



Annex E: Portfolio analysis

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

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1 Summary

Overall, there is a very mixed picture across the NAP portfolio engagements in relation to achievement of outputs, outcomes and objectives. Multiple factors appear to have influenced the achievement of results in different contexts, including funding modality; geographical context; implementing partners; and commitment/awareness of the individual staff involved on WPS. However, there are some clear trends in terms of theme and to some extent, type of engagement: for example, engagements under the participation thematic had much stronger results than those focused on WPS mainstreaming. Bilateral engagements appeared to show the most concrete results in many cases with much more variable performance across regional and multilateral engagements.

Based on available data, the following observations can be made across the portfolio:

- Engagements with a primary focus on **participation** performed better than the other primary themes (protection, domestication of a normative framework on 1325, and mainstreaming) against both NAP indicators and other relevant objectives. Bilateral engagements focused on women's political participation and participation in peacebuilding performed the strongest within this thematic, as well as regional programmes that engaged specialist partners – for example, the *Danish Arab Partnership Programme's (DAPP)* work with KNVIFO, and UNWOMEN in Mali. Participation in peacekeeping was more varied with stronger results under DNP than MoD, and poor results in the Iraq/Syria PSP.
- Engagements with a primary focus on **protection** performed the best in relation to SGBV and as above, when engaging a specialist partner – for example, the *Regional Development and Protection Programme's (RDPP)* work with ABAAD in Lebanon, or bilateral engagement with a recovery centre in Kenya. Results were poorer in relation to targeting the protection of women through livelihoods and income-generation activities; as above, the strongest results were achieved where a specialist partner was engaged, for example KVINFO under the DAPP.
- More varied results were observed for engagements with a primary thematic focus on **domestication of a global normative framework on 1325**. Bilateral engagements which supported NAP domestication processes through partners in specific countries were the most successful, as well as multilateral collaboration through fora such as the Friends of WPS.
- The **weakest performance was observed in relation to mainstreaming** focused engagements. In many cases data was not disaggregated by gender within results frameworks which made mainstreaming impossible to measure in the first place. Mainstreaming within the PSP was particularly poor due to a lack of a strategy, systems and processes to put mainstreaming ambitions into action, at both the whole Fund and programme levels.
- Around half of NAP actions were successfully completed by **MoD**, with strengths in relation to monitoring and increasing participation of female officers in deployments and weaknesses in relation to human resources policies and evaluating progress.
- Almost all **DNP** NAP actions were carried out, and targets successfully met including in relation to deployment of female peacekeepers, although there were fewer overall.
- Overall, engagements that included **funding to specialist WPS or women's rights partners with strong contextual knowledge**, including UN agencies, local and international civil society organisations, yielded the most concrete results.

2 Introduction

A portfolio analysis was conducted of 36 NAP engagements, mapping the portfolio itself – its thematic make-up, spread across geographical areas, and lead/implementing partners – as well as capturing results against both NAP indicators and other outputs, outcomes and objectives. This Annex presents the findings from the analysis, including discussion and analysis of which NAP objectives, thematic areas and types of engagement saw the strongest and weakest results, and why.

3 Methodology and limitations

To complete this analysis, key data was extracted from the 36 engagements, predominantly those identified explicitly within the second and third Danish NAPs, and for which documentation was shared with the evaluation team. A few more recently established WPS engagements not listed in the third NAP document were also selected for 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. A full list of engagements, separated in bilateral, multilateral and regional categories, is included in Section 8 of this document.

Additional data was reviewed for Danish Ministry of Defence and Police activities related to women, peace and security but which did not fit into the same framework used to analyse results for the other engagements.

The 36 listed engagements were categorized according to the following headings:

1. **Type of engagement** – multilateral, bilateral or regional;
2. **Geography** – spanning the major areas where Denmark is implementing WPS activities, namely Iraq/Syria, Middle East and North Africa (MENA) – other, Afghanistan, South Sudan, Horn of Africa, Africa – other, South Asia, and multi-country initiatives;
3. **Primary benchmarking theme** – this included four which were found to be the primary themes for all engagements: domestication of global normative framework on 1325, participation, protection and mainstreaming. The themes are defined as per the revised definitions submitted in the second version of the Inception Report for this evaluation;
4. **All relevant benchmarking themes** – many engagements were relevant to multiple themes whilst having one primary theme. All themes relevant to each engagement were therefore also noted, including: role and organization of civil society organisations (CSOs), international cooperation, earmarked funding and indicators;
5. **NAP actions and indicators**, and results achieved against those indicators;
6. Programme or project indicators/results frameworks, and results achieved against these;
7. **Timespan and implementing partners**, including other donors where relevant; and
8. **Gaps or challenges**, including missing documents/information.

Budgets were also captured for each engagement, however it was challenging to use this information for systematic analysis because of the nature of engagements: many had only a small element focused on WPS, for example a gender strategy within the Peace and Stabilisation Fund, and it therefore was not possible to isolate the spending from the engagement going towards WPS. For some engagements focused entirely on WPS this was possible and where relevant, this data is included in the analysis below.

Limitations experienced during the portfolio analysis include:

- Missing documentation or information related to the results of the engagement, for example lack of progress, monitoring and evaluation reports or unclear information in existing reports. Where this was an issue for a specific engagement or theme it is noted in the analysis;
- Challenges in comparing initiatives and results because of the variety of different activities, timespans types of engagements included in the review;
- As noted above, difficulties in assessing the budgetary significance of certain activities due to lack of WPS-specific spending data;
- The likelihood that Danish activity on WPS worldwide goes beyond the engagements and activities listed in the NAPs, for example within other development cooperation or MOD/DNP departmental activity that was either not identified within the NAPs or which was developed and implemented after the NAPs were written. Whilst stakeholder interviews did identify some such activity, it will not have captured everything.

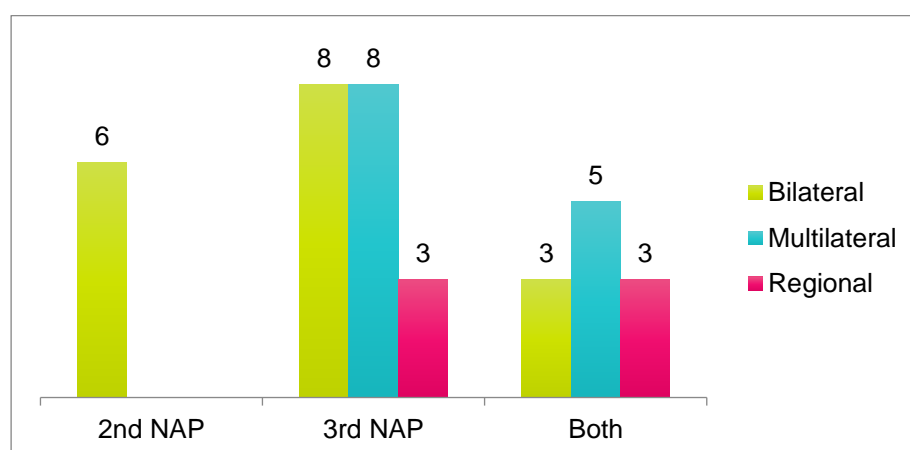
4 Portfolio overview

The portfolio analysis includes 36 distinct ‘engagements’ listed within the second and third Danish NAPs, and spanning multilateral, regional and bilateral engagements led by the Ministry of Foreign Affairs (MFA) in partnership with UN agencies, other donors and civil society organisations.

4.1 NAP period and engagement type

The majority (19) fall under the third NAP period with a balance of largely bilateral and multilateral engagements (see Figure 1). Six engagements (all bilateral) fall within the second NAP period and eleven engagements cross over both NAP periods, comprising five continuing multilateral engagements (e.g. UN, EU, NATO), three regional engagements and three bilateral engagements.

Figure 1: Spread of engagements across NAPs



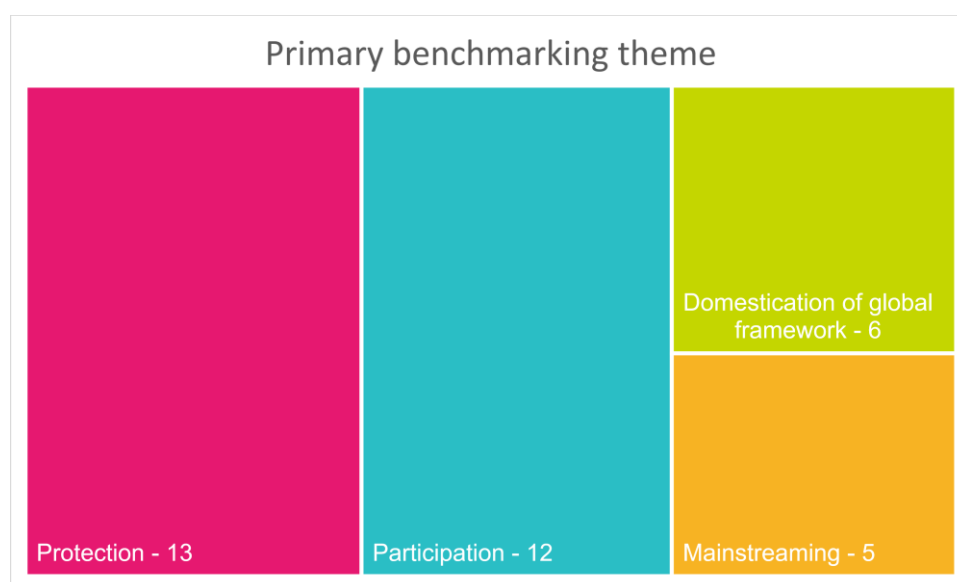
Although the majority of engagements are overseen solely by the MFA, three regional engagements (all Peace and Stabilisation Programmes) involve NAP stakeholder collaboration (two between the MFA and MoD, and one between the MFA, MoD and DNP) and two multilateral engagements involve stakeholder collaboration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

Overall the portfolio is comprised of an equal number of multilateral and bilateral engagements (15 of each out of 36, or 42%). The remaining six engagements (16%) are comprised of regional programmes such as the Danish Arab Partnership Programme and regional Peace and Stabilisation Programmes.

4.2 Thematic spread

The dominant themes within the portfolio in terms of each engagement's primary theme are **protection** and **participation**. Just over a third of the portfolio (13 engagements, or 36%) had 'protection' as a primary theme, with a similar number (12 engagements, or 33%) focused primarily on 'participation'. Fewer engagements had 'domestication of a global normative framework on 1325' and 'mainstreaming' as their primary themes, with 16% and 14% of the portfolio respectively (Figure 2).

Figure 2: Portfolio by primary benchmarking theme



A clear focus on **participation and protection** clearly aligns with the objectives outlined within the second Danish NAP, and which continue to act as a guiding framework for the third NAP, in particular:

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

The third NAP includes several additional strategic priorities²:

¹ These objectives are outlined on page 9 of Denmark's second NAP 2008-2013.

² These strategic priorities are outlined on page 9 of Denmark's third NAP 2014-2019.

1. Actively promote **gender aspects of the Responsibility to Protect and transitional justice** programmes to end impunity for sexual and gender-based violence in conflicts (somewhat echoes objective three above from second NAP).
2. Participate in the **International Dialogue on Peacebuilding and State-building** and focus on implementing the New Deal and its embedded five peace and state building goals, which require systematic inclusion of a gender perspective.
3. Focus on **promoting women as peace-builders** in specific country programmes in fragile and conflict-affected states with a particular focus on active involvement of multilateral actors.
4. Work to ensure that **international operations and humanitarian efforts** include a clear gender perspective.

When all relevant themes to each engagement were analysed, whilst protection and participation remained two of the most significant, **mainstreaming** took over as relevant to the largest number of engagements (Figure 3). Around 27%, or 23 engagements, include some element of 'mainstreaming' relevant to WPS. This theme is defined in terms of "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".³ Example engagements and NAP actions under this theme include:

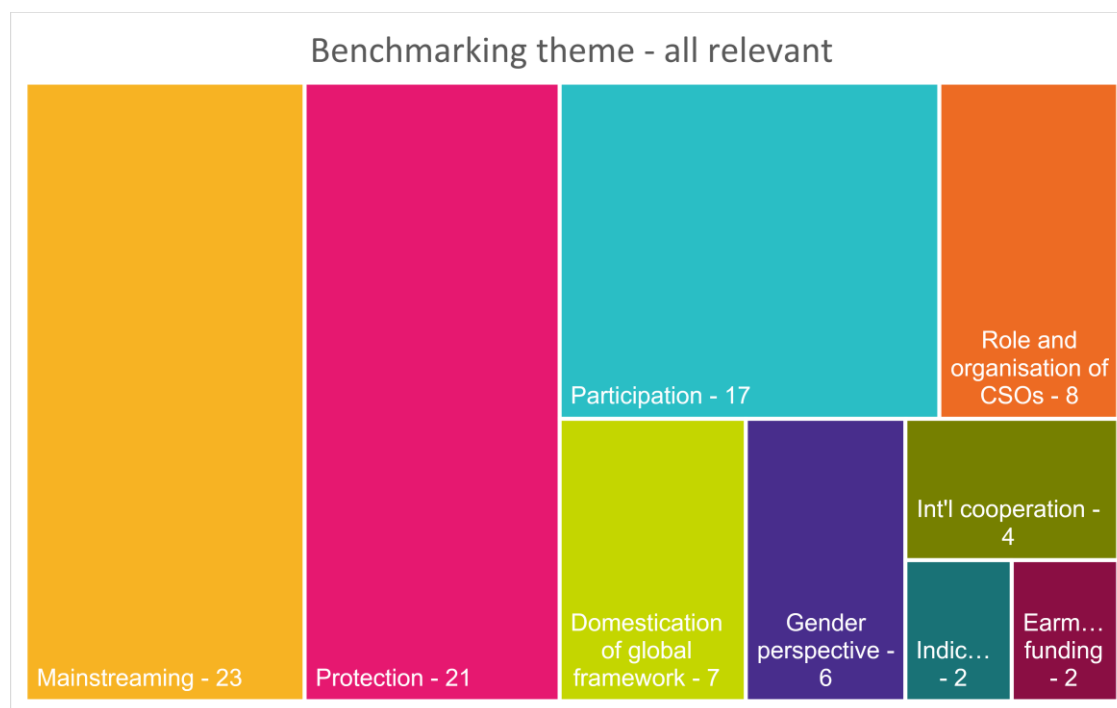
- *Syria Recovery Trust Fund (2013-2019)* – development of gender strategy;
- *Danish contribution to New Deal (particularly Somalia Compact) (2011-2015)* – integration of gender equality into New Deal and Somalia Compact;
- *Humanitarian support to protect Palestinians in the West Bank (including East Jerusalem) from forcible transfer (2016-2020)* – Utilisation of IASC GEN CAP gender markers reported by humanitarian organisations.

The fewest number of engagements were identified for 'indicators' and 'earmarked funding', with just two engagements relevant for each. Engagements included under these categories include:

- *Somalia UN Multi-Partner Trust Fund (2015-2018) (through Denmark's Somalia Country Programme)* – under the UNWOMEN component to which Denmark contributed earmarked funding, in 2016 **WPS indicators** were successfully integrated into PSG and MPTF (Denmark noted as directly contributing to this work);
- *Africa Programme for Peace* – Danish Embassy in Addis is currently taking the lead on WPS engagements in the AU and there is a new **WPS earmarked engagement**;
- *Danish Arab Partnership Programme, 2013-2016* – impressive results achieved by **WPS targeted partner** KVINFO's activities across target countries for the period 2013-2016 (no evidence provided for 2017-2022).

³ See Revised Inception Report, 21st May 2019.

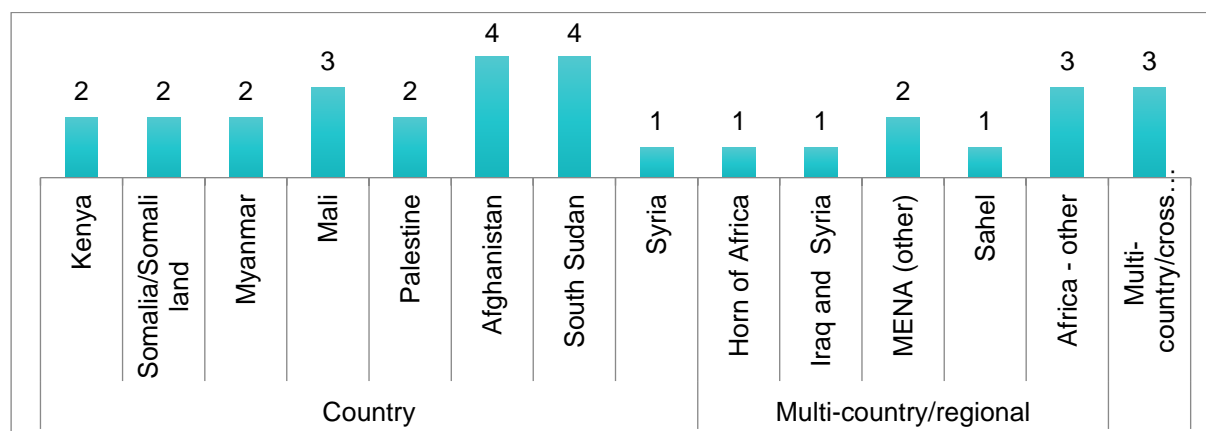
Figure 3: All relevant benchmarking themes



4.3 Geographical spread

The engagements are spread across a range of geographies, with the highest number of engagements (over a third) being multi-country in nature, three of which are implemented across different global regions (Figure 4). **Afghanistan** and **South Sudan** have the highest number of engagements in a single country, with four engagements in each. Other significant geographies are Sahel Region (particularly Mali) and the Horn of Africa (predominantly Kenya and Somalia/Somaliland), where there is both a regional Peace and Development Programme as well as several single-country engagements. The Middle East and North Africa (MENA) region also features geographically, with Iraq and/or Syria being a major focus, and Iraq, Jordan, Palestine, Lebanon and other MENA countries targeted through the Regional Development and Protection Programme (RDPP) and the Danish Arab Partnership Programme.

Figure 4: Portfolio by geography



The results of NAP engagements vary widely across the four key thematic areas, with a summary of observations outlined below.

5 Results by theme

Results have been assessed across the portfolio based on available evidence of achievement against both NAP actions and indicators, and relevant WPS programme and project level actions and indicators.

5.1 Domestication of global normative framework

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

Results of Denmark's engagement on this theme **in multilateral institutions themselves** were harder to identify, in part due to the difficulties in identifying the difference Danish participation/contributions had made alongside the multiple other actors involved. However, there was clear evidence of Denmark's participation in, and support to the establishment of, informal groups or dialogues with other like-minded donors on WPS. For example, Denmark has consistently participated in or helped to create several 'Friends of WPS' groups, including at the UN in New York, NATO, OSCE and in specific countries including Mali⁴. The analysis also highlights missed opportunities for Danish promotion of 1325 collaboration and institutionalization in other key for a, however; for example, in the EU, where Denmark has been visibly absent from the EU 1325 Informal Taskforce's recent development of a WPS policy and gender action plan.⁵

In terms of Danish engagement on 1325 domestication **at country level**, results include:

- *Somalia UN Multi-Partner Trust Fund (2015-2018, funded through Denmark's Somalia Country Programme)* (multilateral) – a National Gender Policy for Somalia was drafted with support from MPTF in 2015; support was then given by the MPTF to embed and implement this Policy in relevant ministries, departments and agencies. Further, as a result of Denmark's targeted funding to UNWOMEN 2017 a National Coordination Platform on WPS was established and rolled out;
- *Capacity Building for Gender Equality and Women's Empowerment in South Sudan (2012-2015)* (multilateral) – the programme contributed clearly to the unanimous adoption of a NAP on UNSCR1325 by the Council of Cabinet Ministers, despite significant conflict and insecurity during this period;

⁴ Reported during stakeholder interviews with Danish MFA representatives at the UN and OSCE and during case study interviews for the NATO and UNWOMEN Mali case studies.

⁵ Reported during case study interviews for the EU case study.

- *Core funding to UNWOMEN Mali (2017-2022)* (bilateral) – Denmark’s funding of a full-time P4 adviser focused on UNWOMEN’s WPS programme was a key enabler in supporting the Ministry for the Promotion of Women, Children and Families to develop a new NAP for Mali 2019-2023, fully endorsed by a cross-government monitoring committee and supported by an operational plan for the first time.

The Africa Programme for Peace is the only regional engagement focusing on a global normative framework for 1325, with support visible to the African Union (AU), IGAD and ECOWAS in the development of 1325 frameworks, including regional action plans (RAPs), gender policies and strategies, and roadmaps for mainstreaming gender equality. However, the documentation suggests that there has been poor or slow implementation of these policies and plans, partly due to lagging political will among regional member states to address gender and WPS. Denmark’s recent earmarking of 25 million DKK to support 1325 coordination in the AU indicates some potential to revive attention to a WPS agenda.

Although there are visible results for Denmark’s support for other country or regional domestication of a global normative framework on 1325, there is no evidence that Denmark is **domesticating a 1325 agenda ‘at home’** outside of MoD and DNP engagements (see section 6 below). This issue emerged repeatedly during interviews with civil society focal points in Denmark and in other European settings due to a broad recognition that few European countries are domesticating a 1325 agenda, despite the EU adding a new indicator (#20) on the protection of female asylum seekers in its revised indicators for the Comprehensive Approach to the EU Implementation of UNSCR 1325 and 1820 (2016).

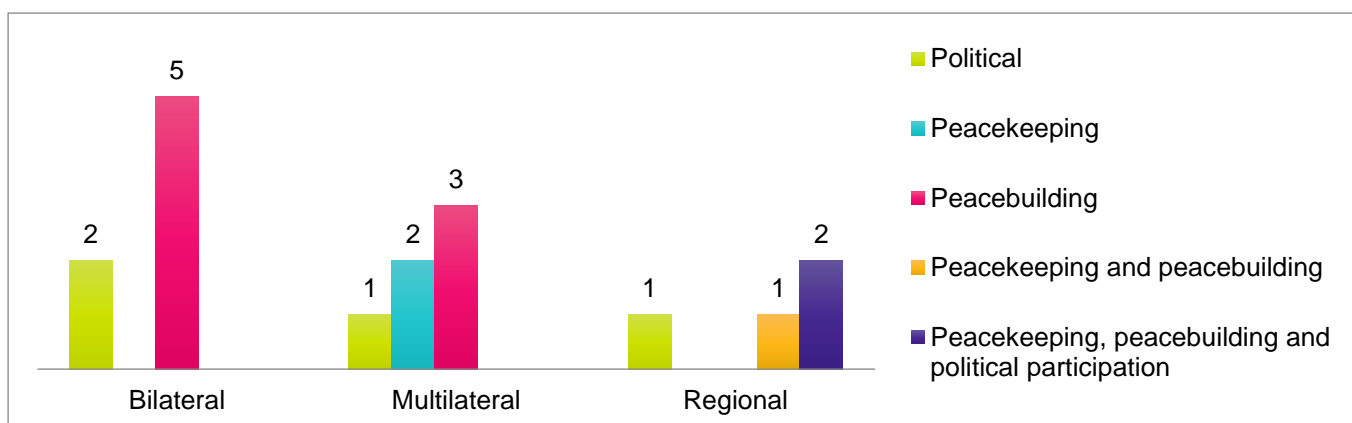
5.2 Participation

It was in general easier to identify results for engagements that had participation as a primary theme, and determine if corresponding indicators had been met or not, as indicators were largely quantitative. Overall, **stronger results were observed across this thematic area compared to other themes**. PSP engagements saw varied results, with the Horn of Africa PSP being one of the weaker engagements across the first two programme phases (2011-2014, 2015-2017), albeit with improvements in the current phase (2018-2020). The Syria-Iraq Regional Stabilisation Programme (2016-2018) was observed to have strong results on participation. Other regional and bilateral programmes also saw more concrete results. Despite strong results in relation to attaining key outputs and outcomes, the participation thematic is where we see the most challenges in implementation, as described further below.

When further analysing engagements with participation as the primary or secondary thematic focus, three sub-themes emerge: peacekeeping, peacebuilding and political participation:

- Engagements targeting women’s participation in **peacebuilding** comprise the dominant focus, particularly within bilateral engagements (Figure 5). Almost all engagements related to peacebuilding have focused on **women’s local-level peacebuilding and participation in conflict resolution and mitigation**, with few engagements targeting **women’s higher-level participation in peace negotiations**.
- **Political** participation cuts across all three types of portfolios, particularly bilateral engagements.
- Women’s participation in **peacekeeping** missions is concentrated in multilateral engagements (i.e. NATO, EU) and regional PSP engagements.
- One PSP engagement (Sahel region) targeted both women’s participation in peacekeeping and peacebuilding as key thematic areas, and two PSP engagements (Horn of Africa and Syria-Iraq) targeted all three participation sub-themes.

Figure 5: Type of participation engagements according to variety in portfolio



Results for women's **political participation** varied across geographic contexts:

- *The Danish Arab Partnership Programme (DAPP)* has had good results when measured against NAP indicators, particularly in relation to strengthening capacity of female electoral candidates and raising quotas for inclusion of women. The DAPP is also a key engagement illustrating Denmark's longstanding support to KVINFO, a Danish NGO partner that has had impressive results across various thematic areas in the DAPP.
- *Gender mainstreaming of National Democratic Institute (NDI) election activities in Mali* has also seen strong results in women's political participation when measured against NAP indicators.
- *Mali core funding to UNWOMEN* saw strong results in promoting women's participation in some high-level political and peace mechanisms, including transitional justice and peace agreement monitoring mechanisms.
- There have been less concrete results for *PSP engagements and in the Horn of Africa more generally*. For instance, the Somalia Stability Fund (SSF), which falls under Denmark's support to the PSP in the Horn of Africa, has struggled to achieve results due to persisting barriers to and resistance towards women's political participation, with increases in electoral quotas for women not translating into actual electoral positions attained. Similar results were found in the Somalia UN Multi-Partner Trust Fund (2015-2018), supported through Denmark's Somalia Country Programme.

Results for **women's participation in peacebuilding** are also varied, although not necessarily according to geographical context, with type of portfolio engagement appearing to play an important role. Promoting women's participation in peacebuilding has clearly been challenging in Somalia as evidenced through SSF phase I documentation. However, there is evidence of greater success in a Danish bilaterally supported project in Somalia and Somaliland: *the Participatory Governance and Peacebuilding programme (2015-2019)*. The project exceeded most of its targets in both Somalia and Somaliland, including those related to engaging women. An interview with the project's implementing partner suggested that the Danish focal point in Hargeisa played a pivotal role in pushing the project to rethink how to engage women at critical moments, with a focus on women's participation growing

throughout the project implementation period. This close and ongoing support from Denmark driving forward a WPS agenda has been less present in the SSF due to the multilateral nature of this engagement and Denmark's lack of human resources to engage more fully. Similarly, good results were found in the bilaterally funded UNWOMEN Mali core funding engagement, with the core funding approach over several years and decision by Denmark to fund a dedicated P4 adviser on WPS enabling some strong gains in women's participation in early warning and local conflict monitoring.

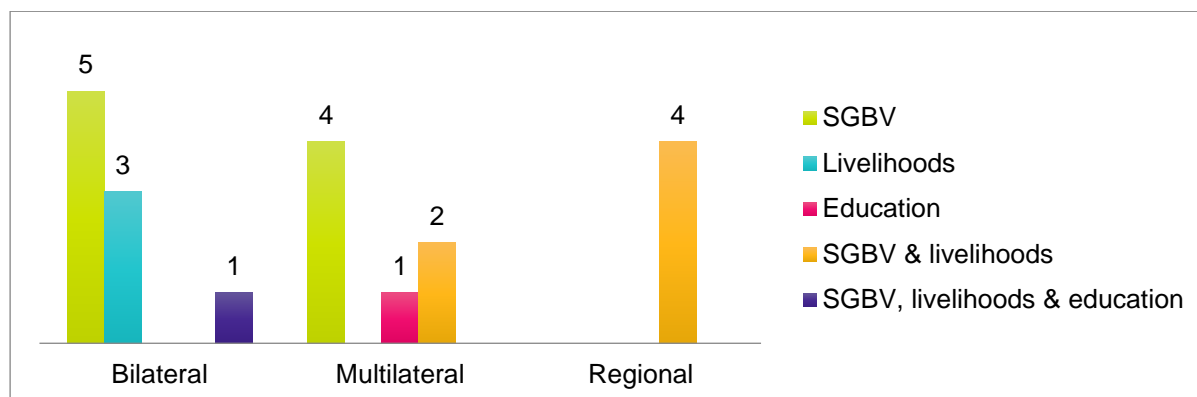
Much like for the other two sub-themes, results for **promoting women's participation in peacekeeping** vary across the portfolio but were poor in some cases. Results were harder to capture under this sub-theme due to lack of sex-disaggregated data, targeted WPS indicators and/or targets in programme results frameworks and thus lack of corresponding reporting:

- Under the *Syria-Iraq PSP*, there were poor NAP results in the participation of female police in training in the Access to Justice and Community Security (AJACS) engagement. Six out of 1005 police trained were women (0.6%), and a 2017 evaluation of the engagement suggested that the impact of project outputs were limited.
- In the *Horn of Africa PSP*, there is evidence of inclusion of women in peacekeeping and training in the Eastern Africa Standby Force (EASF) and the African Union Mission to Somalia (AMISOM), with stronger results observed for DNP than MoD engagement in this area. However, Danish gender policy support to these engagements appears to have been limited and ad hoc.
- As part of the *Danish Contribution to the EU*, strong results were achieved against all the NAP indicators, particularly in relation to participation and Danish contribution to deployments and missions (either female candidates, or advisors, with 1325 skills or gender focal points).

5.3 Protection

When analysing engagements with protection as the primary or secondary thematic focus, the majority specifically target SGBV with fewer targeting women's rights to economic security/livelihoods or children's (particularly girls') access to education (Figure 6). Four regional programmes, including the RDPP and all three PSP programmes reviewed, and two multilateral engagements (both humanitarian) incorporate sub-engagements related to either SGBV or livelihoods (i.e. income generation, nutrition or cash-based transfers), with the RDPP additionally attempting to integrate these two thematic areas by targeting SGBV survivors for income generation activities (albeit with limited success in the first phase). One protection engagement implemented by UNICEF in South Sudan (2016-2018), which supported the reintegration of children released from armed groups, incorporated SGBV, livelihoods and education components.

Figure 6: Type of protection engagements according to variety in portfolio



The engagements with ‘protection’ as a primary theme saw the largest number of engagements with either no NAP action listed, NAP actions not completed or if completed, results either not achieved or unclear. Out of the 13 engagements under this category, seven engagements either did not have a NAP action or results were not evident. This is predominantly due to the challenges outlined in Section 2.6 of the evaluation report. In particular, many of the second NAP engagements included in the portfolio (and for which documentation of results was difficult to obtain) were predominantly aligned with protection. Further, several newer protection engagements were conceived after the development of the third NAP (and thus are not listed in the NAP document), and results are not yet available for very recent protection engagements, including humanitarian ones.

Where results are available, the **most concrete results** are visible for **SGBV engagements**.

- The *Innovations to Eliminate Gender-Based Violence in Humanitarian Contexts programme*, implemented by UNFPA, has been successful in contributing to the mitigation of protection risks facing women and girls in emergencies, improving GBV survivors’ access to high-quality lifesaving sexual and reproductive health and rights (SRHR) services and GBV services, and reducing the impact of GBV.
- Strong results were also observed for *RDPP regional engagements* specifically targeting SGBV, such as ABAAD’s engagement in Lebanon, and bilateral support to the Gender Violence Recovery Centre (GVRC) in Kenya.
- Danish normative work related to SGBV in conflict has been strong in the *UN mission in New York*, particularly in relation to the Responsibility to Protect (R2P) global political commitment, where Denmark has been active in making relevant statements in the UN Security Council and General Assembly on the protection of women.
- Denmark is emerging as a leader in *linking SGBV and SRHR in humanitarian emergencies*, including: hosting the Danish Forum on SRHR in Humanitarian Assistance in September 2018; and funding the research sub-working group of the Interagency Working Group (IAWG) on Reproductive Health in Crises, which is conducting research on what works on the ground in SRHR and SGBV response.

Results for engagements targeting the protection of women **through livelihoods and income generation** are more **varied**.

- In the *RDPP*, there were several challenges related to the successful implementation and achievement of results. These include the difficulties women face in juggling household and childcare responsibilities and participating in trainings, being engaged in regular employment and starting a business, and the potential for women’s increased earnings to put them at greater risk of experiencing GBV from family

members. These issues and mitigating strategies are being further explored in the second phase of the RDPP.

- Although several barriers to women's economic participation and empowerment were also encountered in the *DAPP*, the desk review suggests that KVINFO-implemented engagements were successful in addressing these barriers and increasing women's access to economic opportunities.

Despite an explicit in the third Danish NAPs, only two engagements included components targeting women's rights to **transitional justice**: Denmark's bilateral contribution to UNWOMEN's core funding in Mali, and Danish support to The Day After in Syria through the Syria-Iraq PSP. Strong results are particularly visible for the UNWOMEN engagement in Mali, where transitional justice mechanisms have been successful in increasing women's leadership and testimonials from women survivors of SGBV.

5.4 Mainstreaming

The **poorest results** across the four main thematic areas are for **mainstreaming gender or WPS into non-WPS focused engagements**, and this is evident for engagements that have mainstreaming as either the primary or secondary thematic focus. *A key finding is that although gender, women's rights and WPS are consistently listed as crosscutting themes in Danish country, PSP and regional programme documents and policies, this is rarely reflected in results frameworks.* Based on consultations with key informants, there are several reasons for this. A key one, particularly for PSP, regional and country programmes, is the difficulty of integrating multiple sub-engagements under a coherent programme results framework. This means that programme results frameworks are driven by individual project results frameworks, and there is little evidence of Denmark mandating the inclusion of WPS indicators or sex-disaggregated data. Several Danish stakeholders in both Copenhagen and at mission level suggested that this was partly driven by the Danish tendency to be a 'lean donor' and limit requests made of partners. One stakeholder at mission level did, however, suggest that some mechanisms were in place to support better mainstreaming, including the appraisal process, which might lead to adjustment of results frameworks if gender is not adequately captured. Further, attention to mainstreaming may be reflected in the selection of engagements, with preference sometimes given to those with clear WPS or gender elements and indicators.

Gaps in gender mainstreaming were also identified in the **lack of humanitarian implementation of the NAP indicator** outlining requirements for gender marking project proposals. One Danish stakeholder in Copenhagen noted constraints in this regard given that Denmark has established funding streams to and partnerships with Danish NGOs and has already vetted them (rather than vetting gender or gender marking in individual engagements). This restricts the extent to which demands for significant change can be made. Nevertheless, there are clear possibilities for improving attention to gender mainstreaming in humanitarian partner organisations, some of which are being implemented. For instance, Denmark conducts internal annual briefings for new staff in the humanitarian department, which include attention to WPS issues and gender mainstreaming. These briefings could be extended to include new partners and new staff rotations in existing partners organisations. Further, when partners are submitting new proposals there are some criteria used to measure success, one being attention to vulnerable groups, including women and girls.

Despite gaps in mainstreaming, there were several engagements with strong mainstreaming and, subsequently, strong results visible in this area. Interestingly, these were mainly **UN-implemented engagements**, including:

- UNICEF's Reintegration of children and adolescents released from armed forces and armed groups through education and economic empowerment (2016-2018) in South Sudan;
- The *Somalia UN Multi-Partner Trust Fund (2015-2018)* (supported through Denmark's Somalia Country Programme).

One example of an **innovative mainstreaming initiative** is the Danish humanitarian support to the World Food Programme's 'Advancing creative operational partnerships with a focus on women and girls in the field' (2018-2019), which is mainstreaming SGBV protection and prevention, and SRHR into food security and nutrition engagements. Although results are not yet available, this is an example of development-humanitarian nexus programming visibly gaining traction in humanitarian engagements.

6 Police and defence

Results for MoD and DNP engagements presented here focus on a selection of **indicators outlined in the third NAP**, which are predominantly linked to women's participation in peacekeeping and internal capacity building of Danish armed forces and police in 1325-related topics, including gender and cultural awareness, SGBV in conflict and preventing sexual exploitation and abuse (PSEA). Due to some challenges obtaining relevant data, evidence is based primarily on the 2017 NAP status update, with accompanying evidence provided by MoD and DNP stakeholders and additional literature obtained through the desk review. Due to the output-based nature of NAP indicators, the results presented here are more limited in terms of outcomes and impact measured when compared with the primary portfolio analysis.

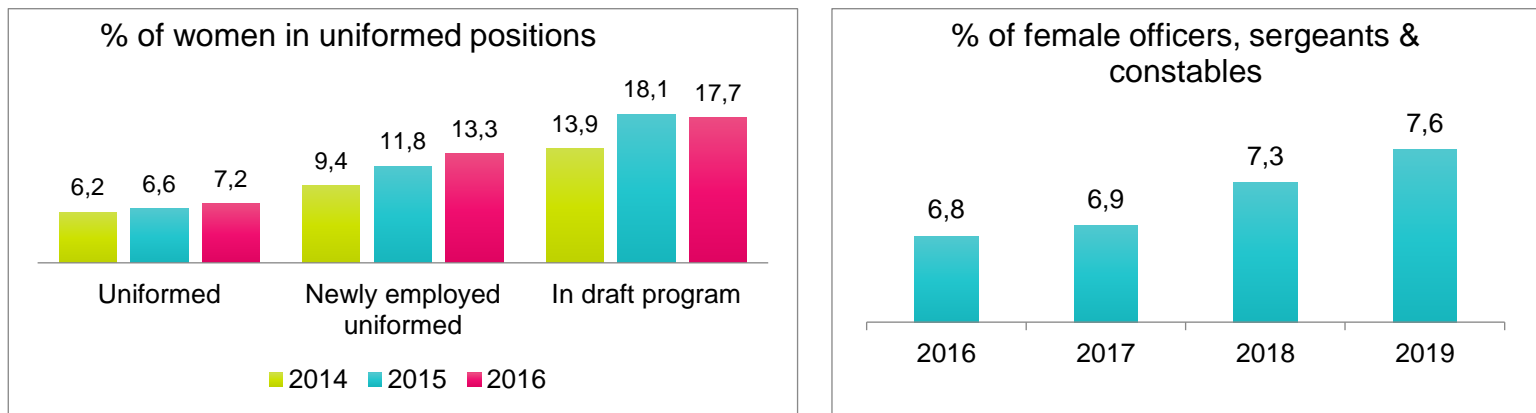
6.1 Ministry of Defence

One of the key MoD indicators in the third Danish NAP is the percentage of women employed in uniformed positions, including new recruitments. Figure 7 illustrates the percentage of female uniformed personnel in the MoD according to different data sources and year of data collation. There are some limitations in this data due to different sources capturing different categories of recruitment and different agencies within the MoD.⁶ Nevertheless, some general trends can be observed. Since 2014, there has been an upward trend in recruitment of female uniformed personnel, with the current recruitment rate at 7.6%, up from 5.2% ten years ago. When considering newly employed personnel and recruits to the draft program (2014-2016), there is also a clear upward trend, although draft recruits declined slightly in 2016. This data suggests that although there has been some growth of recruitment of women over the years, these gains have been small. Retention appears to be

⁶ Data in the first graph in Figure 7 is derived from the MoD NAP 1325 status update (2017). Data in the second graph is derived from various documents provided by the MoD, including the History and distribution of military-employed women in the Armed Forces; however, data for new recruits or women in the draft program have not been provided. In the second graph, figures for 2016 and 2017 are for the entire ministerial area minus FE, BRS and DEP and figures for 2018 and 2019 include BRS and DEP.

a challenge given small overall gains compared to newly employed and drafted personnel. Denmark is currently reported to have 8.5% female troops deployed in international missions (8.6% in 2017 and 8.4% in 2018), which is below the NATO member state average of 10.8%.⁷

Figure 7: % of female uniformed personnel in the MoD, disaggregated by year



The desk review and interviews with MoD stakeholders revealed some possible reasons for stagnant growth. Interviews with MoD stakeholders suggest that some people join the conscript short term as part of a life journey but then leave for other life plans, including family or another career. Consequently, the MoD is currently working on developing and building the idea of a career in the MoD and armed forces. Since the MoD's redevelopment of its Diversity Policy in 2011, other activities have also been implemented to support the recruitment of women, including inviting women to drafting events, categorising women wanting to join the conscript as having priority over men, and since 2015 introducing gender-mixed dorm rooms to break down barriers between men and women.

There may be other **barriers to women's retention** associated with masculine cultures in the armed forces. In an MoD review of reasons for women's departure from enlistment, there was an increase over time in women leaving because their expectations were not being met in the defence culture. The report notes that in some places of employment, there seemed to be a growing tendency for hard and condescending tones of voice to be used in the workplace, and this was a direct reason for women terminating contracts. A survey

⁷ Data provided by Danish MoD Personnel Department.

conducted in 2003 found that one in three women in the Danish defence had experienced gender-based harassment, but no data has been reported since then, so it is unknown what the levels of harassment are now. A paper published in 2019 by the Copenhagen Business School and KVINFO presents three case studies that suggest that harassment of women and lack of respect for women's leadership in the armed forces persists, although the extent of the problem cannot be ascertained from three case studies alone.⁸

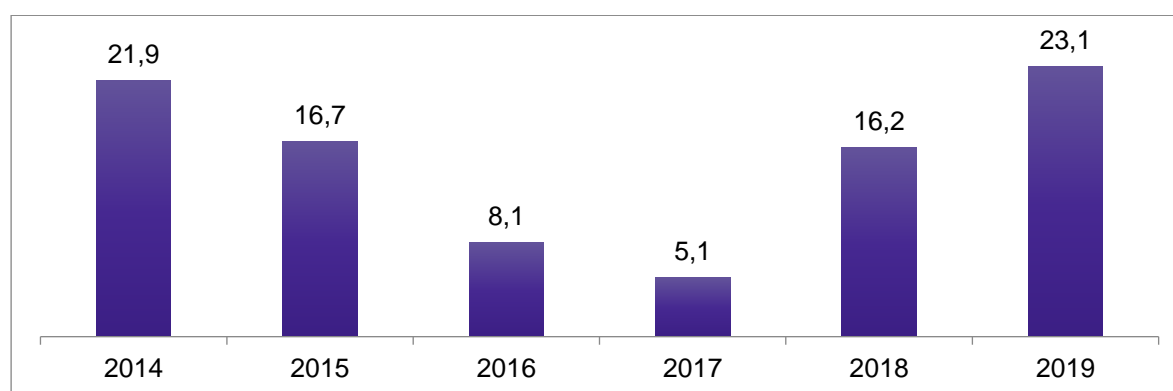
The third NAP contains three indicators related to the **strengthening of gender perspectives in structural, officer and mission-specific education**. The MoD continues to deliver results in this area, with gender incorporated into cultural awareness training for commissioned and non-commissioned officers, and in preparation for pre-deployment to peacekeeping missions. According to MoD stakeholders, there have been recent strategic discussions about separating gender and culture to ensure that gender issues are highlighted, instead of gender being subsumed under 'cultural awareness'.

There are also several examples of how the MoD has supported training of women for participation in UN peacekeeping missions. For instance, through the Peace and Stabilisation Fund (PSF), Denmark contributed to funding a Women's Outreach Course offered at Signals Academy in Uganda in 2017. Further, in August-September 2019 Danish PSF funding will contribute to the participation of two women from the Horn of Africa (Somalia and Kenya) in a United Nation Military Experts on Mission (UNMEM) course at NORDEFECO in Finland.

6.2 Danish National Police

The DNP contribution to the NAP is focused largely on the participation of women in the police force and female deployments to peacekeeping missions, predominantly through the EU. Thus, DNP NAP indicators are largely recruitment based. **The DNP has reached and maintained its target of ≥10% Danish female police officers deployed to missions**, with a 23% current deployment rate (Figure 8). Although this has exceeded the 10% target, it in fact comprises a small number of female police, with a small number of overall deployments currently.

Figure 8: % of female police deployments, disaggregated by year



Another key NAP indicator for the DNP is support for gender-related issues to be addressed in the training of local police forces. DNP results for this indicator are linked to its

⁸ Ibid

international training and instructor pool, where a smaller number of police officers are specially trained to perform various training assignments for local police around the world. This pool of almost 50 instructors is deployed to participate in various types of training, including on 1325-related topics in order to build knowledge and capacity within the instructor pool. Examples of training that DNP instructors have participated in include SGBV training for police on how to handle SGBV and rape as a weapon of war, and rapid justice reaction training to prepare investigators and judicial experts to investigate SGBV in conflict areas. Four police instructors are currently capacitated to instruct 1325 topics and work as gender advisors and approximately 15% of Danish trainers are women.

There are several examples of local police training implemented by the DNP, including training female police in Afghanistan in collaboration with NATO, and in Iraq in collaboration with the MoD. Further, as part of the Danish support to the EASF (under the PSP in the Horn of Africa), an SGBV course was implemented in June/July 2019 at the Police Training School Gishari in Rwanda, with police, military and civilian participants from EASF member states trained on how to deal with cases of SGBV. This training was implemented with funds from Norway with a Danish police trainer from the pool of instructors co-facilitating the training with a Norwegian instructor.

7 Conclusion

Overall, there is a very mixed picture across the NAP portfolio engagements in relation to achievement of outputs, outcomes and objectives. Multiple factors appear to have influenced the achievement of results in different contexts, including funding modality; geographical context; implementing partners; and commitment/awareness of the individual staff involved on WPS. However, there are some clear trends in terms of theme and to some extent, type of engagement: for example, engagements under the participation thematic had much stronger results than those focused on WPS mainstreaming. Bilateral engagements appeared to show the most concrete results in many cases with much more variable performance across regional and multilateral engagements.

Based on available data, the following observations can be made across the portfolio:

- Engagements with a primary focus on **participation** performed better than the other primary themes (protection, domestication of a normative framework on 1325, and mainstreaming) against both NAP indicators and other relevant objectives. Bilateral engagements focused on women's political participation and participation in peacebuilding performed the strongest within this thematic, as well as regional programmes that engaged specialist partners – for example, the *Danish Arab Partnership Programme's (DAPP)* work with KNVIFO, and UNWOMEN in Mali. Participation in peacekeeping was more varied with stronger results under DNP than MoD, and poor results in the Iraq/Syria PSP.
- Engagements with a primary focus on **protection** performed the best in relation to SGBV and as above, when engaging a specialist partner – for example, the *Regional Development and Protection Programme's (RDPP)* work with ABAAD in Lebanon, or bilateral engagement with a recovery centre in Kenya. Results were poorer in relation to targeting the protection of women through livelihoods and income-generation activities; as above, the strongest results were achieved where a specialist partner was engaged, for example KVINFO under the DAPP.
- More varied results were observed for engagements with a primary thematic focus on **domestication of a global normative framework on 1325**. Bilateral engagements

which supported NAP domestication processes through partners in specific countries were the most successful, as well as multilateral collaboration through fora such as the Friends of WPS.

- The **weakest performance was observed in relation to mainstreaming** focused engagements. In many cases data was not disaggregated by gender within results frameworks which made mainstreaming impossible to measure in the first place. Mainstreaming within the PSP was particularly poor due to a lack of a strategy, systems and processes to put mainstreaming ambitions into action, at both the whole Fund and programme levels.
- Around half of NAP actions were successfully completed by **MoD**, with strengths in relation to monitoring and increasing participation of female officers in deployments and weaknesses in relation to human resources policies and evaluating progress.
- Almost all **DNP** NAP actions were carried out, and targets successfully met including in relation to deployment of female peacekeepers, although there were fewer overall.
- Overall, engagements that included **funding to specialist WPS or women's rights partners with strong contextual knowledge**, including UN agencies, local and international civil society organisations, yielded the most concrete results.

8 List of engagements

BILATERAL ENGAGEMENTS					
Engagement	Year	Main thematic area	Country/region	Budget (DKK)	Implementing partners
Peace and Security for Development	Phase 1: 2010-2015 Phase 2: 2016-2020	Participation	Kenya	Phase 1: 30.6 million Phase 2: 30 million	Local CSOs
Strengthening of Women's Role in Promotion of Peace and Security in Afghanistan	2012-2013	Participation	Afghanistan	1.15 million	Local CSOs
Mali core funding to UNWOMEN	2017-2022	Participation	Mali	56 million	UNWOMEN
Mainstreaming of NDI election activities	2013-2014	Participation	Mali	500,000 (USD)	NDI
Promotion of women's role and participation	2015-2016	Participation	Mali	9 million	NDI
Participatory Governance and Peacebuilding programme	2015-2019	Participation	Somalia and Somaliland	35.5 million	Saferworld
Gender Violence Recovery Centre (GVRC)	Phase 1: 2012-2016 Phase 2: 2017-2020	Protection	Kenya	Phase 1: 10 million Phase 2: 10 million	GVRC
Capacity Building of Shelters for Women	2011-2013	Protection	Afghanistan	4.995.00	Danner
Humanitarian support to protect Palestinians in the West Bank (including East Jerusalem) from forcible transfer	2016-2020	Protection	Palestine	750.000	NRC
The integrated market development program across the occupied Palestinian territory	2017-2020	Protection	Palestine	40 million	Oxfam
Promoting protection and accountability for women and girls in South Sudan	Phase 1: 2012-2014 Phase 2: 2015	Protection	South Sudan	25 million	IRC
Enhancing local capacities to predict and manage livelihoods shocks, including empowering women	2016-2018	Protection	South Sudan	40 million	FAO
Reintegration of children and adolescents released from armed forces and armed groups through education and economic empowerment	2016-2018	Protection	South Sudan	39 million	UNICEF
Promoting Just and Democratic Governance in the Reform Process in Myanmar	2014-2017	Mainstreaming	Myanmar	10 million	ActionAid
Capacity Building for Gender Equality and Women's Empowerment in South Sudan	2012-2015	Domestication of global normative framework 1325	South Sudan	15 million	UNWOMEN

MULTILATERAL ENGAGEMENTS					
Engagement	Year	Main thematic area	Country/region	Budget (DKK)	Implementing partners
Danish contribution to OSCE	N/A	Domestication of global normative framework 1325	57 member states	N/A	OSCE
Danish contribution to NATO	N/A	Domestication of global normative framework 1325	N/A	N/A	NATO
Broader engagement with UN	N/A	Domestication of global normative framework 1325	N/A	N/A	UN
Danish contribution to EU	N/A	Participation	N/A	N/A	EU
Danish contribution to New Deal (particularly Somalia Compact)	2011-2015	Mainstreaming	Multiple	N/A	N/A
Somalia UN Multi-Partner Trust Fund	2015-2018	Domestication of global normative framework 1325	Somalia	51 million	UN agencies ⁹
Danish contribution to UNMAS	Phase 1: 2015-2016 Phase 2: 2017	Participation	Global	Phase 1: 30 million Phase 2: 15 million	UNMAS
UNWOMEN ERAW Special Fund	2007-2014	Protection	Afghanistan	15 million	UNWOMEN
Advancing creative operational partnerships with a focus on women and girls in the field	2018-2019	Protection	Multiple	60 million	WFP
Innovations to Eliminate Gender-Based Violence in Humanitarian Contexts	Phase 1: 2014-2015 Phase 2: 2016-2017 Phase 3: 2018-2019	Protection	Bangladesh, Mali, Pakistan, Palestine, Sudan	15 million annually	UNFPA
Transformative Humanitarian Funding	2019-2021	Protection		75 million	UNFPA
UNSCAR - Support Arms Trade Treaty (ATT) and Programme of Action on Small Arms (PoA)	2013-2016	Protection		1.1 million (USD)	UNSCAR

⁹ Primarily UNWOMEN.

Portfolio analysis

Syria Recovery Trust Fund	2013-2019	Mainstreaming	Syria	9.5 million (EUR) ¹⁰	Various partners
Tawanmandi	2016-2017	Mainstreaming	Afghanistan	8.5 million	National/local CSOs
Joint Peace Fund for Myanmar	2016-2020	Mainstreaming	Myanmar	50 million	UNOPS

REGIONAL ENGAGEMENTS				
Year	Date	Main thematic area	Country/region	Budget (DKK)
Africa Programme for Peace (APP)	Phase 1: 2004-2009 Phase 2: 2010-2013 Phase 3: 2014-2017 Phase 4: 2018-2021	Domestication of global normative framework 1325	Africa-wide	Phase 1: 248 million Phase 2: 250 million Phase 3: 210 million Phase 4: 200 million
Danish Arab Partnership Programme	Phase 1: 2005-2010 Phase 2: 2010-2012 Phase 3: 2013-2016 Phase 4: 2017-2022	Participation	Jordan, Egypt, Morocco, Tunisia	2005 – 2011: 100 million annually 2012 – 2016: 250 million annually 2017 – 2022: 200 million annually
Peace and Stabilisation Programme for the Horn of Africa	Phase 1: 2011-2014 Phase 2: 2015-2017 Phase 3: 2018-2022	Participation	Horn of Africa	2011-2014: 215 million 2015-2017: 215 million 2018-2020: 219 million
Syria-Iraq Regional Stabilisation Programme	2016-2018	Participation	Syria, Iraq	332.5 million
Danish Regional Sahel Peace and Stabilisation Programme	2013-2017	Participation	Sahel region (Mali, Niger, Burkina Faso)	125 million
Regional Development and Protection Programme	Phase 1: 2014-2018	Protection	Jordan, Iraq, Lebanon	23.4 million (EUR)

¹⁰ By end of 2018.



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