areas where Denmark can add value, the strong links between WPS and climate, peace and security should be clearly formulated in the NAP V. This would entail advocating for and enhancing inclusion of WPS in climate, peace and security frameworks and programmes and vice versa.

There have been calls for the WPS agenda to be less traditional in its thinking of security and be more conscious of emerging and new technologies that also require more deliberate efforts towards protecting women.

Furthermore, Technology-facilitated gender-based violence (TFGBV) is becoming a pressing issue on national and international agendas. Much existing research and policy on TFGBV has focused on specific women, primarily politicians and journalists, with less attention paid to the broader implications of TFGBV for the WPS agenda.

Several respondents from the MoD indicated that NAP V, in terms of the contribution from the MoD, should include a stronger focus on WPS aspects in security policy activities, among others, aspects of protection of women in conflict situations.

Furthermore, the Study finds that it is important to set clear goals for women's equal opportunities within the armed forces. To facilitate this process, the MoD could prepare an action plan in line with the Action Plan for Increased Equality and Diversity prepared by Norway. This would also include assessments of barriers for women's access to and participation at all levels in the armed forces.

Recommendation 3: Consider broadening the WPS agenda within the MoD to include a stronger focus on integrating WPS into security policy engagements.

Recommendation 4: Identify barriers for women's participation at all levels in the armed forces and prepare an action plan for increased equality and diversity.

7. POLITICAL COMMITMENT

While the recommendation on the importance of political buy-in for the NAP and the WPS agenda is very valid, it is also acknowledged that enhancing political commitment is outside the scope of the IMWG in coordinating/monitoring the implementation of the NAP. The management response and follow-up recommendation noted that political buy-in for the NAP and WPS agenda should be built at a high level, identifying senior stakeholders at ministerial level who could have an interest in the WPS agenda and devising a clear strategy for engaging those stakeholders.

The Study finds that it is a very difficult recommendation to implement as it cannot be solved by technical solutions. It is noted that on one hand, the WPS agenda sits very well within the priorities of the government to focus on security policy and development efforts on peace and stabilisation in fragile states and to protect women, young girls and children who are particularly vulnerable during disasters, conflicts and war. However, on the other hand, it can be argued that real progress within the WPS agenda in general and the NAP IV in particular has been limited.

The Study finds that the main obstacles to mainstreaming the WPS agenda across all relevant areas seems to be insufficient leadership commitment. In many cases, committed individuals play a decisive role in implementing the plan even though they are constrained by a high number of prioritised tasks and other agendas. The Evaluation concluded that clear commitment and responsibility to the UNSCR 1325 at management level is crucial for the success of the implementation of the NAP.

EVALUATION RECOMMENDATION:

Political buy-in should be built for the NAP and WPS agenda at a high level, identifying senior stakeholders at the political level as well as at ministerial level, who could have an interest in the WPS agenda. It is recommended to devise a clear strategy for engaging those stakeholders.

This was also confirmed during interviews with key stakeholders, highlighting that available resources to implement the WPS are still limited and that there is a lack of political commitment to the agenda. The lack of political commitment is also confirmed by the fact that the NAP exists as a separate and isolated framework from other strategic frameworks (see section on Policy Coherence).

Additionally, in the MoD's Progress Report (2022) on the implementation of the NAP IV, it is concluded that there seems to be a significant difference between the perception of the importance of the WPS agenda and the commitment/capacity to implement concrete activities within the different agencies under the Ministry. It is exemplified by most of the agencies reporting on activities related to recruitment and retention and to internal SEAH aspects, while there is less commitment on the goal referring to increased gender perspective in security policy.

The Study finds that the level of political and management commitment has not been synchronised with the ambitions for WPS as outlined in NAP IV. However, it also finds that significant improvements can be identified, including a stronger governance structure around the NAP. Especially the establishment of an IMSG could have the potential to increase management commitment to the WPS agenda (see Section 10).

With Denmark's membership of the Security Council, it is anticipated that the political commitment to the WPS agenda will increase as WPS will be one of Denmark's focus areas in the Council. Based on experiences from other donors including Norway, additional human resources, such as the appointment of a special envoy⁶, will be required to undertake this policy priority adequately. A special envoy will not only ensure stronger representation in international contexts, but it will also improve coordinating the WPS agenda at national level. However, to support the special envoy in achieving sustainable results, additional human resources will be needed to support the work of the special envoy.

Recommendation 5: Appoint a special envoy for women, peace and security to ensure stronger representation of Denmark in international contexts and to improve coordination, promoting the WPS agenda at national level. This will also require additional human resources to support the work of the special envoy.

⁶ During Norway's participation in the UN Security Council, a small secretariat was established to support the special envoy.

8. FINANCING OF THE NAP

The Study finds, in line with the recommendation of the Evaluation, that specific WPS funding to implement the NAP should be allocated through regular funding sources such as the PSF and country programmes. A budget from which targeted WPS programmes are also funded. However, several respondents highlighted the need for NAP V to establish a specific fund earmarked for support to local women's rights/peace organisations. Sweden has implemented a special catalytic initiative to support women as actors for peace as well as women as actors in peace processes and peacebuilding and women's human rights defenders in conflict-stricken countries. Finland has also established a specific budget for WPS activities. Based on previous experiences within the Danish MFA related to funding creation for specific activities, it is important to clarify exactly what kind of activities that could be funded by a specific fund in addition to the regular budget allocation. It will be important to learn from the Swedish and the Finnish experiences.

EVALUATION RECOMMENDATION:

Continue funding targeted at WPS programmes in addition to mainstreaming activities. According to the Evaluation this is critical to advancing a WPS agenda, particularly in the most complex settings where women's participation and rights are extremely limited. The MR agrees with this recommendation, agreeing that targeted interventions on WPS provide crucial advancements in the most complex and challenging settings, which is why current Danish WPS initiatives also consist of a number of targeted efforts.

The Study finds that it is important to be able to track funding of WPS activities, which is currently not done. There are already tracking mechanisms (e.g. OECD/DAC) which could be improved and provide a more precise indication of funding of WPS activities. This would also provide an indication of changes in the level of funding of WPS activities.

Recommendation 6: Assess the pros and cons of establishing a specific fund for WPS activities. This could be based on experiences from other relevant donors such as Sweden and Finland. It is important that the budget is not directed towards small project activities, which tends to be unsustainable.

Recommendation 7: Assess possibilities for establishing a WPS marking system based on the work of OECD/DAC.

9. NAP POLICY COHERENCE TO OVERALL POLICIES AND STRATEGIES

The Evaluation highlighted that there has been a strong shift away from WPS language in recent development and humanitarian policies and strategies. Moreover, 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. The MR indicated that IMWG will investigate possible and relevant ways to ensure that the fourth NAP can serve as a useful tool for future strategic planning processes and will welcome relevant engagement with CSO partners and other partners to ensure this.

Based on an assessment of current MFA policies and strategies, the Study finds that in recent policies and strategies there are still very little, if any, reference to WPS or the NAP.

The current strategy 'The World we Share' includes one reference to UNSCR 1325, indicating that Denmark will support UN peace and stabilisation programmes and EU civilian missions in crisis areas. The focus is on political dialogue and facilitation of full, equal and meaningful participation of women and young people in conflict-prevention and peace-building activities.

The Strategic Framework for the PSF 2023-2027, which is an important strategic framework for the WPS agenda, indicates that WPS should be a cross-cutting priority in all peace and stabilisation activities. However, there is no reference in relation to the promotion of WPS objectives at a global level within the strategic framework. The framework does refer to women's rights, including SRHR, and to women's participation in peace processes and in conflict prevention and resolutions. It is interesting to note that women's participation/influence in peace processes is not a prioritised area within the current NAP, which could indicate that there is lack of coherence between the NAP and the PSF Strategic Framework 2023-2027.

The Study concludes that Denmark is not making the most of its Strategic Framework for the Peace and Stabilisation Fund on a strategic and global level to promote WPS objectives. The framework does not provide any overarching strategy, M&E system or targeted incentives to promote WPS mainstreaming into the PSF.

An Evaluation of the Peace and Stabilisation Fund (May 2022) highlighted that the WPS agenda has only recently become a priority for the PSF. While gender, according to the PSF Evaluation, was considered a cross-cutting issue in the PSF, the WPS agenda has only been integrated within programmes funded by the PSF to varying degrees during the period covered by the PSF Evaluation. It was recommended to ensure that WPS is mainstreamed into PSF programmes, where one option suggested to establish a certain proportion of engagements that must have a WPS focus on the overall or thematic-objectives level.

9.1 NAP in existing strategic planning processes

The progress report (2022) of the implementation of the NAP (2020-2024) argues that a gender perspective has been strengthened as a cross-cutting priority within the new PSF strategic framework as outlined above. However, it has not been possible to identify any major improvements in terms of enhancing the WPS agenda within PSF programmes/projects. The progress report also indicates that a specific requirement from implementing partners under the programme is to clarify how they intend to promote WPS in their engagements. However, the Study could not verify whether or how this requirement is in fact implemented in practice.

A Guidance Note on Women, Peace and Security published in April 2021 aimed to guide the MFA, the MoD and the DNP in implementing the NAP with the purpose of further strengthening the work on the WPS agenda and enable stronger cooperation and coordination between the mentioned ministries, applying common tools and language for those working on WPS in operational contexts.

EVALUATION RECOMMENDATION:

The NAP should be integrated into existing strategic planning processes within the relevant Danish Government agencies.

The Study finds that the guidance note is rarely used by staff within the three ministries preparing projects/programmes. It would therefore be more useful to develop guidance on how to address WPS based on the tools provided in the guidance note, such as in existing guidelines within the MFA's Aid Management Guidelines/Guidelines for Peace and Stabilisation Programmes. This should include guidance on how to integrate WPS in relevant programmes and projects and ensure that relevant indicators are identified to monitor progress within the WPS agenda.⁷

The Study notes that the MoD, the MoJ and the MFA have recently prepared a draft "Note on Women, Peace and Security a Cross-cutting priority under the Peace and Stabilisation Fund". The note provides examples of how Danish authorities operationalise WPS in policies and practices through the PSF and includes tools for peace and stabilisation efforts to ensure women's full, equal and meaningful participation as well as addressing sexual and gender-based violence such as sexual exploitation, harassment and abuse. The note provides some good examples of WPS as a cross-cutting priority under the PSF. However, the section on tools needs to be expanded, e.g. by providing guidance on how to conduct an intersectional gender analysis, develop indicators and measure results.

Recommendation 8: The MFA should strengthen relevant MFA guidelines in order to enhance the priorities of the NAP within relevant programmes/projects not funded by the PSF.

⁷ For example, Annex 3 included in the Guidance Note identifies indicators for measuring results for women's participation.

10. GOVERNANCE AND STAKEHOLDER INVOLVEMENT IN THE PREPARATION AND IMPLEMENTATION OF THE NAP

STUDY QUESTION 2:

How is the governance and stakeholder involvement in the preparation and implementation of the NAPs and implementation plans? What is the role and engagement of key stakeholders, including WPS focal points, IMWG and the role of the CSO network?

The following section will focus on the overall governance structure for the preparation and implementation of the NAPs, focusing on key stakeholders such as the IMWG, WPS and CSO organisations.

As mentioned earlier, and in line with the Evaluation findings regarding previous NAPs, the Study finds that the governance structure during the development of NAP IV was not only ad hoc and fragmented but did not sufficiently take CSO inputs into consideration. There was no formalised structure to ensure CSO participation in the preparation of the NAP.

The Study finds that significant improvements have been made in terms of the governance structure. The role of IMWG⁸ has been strengthened, e.g. the group meets approximately once a month and quarterly with the civil society reference groups. An annual forum is being held hosted by the MFA, the MoD and the DNP. The annual forum discusses strategic and overall goals of the NAP.

EVALUATION RECOMMENDATION:

(i) Revitalise the IMWG with a clear Terms of Reference defining the IMWG's role in M&E and accountability to internal and external stakeholders; (ii) Develop a more systematic partnership with civil society in all phases of NAP development, implementation, monitoring and evaluation; (iii) 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.

⁸ The IMWG consists of WPS focal points from the MFA, the MoD and the DNP.

The ToR of the IMWG outlines that the MFA is the penholder for the NAP and responsible for including their respective ministries' priorities into the NAP. The MFA is responsible for coordinating meetings and leading NAP formulation processes. When formulating a new NAP, the IMWG is responsible for making strategic decisions regarding the structure and substance of the plan.⁹ Recently, it has been proposed to establish an IMMSG, which has the potential to provide more strategic directions for the NAP and may also contribute to increased management focus on the WPS agenda in general.

Furthermore, task forces will be established within the MFA, the MoD and the DNP, and the existing CSO network will be formally included in the new organogram. Furthermore, academia has been added to the structure, which will provide important input to the preparation and implementation of the NAP. The task forces will add expertise on the WPS within the DNP and the MoD, and it is anticipated that this will contribute to stronger implementation of the NAP.

The Study finds that the tasks identified in the ToR for the IMWG are very technical (e.g. advising on how to integrate WPS into projects and programmes). Furthermore, with the establishment of the IMMSG there is a need to revise the ToR of the IMWG considering the role of the IMMSG.

Hence, it is recommended that the ToR for the IMWG reflect the strategic objectives of the IMWG, emphasising the strategic as well as the coordinating role. It seems that the IMWG should play a prominent role in the monitoring of the NAP.

Recommendation 9: The IMWG should be responsible for coordinating and playing a more prominent role in the monitoring and accountability to internal and external stakeholders. The role and responsibility of the IMWG should take into consideration the potential role of the IMMSG.

9 Specific tasks in the ToR include: to participate in bimonthly IMWG meetings, inter-ministerial workshop and in the annual CSO network meeting and, when relevant, also in the monthly CSO network meeting. Gather, share and provide input on WPS efforts, current and future NAPs, annual implementation plans, advise colleagues within the respective ministry on how to integrate WPS into projects, programmes and results framework.

As part of Denmark's commitment to the UNSCR 1325, the MFA has created an internal network of approximately 20 WPS focal points across the home service and service abroad to inform, coordinate closely and share experiences and learnings on WPS efforts. The network is also meant to ensure that the pillars of the WPS NAP are incorporated into Danish foreign and development policy and implemented across the MFA's work.

The Study notes that in December 2022, ToR for WPS focal points was adopted, specifying roles and responsibilities of the focal points. The Study finds that the ToR is an important tool for the WPS focal points. However, their roles and responsibilities could be even more specified to include, e.g. involvement in country taskforce groups where relevant, involvement in appraisals and reviews of programmes and projects as well as ensuring that sufficient time is allocated for their work.

The Study notes that during the last few years, more regular interactions among WPS focal points have taken place, e.g. a workshop has been held in Copenhagen for all WPS focal points, and the activities were very much appreciated by the WPS focal points.

The Study finds that the role of WPS advising on how to integrate WPS into the planning, design, implementation, monitoring and evaluation of programmes and projects is undertaken less systematically due to the lack of capacity as well as insufficient time allocated for this purpose. Furthermore, there are no requirements that WPS focal points participate in strategic country teams, in multilateral teams etc. where the WPS agenda may be an important factor.

It could be considered an option to merge the gender focal point and the WPS focal point roles. The argument being that there are many similarities between the two agendas, thematically such as SRHR, but also in terms of gender mainstreaming, and with limited resources at embassies/representations, it might be more efficient to merge the two roles. In some instances, this is already the case.

In January 2019, a UNSCR 1325 CSO working group was established (since October 2023 called the WPS Network), and it has been actively engaged in the review process of the current NAP, including through participation in reference group meetings and in terms of providing substantive inputs to the Evaluation. With the launch of the current NAP, the WPS Network sought to engage and cooperate with the IMWG and the MFA on the implementation of the Danish NAP and to monitor its progress toward the established objectives, including by reviewing annual implementation plans from the relevant Danish ministries. The first annual strategic exchange between CSOs and the authorities as implementing partners of the NAP was held in early 2022 with participation from CSOs and relevant authorities. The forum is set to hold annual consultations.

The purpose and goal of the WPS Network is described in ToR, dated August 2023. The WPS Network seeks to serve as a forum for a more sustained and coordinated civil society involvement in the formulation of future Danish NAPs, as well as monitoring, implementation and review of current and future NAPs, advancing the implementation of Denmark's WPS agenda. Potentially, the WPS Network could provide a basis for a more formal feedback structure in the formulation, monitoring and implementation of NAPs, which could avoid the previous ad-hoc and fragmented role of the CSOs.

Recommendation 10: Provide a more formal structure for the WPS Network to provide inputs to the formulation of NAPs as well as to monitoring and reviewing of the current NAP. This would, among other things, include formalising existing draft ToR for the WPS Network.

11. HUMAN RESOURCE CAPACITY

STUDY QUESTION 3:

Has the human resource capacity within the area of UNSCR 1325 increased within the MFA/MoD/DNP? And to what extent is the level of capacity satisfactory, considering the requirements included in the current NAP for UNSCR 1325?

This section will focus on whether human resources within the MFA and their ability to manage and oversee the NAP has improved as well as consider improvements within MoD and DNP.

The Study finds that additional human resources have not been allocated to the work on the implementation of the NAP IV. This was confirmed by most of the MFA respondents, who referred to the limitations on time and human resources combined with the high number of prioritised tasks, agendas and strategies as barriers to the implementation of the NAP. However, more importantly, it was highlighted that management in most cases did not prioritise the WPS agenda.

In terms of capacity development on WPS within the MFA, there has been some attempts to develop the capacity among staff. One training course has been organised for the WPS focal points. This was assessed as successful by the WPS focal points interviewed. However, the Study notes that WPS is not part of the obligatory training for new employees within the MFA (the diplomatic programme). This would ensure that new employees would become aware of the WPS agenda and the importance of this agenda in the MFA.

EVALUATION RECOMMENDATION:

Strengthening human resources within the MFA to manage and oversee Denmark's NAP. The MR confirmed that the MFA will look into possible avenues for increasing capacity to manage the implementation of the fourth NAP and other WPS engagements and will further strengthen gender and WPS training both at mission and HQ to enhance mainstreaming approaches.

The Study notes that capacity development on WPS is clearly integrated into the MoD's and the DNP's NAP indicators and achievements, particularly in relation to peacekeeping mission pre-deployment. The capacity development within the MoD includes, according to the status report on the implementation of the NAP 2020-2024 (dated January 2021), the establishment of a Gender Focal Point Course. On a longer-term basis, it is the ambition to incorporate this training in existing education at the Defence Academy and also to offer the training as an e-learning course.

EVALUATION RECOMMENDATION:

Make internal capacity building and training on WPS available to MFA staff and mission staff from all three NAP signatories.

The DNP has an instructor pool comprising a small number of police officers who are specially trained to perform various training assignments for local police around the world. This pool of almost 50 instructors participates in various types of training, including on WPS-related topics, to build knowledge and capacity within the instructor pool. Police officers deployed to long-term missions also receive training on WPS-related topics, enabling them to train host nations police staff on WPS-related topics. Examples of training that the 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.

While the DNP and the MoD have implemented formalised training for their staff this is not the case for the MFA.

It was suggested by several respondents within the MFA to prepare a WPS start package for newly appointed WPS focal points including ToR, the NAP and the Guidance Note on Women, Peace and Security. This would provide the WPS focal points with an overview of relevant documents to undertake their roles and responsibilities as focal points more effectively.

Recommendation 11: Prepare a 'start package' for newly appointed WPS focal points, including ToR, the NAP and the Guidance Note on Women, Peace and Security.

12. RESULTS, MONITORING AND LEARNING FRAMEWORK

STUDY QUESTION 4:

Has a systematic monitoring and learning framework for the current NAP been implemented, and is follow-up conducted on a regular basis?

STUDY QUESTION 5:

To what extent is the design of the NAPs and the annual implementation plans relevant to/useful for the three NAP signatories?

This section will assess the results framework provided in the NAP and its implementation plans, and also, how monitoring and learning are included in the implementation of the current NAP. As mentioned in the NAP, the results framework must be viewed in conjunction with the annual implementation plan, which intends to translate the strategic goals into concrete action. The implementation plan provides details at the activity level. As noted by several stakeholders, the NAP should indicate how the stated outcomes will lead to the strategic goal. This would include developing an overall Theory of Change (ToC) and identifying assumptions included in the ToC. For example, the results framework anticipates that Danish participation in international operations, missions and peace and stabilisation interventions contribute to a strengthened gender perspective. Furthermore, it was mentioned by several respondents that the results framework is too activity focused, lacking sufficiently developed indicators linked to a goal or a baseline.

EVALUATION RECOMMENDATION:

Develop a systematic result, monitoring and learning framework for the NAPs. The current NAP should include annual implementation plans, including specific activities to be implemented under the thematic priorities.

At the outcome level, the results framework includes 23 outcomes, which is an unrealistic and too ambitious number. For example, Iceland's NAP includes four outcomes. Furthermore, some of the outcomes overlap.¹⁰

12.1. Annual implementation plans

This section focuses on the relevance/usefulness of the annual implementation plans for the three NAP signatories.

The purpose of the annual implementation plans is to concretise the strategic goals identified in the NAP. The MFA implementation plan includes 90 indicators, while the MoD implementation plan includes 31 indicators. The MFA annual implementation plan refers to activities which are divided into the various departments/embassies responsible for the identified activities. The Study finds that the activities defined in the implementation plan do not correspond with adequate indicators, which means that it is impossible to identify whether the activities will lead to the stated outcomes. Furthermore, the activities seem to reflect ongoing activities and not necessarily activities that are designed to achieve the stated outcomes. The indicators identified are not measurable. As annual targets are not identified, it is impossible to assess to which extent the outcomes have been/or will be achieved.

It was noted that the MoD's implementation plan (2021) includes more systematically measurable indicators. However, as no targets were set, it is impossible to assess progress in terms of achieving the stated outcomes.

Overall, the respondents did not find the annual implementation plans useful in their work with WPS. It was mentioned that the implementation plans provide an overview of activities undertaken by the various key stakeholders. However, in general, it was recommended to make the annual implementation plans less complicated and less time-consuming to prepare, taking existing resources into consideration. The upcoming NAP should include a simpler implementation plan (operational framework). The NAP implementation plan/operational framework should be less activity oriented, more output focused, and the reporting should be specified. It should be a living document that is assessed annually based on lessons learned and changes in the context.

A mid-term review of the NAP would provide an opportunity for assessing the progress of the NAP from a results-based perspective. It would also provide an opportunity for including lessons learned and for making possible adjustments, if needed. The mid-term review would

¹⁰ E.g. outcomes 1.1.2. and 1.1.5 could be merged.

provide important input to be discussed by the IMGW and other relevant stakeholders. The study recommends that to assess progress of the upcoming NAP, it could be considered to include a mid-term review of the implementation of the NAP. The main purpose could be to assess the general progress and whether there is any need for changes in the strategic focus areas. The mid-term review would provide important input to be discussed by the IMGW and other relevant stakeholders.

The Evaluation of Norwegian efforts for women, peace and security (2022) refers to a number of studies which identified monitoring and reporting on progress of the implementation of the NAP as a major challenge. Donors such as Sweden and Norway are in the process of developing specific monitoring frameworks and reporting formats. Sweden is focusing on developing a reporting system where government agencies must report annually on the operationalisation of the NAP. The forms of these reports will be determined in a special procedure between the government agencies and their respective ministries with the aim of simplifying the current report structure. The reports will focus on results rather than implemented activities. The agencies will coordinate this work amongst themselves to ensure as much efficiency and coherence as possible in the reports. The MFA, in consultation with relevant ministries, will coordinate a working group of agencies and civil society tasked with implementing the NAP. The working group's meetings will be an opportunity to exchange experiences related to the implementation of the action plan and for discussions on and learning about broader issues related to the women, peace and security agenda.

Recommendation 12: Develop an operational framework for a systematic monitoring, evaluation and learning framework for the NAP, which is implemented and regularly followed up on. The framework should be less complicated than the current framework (with far less indicators), focusing on measuring results/outcomes. Include a mid-term review of the NAP focusing on lessons learned and assessing the need for possible adjustments.

12.2. Annual progress reports

The annual progress reports (2021/2022) for the NAP provide an overview of some of the activities undertaken. However, the Study notes that it is impossible to derive the necessary results achieved from the annual progress reports. In addition, documentation about lessons learned is missing. It remains a challenge to provide a results-oriented progress report at an aggregate level that describes what has and what has not been achieved, and which conclusions can be drawn from this.

Recommendation 13: The progress reports produced should provide a results-oriented progress report at an aggregate level that describes what has and has not been achieved.

13. ACHIEVEMENTS OF THE NAP (2020-2024)

STUDY QUESTION 6:

What has been the level of achievement of the general progress in the current NAP's results framework (until end-2022), measured at the strategic and outcome levels?

This section focuses on the achievements of the NAP (2020-2024) during the first two years of implementation of the NAP.

As mentioned earlier, the NAP results framework includes 23 outcomes. The implementation plans include activities to be undertaken followed by a high number of indicators. Based on the results framework, it is impossible to assess NAP implementation progress as there are no targets set for goals to be achieved each year.

Based on the 2021 progress report, it is indicated that 81 of the 90 indicators have been achieved. However, it is not substantiated how these indicators have been achieved.

The MFA 2022 progress report on the status of implementation of the NAP outlines that within the foreign, security and development policy areas, WPS includes 114 different activities in 9 different offices in the MFA and 20 representations and embassies. This is an indication of the complexity of the implementation plans to provide an overview of actual achievements against the strategic objective and outcomes identified.

The MoD's progress report indicates the overall status of the implementation, including main achievements of the various institutions under the MoD. These achievements are not related to the indicators in the implementation plan. However, the progress report does include a section on lessons learned and recommendations in terms of what needs to be strengthened in the implementation plan.

14. OVERALL LESSONS LEARNED BASED ON THE NAP 2020-2024 AND RECOMMENDATIONS

STUDY QUESTION 7:

What are the overall lessons learned for the Danish involvement based on the NAP (2020-2024) and how can these lessons learned be taken forward in the preparation of a new NAP in 2024?

The overall lessons learned from the current WPS NAP (2020-2024) is that lack of political commitment and leadership in the area of WPS most likely will contribute to WPS remaining a parallel structure to other relevant policies and strategies. If WPS is not integrated into existing policies/strategies from the outset, promoting the WPS agenda will remain a challenge. Lack of political buy-in for the NAP and the WPS agenda in general was also highlighted by the Evaluation as a major factor contributing to a declining relevance of the NAPs.

While improvements have been identified in terms of strengthening the focus on the NAP and WPS in general, there is still much to do, and the Study finds that a key bottleneck has been lack of high-level leadership. Therefore, from a forward-looking perspective, it is very relevant to address this issue.

It is also very important that the level of political and management commitment is synchronised with the ambitions outlined in the current NAP. Therefore, the upcoming NAP should carefully consider the ambitions (within the three signatories) regarding WPS and outline a NAP with a more realistic vision and prioritised areas.

While the introduction of implementation plans has not been an important step in terms of implementing the NAP, the results framework provided in the implementation plans needs to include annual targets and indicators which can be measured. In the current implementation plans there are no targets set, which makes it difficult to assess progress. Furthermore, measurable indicators are not identified.

Another very important step which holds a great potential for increasing the focus on WPS is to integrate the WPS agenda in other relevant policies and strategies. For example, in the Strategic Framework for Peace and Stabilisation, the WPS agenda should be reflected across the framework as an important priority. It is a lost opportunity that this has not materialised yet.

It is also important to ensure that WPS is integrated into existing operational guidelines, which will support staff integrating WPS in programmes and projects. This is linked to the capacity development of staff, which needs to be prioritised, not only to enhance the capacity of staff to deal with WPS in their daily work but also to signal a policy commitment to the WPS agenda for the ministries involved.

With Denmark's membership of the Security Council, it is anticipated that the political commitment to the WPS agenda will increase as WPS will be one of Denmark's focus areas in the Council. Based on experiences from other donors, including Norway, additional human resources, such as the appointment of a special envoy, will be required to undertake this assignment adequately. A special envoy will not only ensure stronger representation in international contexts, it will also improve coordination of the WPS agenda at national level.

Furthermore, the formulation of NAP V, which is ongoing, provides important steps in terms of strengthening the governance structure around the NAP, ensuring involvement of key stakeholders in the formulation. Additionally, the proposed establishment of the IMSG provides opportunities for a stronger political focus on the NAP.

15. SUMMARY: STUDY RECOMMENDATIONS

The following section gives an overview of the recommendations outlined in this report.

Recommendation 1: The NAP V should be a policy document with a clear strategic vision, guiding priorities while allowing for flexibility and adaptation in implementation. The NAP should align with and strengthen the WPS agenda in the strategic priorities of the Peace and Stabilisation Fund and be developed in a consultative process with key stakeholders including the civil society.

The strategic vision should include:

- a focus on strengthening women's participation and influence as actors for peace and security
- additional focus on diversity, including a focus on the needs and experiences of diverse groups of women; and
- the timeline should span a period of five to six years, allowing for flexibility and adaptation to realise the vision.

Recommendation 2: Focusing on thematic areas where Denmark can add value, the strong links between WPS and climate, peace and security should be clearly formulated in the NAP V. This would entail advocating for and enhancing inclusion of WPS in climate, peace and security frameworks and programmes and vice versa.

Recommendation 3: Consider broadening the WPS agenda within the MoD to include a stronger focus on integrating WPS into security policy engagements.

Recommendation 4: Identify barriers for women's participation at all levels in the armed forces and prepare an action plan for increased equality and diversity.

Recommendation 5: Appoint a special envoy for women, peace and security to ensure stronger representation of Denmark within international contexts and to improve coordination, promoting the WPS agenda at national level. This will also require additional human resources to support the work of the special envoy.

Recommendation 6: Assess the pros and cons of establishing a specific fund for WPS activities. This could be based on experiences from other relevant donors such as Sweden and Finland. It is important that the budget is not directed towards small project activities, which tends to be unsustainable.

Recommendation 7: Assess possibilities for establishing a WPS marking system based on the work of OECD/DAC.

Recommendation 8: The MFA should strengthen relevant MFA guidelines in order to enhance the priorities of the NAP within relevant programmes/projects not funded by the PSF.

Recommendation 9: The IMWG should be responsible for coordinating and playing a more prominent role in the monitoring and accountability to internal and external stakeholders. The role and responsibility of the IMWG should take into consideration the potential role of the IMMSG.

Recommendation 10: Provide a more formal structure for the WPS Network to provide inputs to the formulation of NAPs as well as to monitoring and reviewing of the current NAP. This would, among other things, include formalising existing draft ToR for the WPS Network.

Recommendation 11: Prepare a 'start package' for newly appointed WPS focal points, including ToR, the NAP and the Guidance Note on Women, Peace and Security.

Recommendation 12: Develop an operational framework for a systematic monitoring, evaluation and learning framework for the NAP, which is implemented and regularly followed up on. The framework should be less complicated than the current framework (with far less indicators), focusing on measuring results/outcomes. Include a mid-term review of the NAP focusing on lessons learned and assessing the need for possible adjustments.

Recommendation 13: The progress reports produced should provide a results-oriented progress report at an aggregate level that describes what has and has not been achieved.

ANNEX A

Terms of Reference: Evaluation follow-up study of the Danish National Action Plan for the implementation of UN Security Council Resolution 1325 on Women, Peace and Security

1. Background

In 2019, the Ministry of Foreign Affairs of Denmark commissioned a joint evaluation of two of the previous National Action Plans (NAPs) for UN Security Council Resolution 1325/the agenda of Women, Peace and Security (WPS). The evaluation covered the second (2008-2013) and the third (2014-2019) NAPs and contributed to developing the fourth Danish NAP (2020-2024). The evaluation also contributed more broadly to qualifying a constructive discussion about Denmark's national and global commitment to the WPS agenda.

The evaluation concluded that Resolution 1325 and the NAPs had become less prominent in the implementation of Danish development and security policy. Along with fewer resources available for implementation, the agenda had achieved limited results in partner countries. The evaluation provided a number of specific recommendations, including that Denmark should clarify its overall vision and prioritisation of the agenda, ensure the necessary political leadership and resources and systematic involvement of civil society and supplement NAPs with dedicated implementation plans.

The MFA has along with the MoD and the DNP implemented a number of these recommendations. For instance, the current NAP has a dedicated results framework, and the MFA and the MoD have developed and adopted respective annual implementation plans.

In early 2024, the development of Denmark's fifth NAP will be initiated. In order to understand the progress made in terms of implementation of the current NAP, and in order to provide specific points of action going forward to inform the development of the upcoming NAP, the Evaluation Department is commissioning an evaluation follow-up study to follow up on findings and recommendations in the evaluation of two of the previous National Action Plans (NAPs). The follow-up study will analyse

the link between outcomes and outputs in the annual implementation plans and assess the status of achievement of the outcomes in the NAP's results framework.

2. Purpose

The overall purpose of conducting an evaluation follow-up study of Denmark's fourth WPS NAP (2020-24) is to learn from implementation and inform the development and strategic direction of the fifth NAP. The evaluation follow-up study therefore has a forward-looking perspective, and its ambition is to take stock of progress in a way that can inform debate and decision-making on Denmark's approach to the WPS agenda going forward.

3. Objectives

The objectives of the follow-up study are as follows:

To assess the implementation of recommendations made in the Evaluation of the National Action Plans (NAPs) for UN Security Council Resolution 1325 in 2019.

To analyse the link between outcomes and outputs in the annual implementation plans and assess the level of achievement of the outcomes and general progress in the current NAP's result framework (until end-2022).

Based on the lessons learned, **to provide points informing decision-making** on the strategic and operational direction of a WPS NAP after 2024.

Objective 1 aims to take stock of the implementation of the evaluation recommendations that the MFA, the MoD and the DNP agreed to in the management response from 2019 and assess the degree of impact the adjustments have produced. This includes an assessment of the impact of producing annual implementation plans.

Objective 2 aims to analyse the degree to which the outputs listed in the annual implementation plans produced by the MoD and the MFA are supporting the achievement of the outcomes in the NAP's results framework.

The findings will result in a number of lessons learned and recommendations, to the extent possible, for future work on the UNSCR 1325, the upcoming WPS NAP and the wider WPS agenda, as outlined in objective 3.

4. Scope of Work

The evaluation study will use the overall OECD/DAC evaluation criteria of relevance, effectiveness, efficiency, coherence, impact and sustainability as an overall reference for the Study. It is envisaged that the main emphasis will be put on aspects of relevance and effectiveness, with other criteria being secondary.

The main focus of the evaluation study will therefore be to assess the implementation of recommendations in the Evaluation of the National Action Plans (NAPs) for UN Security Council Resolution 1325 in 2019.

5. Approach and Methodology

The evaluation study will be undertaken in accordance with the Evaluation Guidelines (see Evaluation (um.dk)) and must be based on a clearly outlined methodology.

The evaluation study process is divided into three phases:

1. **Inception phase** – in which key stakeholders will be identified. The consultant will develop and refine the methodology and the evaluation study matrix with key questions. This inception phase will include stakeholder consultations in Copenhagen, including with relevant embassies and potentially supplemented by conversations with international partners, if considered relevant. It will also include consultations with the civil society network.
2. **Implementation phase** – during which the main data collection will take place. The resulting preliminary analysis will be presented to MNS/ELK.
3. **Reporting and dissemination phase** – in which the consultant will develop its findings and present them to MNS/ELK in a draft and final evaluation study report.

The evaluation study will primarily utilise qualitative methods drawing from the following:

- Document review of relevant programme and policy engagements, including progress reports, monitoring reports and other relevant documentation;
- Consultation of secondary sources, including previous evaluations and reviews;
- Stakeholder consultations in Copenhagen in all three stakeholder institutions of the fourth NAP (the MFA, the MoD, the DNP), by phone interviews with other Danish representations in selected countries (New York and Geneva will also be consulted by phone) and potentially where relevant selected implementing partners; and
- Consultation with WPS NAP civil society network.

6. Deliverables and Timeline

The evaluation study will be conducted from November/December 2023-April 2024 and involve the deliverables described below. All reporting must be in English.

1. Preliminary analysis paper and oral presentation
2. Preliminary findings paper (maximum 20 pages)
3. Discussion and presentation of preliminary findings to all stakeholders in the inter-ministerial committee on the NAP 1325 and the civil society network.
4. Final report

ANNEX B

Documents Reviewed

Danish Ministry of Foreign Affairs. The World we Share. Denmark's Strategy for Development Cooperation.

Danmarks Nationale Handlingsplan for R1325 – Kvinder, Fred og Sikkerhed 2020-24.

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Council of the EU. Council conclusions on women, peace and security 941/22 14/11/2022.

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ANNEX C

Key stakeholders consulted

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