



Annex C: Evaluation Methodology

Evaluation of the Danish National
Action Plans for the
Implementation of UN Security
Council Resolution 1325 on
Women, Peace and Security

1 Evaluation methodology

1.1 Evaluation questions

According to the original ToR, included in Annex A of the evaluation report, 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?
3. How have the NAPs been used as a framework for stakeholder cooperation? What has been the added value of this cooperation?¹
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 refined based on two key evaluation frameworks (outlined below): the OECD/DAC criteria, and streamlining benchmarking themes.

1.2 Evaluation frameworks

1.2.1 OECD/DAC criteria

In line with the Danida Evaluation guidelines (MFA 2018) 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. Although all five criteria were used, there was a particular focus on relevance and effectiveness (see Table 1). Three additional criteria were included to cover the humanitarian dimension, including appropriateness (which is typically used alongside the criteria of relevance), coherence and coverage (ALNAP & ODI 2008). These criteria formed the basis of a set of evaluation sub-questions, which are presented in full in the Evaluation Matrix (see Annex B of the evaluation report).

¹ This includes an assessment of the current organization 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.

Table 1: Evaluation OECD/DAC criteria

Criteria	Definition
Core development cooperation evaluation criteria	
Relevance	The extent to which the objectives of a development intervention are consistent with beneficiaries' requirements, country needs, global priorities and partners' and donors' policies.
Effectiveness	The extent to which the development intervention's objectives were achieved, or are expected to be achieved taking into account their relative importance.
Efficiency	A measure of how economically resources/inputs (funds, expertise, time etc.) are converted to results.
Impact	The positive and negative, primary and secondary long-term effects produced by a development intervention, directly or indirectly, intended or unintended.
Sustainability	The continuation of benefits from a development intervention after major development assistance has been completed. The probability of long-term benefits. The resilience to risk of the net benefit flow over time.
Additional humanitarian criteria	
Appropriateness	Appropriateness is the tailoring of humanitarian activities to local needs, increasing ownership, accountability and cost-effectiveness accordingly, and is usually used in evaluations alongside the 'relevance' development cooperation criteria (see above).
Coherence	The need to assess security, developmental, trade and military policies as well as humanitarian policies, to ensure that there is consistency and, in particular, that all policies take into account humanitarian and human-rights considerations.
Coverage	The need to reach major population groups facing life-threatening suffering wherever they are.

1.2.2 Streamlined benchmarking themes

In the approach paper developed for this evaluation (NCG 2018), a benchmarking exercise was proposed in which a set of comparative themes would be used to benchmark Denmark's NAPs against those of like-minded countries (see section 2.5 further below). Although this exercise was initially conceived as a separate analytical method to take place in the evaluation process, in order to streamline a thematic analysis throughout the evaluation the SDDirect evaluation team used the key benchmarking themes as a secondary framework to guide the evaluation.

The NCG approach paper proposed 13 benchmarks based on a review of the literature but did not present detailed definitions for all these benchmarks, instead allowing some flexibility for the evaluation team to define the scope and parameters of how the benchmarks would be interpreted and utilised. During the desk review and inception period, the SDDirect evaluation team developed definitions for each benchmark, modified some benchmark names and added one benchmark, with a total of 14 benchmarks. After revision of the first draft inception report, these were reduced to nine benchmarks in order to ensure a more focused analysis of key thematic areas based on (a) the benchmark themes most aligned with the objectives

and content of the Danish NAPs (particularly the third one) and (b) the most common benchmark thematic areas to arise from the desk review and portfolio analysis.

The definitions of the nine benchmarking themes selected for the evaluation are presented in Table 2. The nine benchmarking themes were integrated into each phase of the evaluation and, in conjunction with the OECD/DAC criteria, guided the development of evaluation sub-questions and methods.

Table 2: Definition and scope of benchmarks

Dimension	Benchmark theme	Definition and scope of benchmarks
Legal framework	(a) Domestication of global normative framework on WPS	Defined at two levels: (1) Domestication of NAP 1325 within domestic legislation, policy, and relevant institutional structures, processes and practices, and (2) support for the domestication and development of other countries' NAPs or regional organisations' regional action plans (RAPs). Source: Ormhaug 2014; WILPF 2018; WILPF 2019.
Thematic focus	(b) Participation	In line with the 1325 pillar, women's participation in all levels of decision-making, including in mechanisms for peacebuilding and peacekeeping, in the prevention, management, mediation and resolution of conflict, and in key positions within peace and security engagements, including military, police and humanitarian personnel. Source: Bergman 2014; Jukarainen & Puumala 2014; Miller et al. 2014.
	(c) Protection	In line with the 1325 pillar, protecting the rights of women and girls in conflict and recovery, including their rights to be safe from SGBV, abuse and trafficking, and their rights to health, education and economic security. Protection is also linked to ensuring support and healthcare response for survivors and bringing perpetrators to justice. Source: Bergman 2014; Jukarainen & Puumala 2014; Miller et al. 2014.
	(d) Mainstreaming	Ensuring that the needs, perspectives and interests of women and girls are integrated into broader non-WPS specific peace, conflict and security operations, programming, plans, policies and strategies. Source: Bergman 2014; Jukarainen & Puumala 2014; Miller et al. 2014.
	(e) Gender perspective	The extent to which an analysis of gendered roles, relationships and norms, and steps taken to address them, are incorporated into advancing WPS goals. For example, engaging men and boys to promote women's greater participation in peace and reconciliation processes, or to prevent SGBV in conflict settings. Source: Bergman 2014; IOB 2015.
Actors	(f) Role and organisation of national CSO involvement	The role that civil society has and how it is organized to engage in drafting, implementing and monitoring NAP 1325 and corresponding activities. Source: IOB 2015; Jukarainen & Puumala 2014; Miller et al. 2014; WILPF website http://www.peacewomen.org
	(g) International cooperation	Formal international partnerships with other donors, governments or multilateral partners on WPS or 1325. Source: IOB 2015; Jukarainen & Puumala 2014; Miller et al. 2014.

Systems, monitoring, reporting	(h) Indicators	Defined at two levels: (1) those indicators developed at the global level to track 1325 according to the four pillars, and (2) NAP-specific indicators and how effective they are in monitoring and measuring NAP results. Source: IOB 2015; Jukarainen & Puumala 2014; Miller et al. 2014; WILPF website http://www.peacewomen.org
	(i) Earmarked funding	Budgets earmarked for NAP implementation, at either the overall NAP level, or for specific WPS activities, including at the bilateral or multilateral levels. Source: IOB 2015; Jukarainen & Puumala 2014; Miller et al. 2014; WILPF website http://www.peacewomen.org

1.3. Evaluation phases

The evaluation was separated into four key phases (see Figure 1).

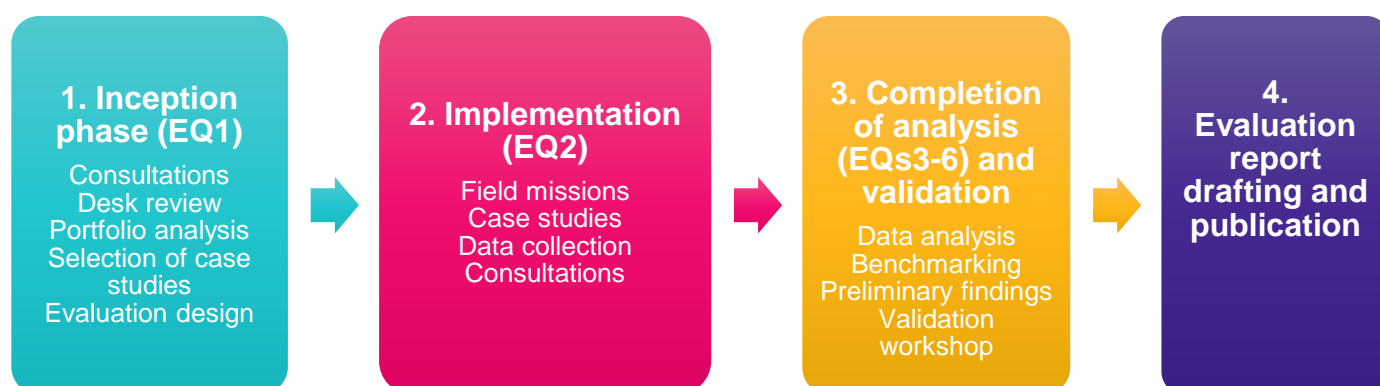
The first phase comprised the inception period and preparation of the inception report, including preliminary consultations with key stakeholders through a visit to Copenhagen and follow up phone consultations. The other key steps in the inception period included: a desk review of literature and documents related to 1325 and Danish NAP engagements; a preliminary portfolio analysis based on Danish NAP engagements to inform the selection of case studies; a selection of case studies according to a list of specific criteria; and the design of the evaluation methods and tools.

The second phase of the evaluation comprised the implementation phase, which involved data collection through field missions to Copenhagen, Brussels, Nairobi and Amman. A field mission was initially planned for Mali but was cancelled due to poor security, with interviews with Mali stakeholders conducted over the phone instead. Field missions were complemented with additional phone interviews with relevant stakeholders, including in Copenhagen, New York, and with Danish stakeholders, implementing partners and civil society in locations not accessed or accessible during field missions. During the implementation phase, additional documentation was obtained in order to fill gaps identified during the inception phase.

The third evaluation phase comprised the main analysis phase, drawing together and analysing data across the desk review, case studies, phone consultations and portfolio review. The evaluation team also carried out a benchmarking exercise, in which a selection of benchmarking themes were used to conduct an analysis of Danish engagements and apply a 'light' comparative analysis against the NAPs of likeminded countries (see section 2.5). During the third phase, the evaluation team also produced a preliminary findings paper and validated the results through a presentation to the evaluation reference group in Copenhagen.

The fourth and final phase of the evaluation involved the drafting of the complete evaluation report, in preparation for the finalisation and publication of the evaluation findings.

Figure 1: Key evaluation phases



2 Evaluation methods

2.1 Desk review

The desk review was predominantly completed during the inception period, during which the evaluation team reviewed almost 400 documents. Almost 100 additional documents obtained during the implementation phase were also reviewed. The majority of documents reviewed were provided by Danish stakeholders, including from the Ministry of Foreign Affairs (MFA), Ministry of Defence (MoD) and Danish National Police (DNP), and supplemented with documents obtained during field missions. These largely comprised documents linked to specific NAP engagements (e.g. appraisal reports, programme documents, signed agreements, progress and annual reports, evaluation and programme completion reports, and strategic plans), relevant policy documents and Peace and Stabilisation Programme (PSP) documents. There were also a range of miscellaneous documents reviewed, including minutes of the IMWG meetings, country-level NAPs and online 1325 resources. A full list of documents reviewed is included in Annex D of the evaluation report.

2.2 Portfolio analysis

A portfolio analysis was conducted of Danish NAP and WPS engagements. The portfolio analysis was divided into three parts according to NAP stakeholders, with different criteria for selection and approach to analysis for each.

Engagements supported predominantly by the MFA, with some regional and multilateral engagements supported in collaboration with the MoD or DNP.

An analysis was conducted of 36 NAP engagements, with additional analysis of 18 sub-engagements under three Peace and Stabilisation Programme (PSP) engagements and one regional programme (the Regional Development and Protection Programme). The selection of engagements was made predominantly by drawing on the specific engagements outlined in Denmark's third NAP (2014-2019). Some engagements were not included in the analysis due to the evaluation team not being able to obtain any corresponding documentation, including for NAP engagements in Nepal and Zimbabwe.

The second Danish NAP did not include a list of specific engagements to be supported and this information was difficult to identify, mainly due to no systematic monitoring or tracking of NAP or WPS activities. In order to capture results achieved under the second Danish NAP, a small number of engagements implemented during that period (2008-2013) was also

selected, although some of these were continuing engagements that cut across both NAP periods. The engagements incorporated into the portfolio analysis are those for which data and documentation were provided by the MFA.

A number of more recently established WPS engagements not listed in the third NAP document were also selected for analysis, including several multilateral humanitarian engagements and one bilateral engagement implemented through Denmark's Somalia Country Programme. Although results were not available for all these engagements, they were included in the portfolio analysis in order to include a forward-looking view of how Denmark's support for WPS has progressed since the beginning of the third NAP in 2014.

The evaluation team recognises that given the difficulties obtaining documentation, leading to the lack of a systematic selection criteria for inclusion of NAP engagements in the portfolio analysis, there may be some bias in the portfolio analysis results. For instance, it is likely that the breadth of NAP and WPS engagements during the second NAP period is larger than what has been captured in this evaluation. Further, given that documentation for NAP engagements in some countries could not be attained, the geographical coverage presented in the portfolio analysis is not fully representative of Denmark's support to WPS.

The portfolio analysis was organised around a number of categories, including: type of engagement (bilateral, multilateral or regional), geographical spread, thematic areas, NAP results and implementing partners. In relation to thematic area, the analysis was organised according to four key themes based on the evaluation benchmarks: (1) domestication of global normative framework on WPS, (2) participation, (3) protection and (4) mainstreaming. These four thematic areas were selected to guide the portfolio analysis given that all engagements had one (or more) of these themes as the central focus.

The evaluation team encountered some challenges in analysing portfolio results, for a number of reasons. The second NAP included five broad indicators, which made it difficult to isolate specific NAP progress. The third NAP includes much more specific actions and indicators for all 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 specific indicators listed in the NAP. Due to these challenges, the evaluation team analysed portfolio results against both NAP indicators and broader WPS achievements.

Engagements supported by the MoD and DNP

An analysis of engagements supported by the MoD and DNP were aligned directly with the actions and indicators outlined in the third Danish NAP. The process for collecting portfolio data and analysing it was thus different in this case as MoD and DNP engagements do not consist of specific programmes or projects but rather engagements at the activity level. It should be noted that documentation was more difficult to identify and access for MoD and DNP activities and results, in part probably due to the lack of a structured monitoring and tracking system for NAP achievements at the broader level. The majority of results for MoD and DNP engagements were obtained directly from corresponding 2017 NAP status documents when all three NAP signatories were required to submit results to the Parliament. Although some supplementary data was provided for more recent activities or results, this was mainly related to female recruits in the armed forces. Thus, there are some gaps in the portfolio related to achievements made since 2017.

2.3 Case studies

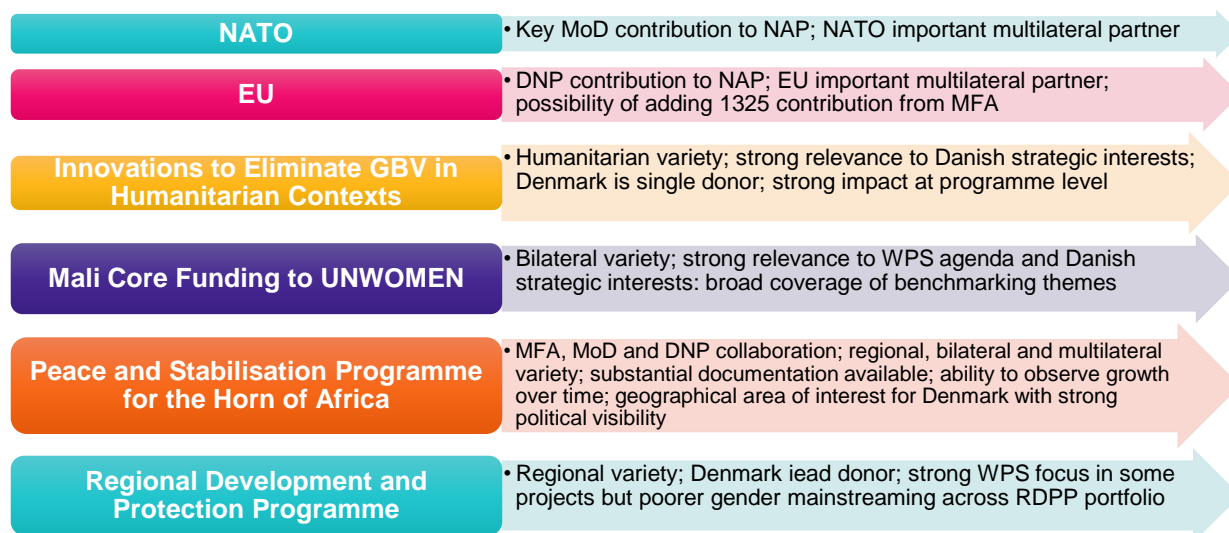
The selection of Danish NAP engagements for case studies was made according to seven criteria outlined in Table 3. It should be noted from the outset that the Sahel and Horn of Africa were both highlighted as key regions of interest for Denmark in both the evaluation ToR (Annex A) and approach paper (NCG 2018), and this to some extent guided the evaluation team's vision of locations for field missions and the subsequent engagements selected.

Table 3: Case study selection criteria

#	Criteria	Description
1	Variety in portfolio	Selection based on variety of engagement types, including at the bilateral, multilateral and regional levels. The evaluation team also sought to include at least one humanitarian engagement and one PSP engagement.
2	Stakeholder variety	Selection based on variety of stakeholders and partners involved, in order to capture MFA, MoD and DNP engagements, and collaboration with the UN, other multilateral partners, Danish NGOs and local CSOs.
3	Examples of stronger and weaker performance	Selection based on strength or weakness of performance against stated NAP objectives and indicators, and project/programme level objectives and indicators.
4	Relevance to Danish strategic interests	Selection based on engagements that are of significant financial and strategic interest to ensure findings are as useful as possible in informing future NAP priorities and activities. Thematic areas of strategic interest to Denmark were specified in the inception report based on the initial desk review and preliminary consultations with stakeholders. Regional strategic interests included the Sahel region and the Horn of Africa.
5	Relevance to global WPS agenda	Selection based on relevance to the global WPS agenda, to ensure findings are as useful as possible in informing future NAP priorities and activities. Thematic areas of relevance to a WPS agenda were described in the inception report based on the preliminary desk review conducted in the inception period.
6	Under which NAP the engagement falls	Selection based on coverage of Danish NAPs. It would have been challenging conducting a case study of a second NAP engagement retrospectively. However, selection of engagements that cross the second and third NAP periods would allow for an analysis of change over time and across NAP frameworks. This needed to be balanced with the forward-looking nature of the evaluation, which sought to highlight current engagements of future relevance.
7	Coverage of benchmarking themes	Selection based on number and type of benchmarking themes covered. Given that the benchmarking themes formed the basis of a secondary evaluation framework, the case study selection sought to cover engagements with a breadth of benchmark themes.

After applying the above criteria, the evaluation team selected six engagements for case studies to be conducted through field missions and remote data collection and consultations. The six cases selected are presented in Figure 2 with a summary of the overall benefits of inclusion. The case study results are included in six separate Annexes (G, H, I, J, K and L).

Figure 2: Selection of case study engagements with benefits of inclusion



Given the very broad nature of three of the larger engagements selected, the evaluation team narrowed the scope to focus on specific sub-engagements, as outlined below.

Innovations to Eliminate GBV in Humanitarian Contexts has been implemented in a number of countries including Mali, Sudan, Palestine, Pakistan and Bangladesh. The evaluation team focused on two country contexts, **Mali and Palestine**, for several reasons, including Denmark's past focus on bilateral and multilateral support to WPS-related engagements in these countries. Further, the two countries represented coverage across two of three types of endemic crisis: forgotten crisis facing donor fatigue (Mali) and fragile contexts in which GBV programming is made possible solely through Danish funds (Palestine) (UNFPA 2019).

The PSP for the Horn of Africa, funded through the Peace and Stabilisation Fund (PSF), is an extensive programme that has been linked to three funding cycles since 2011. Three sub-engagements incorporating attention to WPS were selected for focused analysis, including the Somalia Stability Fund (SSF), African Union Mission in Somalia (AMISOM) and Eastern Africa Standby Force (EASF). Denmark contributed funding to the SSF under the second and third (current) PSPs, and AMISOM and EASF have been supported under all three PSPs. This has allowed some analysis of WPS support over time. The three sub-engagements were selected after reviewing programme documentation and conducting a consultation with focal points in the Danish Embassy in Nairobi where it was confirmed that these three engagements were most representative of the PSP's contribution to the NAP.

The Regional Development and Protection Programme (RDPP) is an extensive programme implemented in Iraq, Jordan and Lebanon, with multiple components in each country context. The evaluation was interested in capturing both specific WPS activities under this engagement, and WPS mainstreaming across the programme. Consequently, five sub-engagements/projects were selected in consultation with the Danish MFA and the RDPP Project Management Unit (PMU) in order to provide a breadth of coverage and learning across RDPP target themes and geographies.

The NATO and EU case studies were also very broad and the evaluation team faced a number of challenges identifying documented achievements. Although the desk review surfaced a number of documents outlining broader NATO and EU work on a 1325 agenda, identifying specific Danish contributions to this agenda was challenging. Consequently, these

case studies rely mainly on interviews with stakeholders and capture more recent Danish contributions to the Danish NAP and WPS agenda more broadly.

For all six case studies, the primary method used was interviews with key stakeholders. These were supplemented with analysis of documents and literature compiled during the desk review conducted in the inception period and follow up desk review of documentation during the evaluation implementation period.

To complete the case studies, the evaluation team conducted four field missions, to: Copenhagen, Nairobi, Brussels and Amman. Unfortunately a planned trip to Mali had to be cancelled due to a security threat and could not be rescheduled. Data collection for the Mali case study was subsequently conducted remotely. Interviews were conducted with a range of stakeholders, including Danish civil servants in Copenhagen and at mission level, other donors, implementing partners and civil society actors. A set of data collection tools were designed for the evaluation, with separate tools designed for different categories of stakeholders. A total of 46 interviews were conducted specifically for the case studies, with additional interviews conducted with stakeholders (see below) also feeding into case study findings. A list of all stakeholders interviewed is included in Annex F.

2.4 Consultations with key informants

During the evaluation implementation, in addition to case study missions, the evaluation team conducted 17 additional consultations and interviews with key informants in person in Copenhagen and through phone or online calls. These interviewees included MFA, MoD and DNP focal points in Copenhagen and New York and civil society actors in Denmark and other countries. A list of all stakeholders interviewed is included in Annex F.

Overall, a total of 72 persons 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.

2.5 Benchmarking analysis

As outlined in the evaluation approach paper, the benchmarking analysis was conceptualised as a light comparative exercise in order to assess Denmark's NAP against those of like-minded countries. Conducting such an analysis can be helpful in the absence of a coherent theory of change to guide the evaluation design and methodology. According to the concept note, the benchmarking comparative analysis works on the basis of analysing the NAP documents, and classifying or scoring benchmarking dimensions based on their relative inclusion and strength within a NAP.

In the evaluation design, we took one step further and streamlined the benchmarking dimensions across the evaluation approach, including in the portfolio analysis and case studies. We used four key thematic dimensions as the basis on which to conduct the portfolio analysis, and analysed the strength of the broader benchmarking dimensions in the analysis of the case study data. Consequently, we conducted the comparative benchmark analysis as outlined in the evaluation approach paper, but also drew from the portfolio and case study analysis to observe and comment on whether the analysis of the Danish NAP document was line with our observations on the ground. This analysis assisted to reveal, for example, whether important thematic areas not included in Denmark's NAP were nonetheless operationalized or, in contrast, where thematic areas emphasised in the NAP were not operationalised at the level of implementation.

For the comparative analysis, we used a simple scoring method to identify the relative strength of benchmark dimensions across NAPs. The scoring method is presented in Table 6. If a benchmarking theme is not referenced at all in a NAP, this would receive a score of zero. If a theme is referenced in passing but with no substantial development or depth of concept, this would receive a score of one. If a theme is referenced repeatedly but with little conceptual development, the theme would obtain a score of two. Frequent references with the concept developed would score a three. Finally, if a theme is referenced, the concept is developed and a clear directive is given for implementation, then we would score a four.

Table 4: Scoring method for benchmarking analysis

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

2.6 Challenges and limitations

The evaluation team 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 specific NAP progress. The third NAP includes much 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 specific indicators listed in the NAP. Due to these challenges, the evaluation team analysed NAP results against both NAP indicators and broader WPS achievements.

Overall, the evaluation team 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 team thus recognises that there may be some bias in the portfolio analysis results. For instance, it is likely that the breadth of NAP and WPS engagements during the second NAP period is larger than what has been captured in this evaluation. Further, given that documentation for NAP engagements in some countries could not be attained, the geographical coverage presented in the portfolio analysis is not fully representative of Denmark's support to a WPS agenda.

In relation to the benchmarking analysis, it is recognised that there are some limitations in benchmarking NAP documents alone given that countries may not implement what is stated in a NAP. Evaluating the actual implementation of other country NAPs was beyond the scope of this evaluation. However, the evaluation team attempted to triangulate NAP content 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.

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