



## **Annex M: Benchmarking 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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# Introduction

A set of themes have been used to benchmark Denmark's third National Action Plan (2014-2019) against those of other like-minded countries, including Norway, Sweden, Finland, Iceland, the Netherlands, Ireland and Canada. The benchmarking exercise has been carried out by analysing the current National Action Plan documents of each of these countries at the time of the evaluation and scoring their inclusion of the themes outlined below. Where possible, this analysis has been triangulated with other documentation if available.

## **(a) Domestication of global normative framework on WPS**

### ***Definition and Scope of Benchmark***

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' RAPS.<sup>1</sup>

## **(b) Participation**

### ***Definition and Scope of Benchmark***

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.<sup>2</sup>

## **(c) Protection**

### ***Definition and Scope of Benchmark***

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.<sup>3</sup>

## **(d) Mainstreaming**

### ***Definition and Scope of Benchmark***

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.<sup>4</sup>

## **(e) Gender Perspective**

### ***Definition and Scope of Benchmark***

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.<sup>5</sup>

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<sup>1</sup> Source: WILPF website <http://www.peacewomen.org>; Ormhaug 2014.

<sup>2</sup> Source: Bergman 2014; Jukarainen & Puumala 2014; Miller et al. 2014.

<sup>3</sup> Source: Bergman 2014; Jukarainen & Puumala 2014; Miller et al. 2014.

<sup>4</sup> Source: Bergman 2014; Jukarainen & Puumala 2014; Miller et al. 2014.

<sup>5</sup> Source: Bergman 2014; IOB 2015.

**(f) Role and Organisation of National CSO Involvement**

***Definition and Scope of Benchmark***

The role that civil society has, and how it is organised to engage in, drafting, implementing and monitoring NAP 1325 and corresponding activities. <sup>6</sup>

**(g) International Cooperation**

***Definition and Scope of Benchmark***

Formal international partnerships with other donors, governments or multilateral partners on WPS or 1325. <sup>7</sup>

**(h) Indicators**

***Definition and Scope of Benchmark***

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. <sup>8</sup>

**(i) Earmarked Funding**

***Definition and Scope of Benchmark***

Budgets earmarked for NAP implementation, at either the overall NAP level, or for specific WPS activities, including at the bilateral or multilateral levels. <sup>9</sup>

The scoring system for assessing the strength of inclusion of these themes in the NAPs is included in Table 1, along with a corresponding colour coding system for illustrative purposes.

**Table 1: Benchmark scoring system**

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

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<sup>6</sup> Source: IOB 2015; Jukarainen & Puumala 2014; Miller et al. 2014; WILPF website <http://www.peacewomen.org>

<sup>7</sup> Source: IOB 2015; Jukarainen & Puumala 2014; Miller et al. 2014

<sup>8</sup> Source: IOB 2015; Jukarainen & Puumala 2014; Miller et al. 2014; WILPF website <http://www.peacewomen.org>

<sup>9</sup> Source: IOB 2015; Jukarainen & Puumala 2014; Miller et al. 2014; WILPF website <http://www.peacewomen.org>

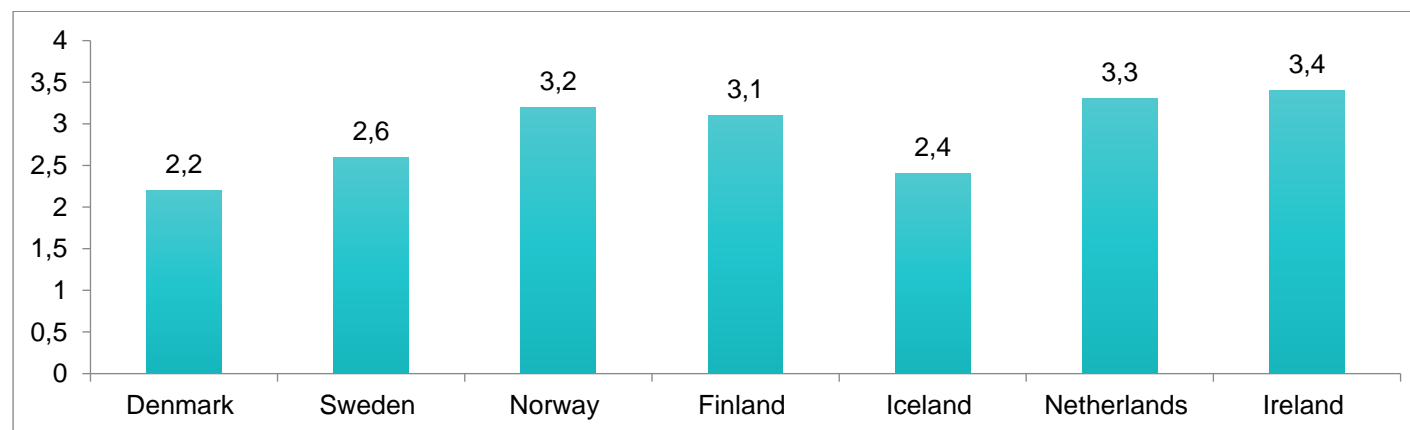
## Overall summary of benchmarking outcomes

Table 2 contains a summary of benchmarking outcomes for each country according to thematic area. Figure 1 depicts the average scores across all benchmarks for each country.

**Table 2: Comparative analysis – NAP benchmarking summary**

Country/ NAP	Legal Framework	Thematic Focus				Actors		Systems, Monitoring and Reporting	
	Domestication of global normative framework on WPS	Participation	Protection	Mainstreaming	Gender perspective	Role and organisation of national CSO involvement	International cooperation	Indicators	Earmarked funding
Denmark	1	4	4	2	1	2	4	2	0
Sweden	0	4	4	4	2	3	4	1	1
Norway	3	4	3	4	3	4	1	3	4
Finland	2	4	4	4	2	4	4	3	1
Iceland	3	4	4	1	1	1	4	3	1
Netherlands	1	4	4	3	4	4	4	2	4
Ireland	3	4	4	4	4	4	4	3	1

**Figure 1: Average scores across benchmarks, disaggregated by country**



# Comparative Analysis: National Action Plan Benchmarking Narrative

The following comparative benchmarking analysis is organised according to themes in order to enable clearer comparison between country NAPs.

## a) Domestication of Global Normative Framework on WPS

Country National Action Plan	Score	Justification
Denmark National Action Plan (2014-2019)	1	<p>1. <u>Domestication of UNSCR 1325 within domestic legislation, policies and other relevant institutional structures and practices.</u></p> <p>The third Danish NAP (2014-2019) is outward-looking, with the focus being on how Denmark can advance the implementation of UNSCR 1325 and the WPS agenda through its bilateral and multilateral engagements and humanitarian operations. There are plans by the Danish Ministry of Defence and the Danish National Police to increase the number of female police officers and female military personnel, but the emphasis on their being deployed to international missions rather than being involved in domestic security.</p> <p>2. <u>Support for the domestication and development of other countries' NAPs.</u></p> <p>There are plans to support other countries with the development of their own National Action Plans. For example, during the 5-year implementation period, the Ministry of Foreign Affairs promises to work with and build the capacity of the Somali Ministry of Women, Human Rights and Development to develop a National Gender Policy, which will in turn inform the development of a Somali National Action Plan to advance UNSCR 1325.<sup>10</sup></p>
Swedish National Action Plan (2016-2020)	0	<p>1. <u>Domestication of UNSCR 1325 within domestic legislation, policies and other relevant institutional structures and practices.</u></p> <p>The third Swedish NAP (2016-2020) is outward-looking, with the focus being on how Sweden can advance the implementation of UNSCR 1325 and the WPS agenda through its international engagement in a number of geographical priority regions and countries. In the NAP, it states that these countries are prioritised within the action plan and the foreign missions in these countries will form the basis of Sweden's overall reporting on the NAP.</p> <p>2. <u>Support for the domestication and development of other countries' NAPs.</u></p> <p>No reference, however, is made to support for the domestication and development of these or other countries' NAPs or regional RAPS.</p>

<sup>10</sup> Government of Denmark (2014) *Denmark's National Action Plan for Implementation of UN Security Council Resolution 1325 on Women, Peace and Security 2014-2019*. P.13.

Norwegian National Action Plan (2018-2022)	3	<p>1. <u>Domestication of UNSCR 1325 within domestic legislation, policies and other relevant institutional structures and practices.</u></p> <p>The fourth NAP (2018-2022) is both inward and outward looking. Reference is made to how transnational challenges such as violent extremism, climate change and the huge number of refugees have led to changes in the approach to national action plans for women, peace and security by many countries, with more and more countries now including national measures in their action plans for women, peace and security. Norway is said to have national policy documents which govern the domestic aspect of its efforts and therefore limits reference in the NAP itself to its approach to dealing with asylum seekers, radicalisation, and efforts to domestic combat violence. For example, in its approach to dealing with asylum seekers, an increasing emphasis has been placed on the need to integrate gender considerations into assessments under refugee law. The Ministry of Justice and Public Security has prepared guidelines on how to handle gender – related issues in asylum cases. These guidelines cover factors in both the refugee assessment and the processing of asylum applications where gender issues can have a bearing. The Norwegian Directorate of Immigration has also developed specific tools for identifying asylum seekers with special needs, e.g. those who have been victims of human trafficking, domestic violence, female genital mutilation and early child and forced marriage.</p> <p>2. <u>Support for the domestication and development of other countries' NAPs.</u></p> <p>No reference is made to plans to support other countries with the development and implementation of their National Action Plans.</p>
Finnish National Action Plan (2018-2021)	2	<p>1. <u>Domestication of UNSCR 1325 within domestic legislation, policies and other relevant institutional structures and practices.</u></p> <p>The third Finnish National Action Plan (2018-2021) makes only passing reference to Finland's domestication of UNSCR 1325 within its own domestic legislation, policy and relevant institutional structures, processes and practices. In the forward, it states that "<i>at the national level, the 1325 agenda has been incorporated in the Government programme. At an international level, the objectives are pursued through crisis management, development cooperation, humanitarian aid, expert assistance, training and diplomacy.</i>"<sup>11</sup> A practical example of the domestication of UNSCR 1325 can be found in Finland's plans to be more effective in its mainstreaming of the gender perspective in the security sector and crisis management, e.g. through increasing the number of women serving in the security sector and the number of women serving in civilian and military crisis management tasks.</p> <p>2. <u>Support for the domestication and development of other countries' NAPs.</u></p> <p>In terms of support for the domestication and development of other countries NAPs, passing reference is made to how Finland will support with the implementation and follow-up of the Women, Peace and Security National Action Plans in Afghanistan, Kenya and Nepal.</p>
Icelandic National Action Plan	3	<p>1. <u>Domestication of UNSCR 1325 within domestic legislation, policies and other relevant institutional structures and practices.</u></p>

<sup>11</sup> Ministry of Foreign Affairs for Finland (2018), *Women, Peace and Security: Finland's National Action Plan (2018-2021)*. P.7.

(2018-2022)		<p>In the fourth Icelandic NAP (2018-2022), in addition to efforts to advance the implementation of UNSCR 1325 and the WPS agenda through its international engagements, reference is also made to plans by the Government of Iceland to improve the recruitment of women to improve training on UNSCR 1325 among key Icelandic Government personnel and increase collaboration domestically with civil society actors.<sup>12</sup> As part of its Prevention, Protection, Relief and Recovery pillar, reference is also made to plans to ensure that care is taken to meet the needs of women and girls from conflict zones in all humanitarian and reconstruction work, including that which is carried out in Iceland itself. Planned activities include informing asylum seekers and refugee women about the options available in Iceland for assistance with the recovery of sexual and/or gender-based violence.<sup>13</sup></p> <p>2. <u>Support for the domestication and development of other countries' NAPs</u> No reference is made to Iceland's plan to support other countries with the development and roll-out of their own National Action Plans.</p>
Dutch National Action Plan (2016-2019)	1	<p>1. <u>Domestication of UNSCR 1325 within domestic legislation, policies and other relevant institutional structures and practices.</u> The third Dutch NAP (2016-2019) is very outward looking, with the focus primarily on how the Netherlands can advance the implementation of UNSCR 1325 and the WPS agenda through its foreign policy engagements. Like the third Swedish NAP, the third Dutch NAP identifies a list of priority countries (Afghanistan, Colombia, the DRC, Iraq, Libya, South Sudan, Syria and Yemen) for the NAPs work on UNSCR 1325 and the WPS agenda.</p> <p>2. <u>Support for the domestication and development of other countries' NAPs.</u> No reference is made to plans to support countries with the development and roll-out of their own National Action Plans.</p>
Irish National Action Plan (2015-2018)	3	<p>1. <u>Domestication of UNSCR 1325 within domestic legislation, policies and other relevant institutional structures and practices.</u> In the introduction to the second Irish NAP (2015-2018), it is made clear that Ireland's support for the implementation of UNSCR 1325 and the WPS agenda is not just outward looking, but also inward looking with reference made to the Republic of Ireland's recent experience of conflict with Northern Ireland and ITS ongoing efforts to maintain stability, and also the growing number of people seeking asylum and refuge in the country.<sup>14</sup></p> <p>Efforts to incorporate UNSCR 1325 domestically are reflected in the Results Framework, with reference made to plans to:</p> <ul style="list-style-type: none"> <li>- Undertake measures to improve the recruitment, retention and advancement of women within the Defence Forces, An Garda Síochána and the foreign service.</li> <li>- Work towards the ratification of the Council of Europe Convention on Preventing and Combating Violence Against Women.</li> </ul>

<sup>13</sup> Icelandic Ministry of Foreign Affairs (2018) *Iceland's National Plan on Women, Peace and Security (2018-2022)*. P.17.

<sup>14</sup> Government of Ireland (2015), *Ireland's Second National Action Plan on Women, Peace and Security (2015-2018)*. P.10.

		<ul style="list-style-type: none"> <li>- Develop National Strategy on Sexual and Gender Based Violence.</li> <li>- Strengthen outreach to women and girls in Ireland who have been affected by conflict, including migrant women and those seeking asylum. Raise awareness and increase utilisation of available services.</li> <li>- Ensure that Garda Racial Intercultural and Diversity Office and Domestic Violence and Sexual Assault Investigation Unit have the capacity to implement best policing practices which reflect particular issues affecting women who have migrated to Ireland.</li> <li>- Promote women's experience and expertise in peace-building in Northern Ireland/Ireland within the international arena, including by highlighting women role models.</li> </ul> <p>2. <u>Support for the domestication and development of other countries' NAPs</u> No reference is made to supporting other countries with the development of their NAPs.</p>
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## b) Participation

Country National Action Plan	Score	Justification
Denmark National Action Plan (2014-2019)	4	<p>The third Danish NAP (2014-2019) makes repeated references to the importance of women's participation in conflict resolution, peacekeeping and peacebuilding and its plans to help facilitate this through its:</p> <ul style="list-style-type: none"> <li>- Bilateral cooperation with Kenya, Lebanon, Mali, the Occupied Palestinian territories, and South Sudan and Syria.</li> <li>- Multilateral cooperation with the United Nations Security Council, individual UN entities, the African Union and through its work on the New Deal.</li> <li>- Regional Programmes, including the Regional Development and Protection Programme in Lebanon, the Danish Arab Partnership Programme and the Peace and Stabilisation Fund.</li> </ul> <p>During the 5-year NAP implementation period, the Danish National Police and the Ministry of Defence also promise to continue the focus on recruitment of Danish female officers and aims to increase the share of their deployment to international missions.</p>
Swedish National Nation Plan (2016-202)	4	<p>The third Swedish NAP (2016-2020) makes repeated reference to the value of women's participation in conflict resolution, peace building and peace keeping and warns that if "women's right to political participation and influence is not respected, peace agreements and peacebuilding lose legitimacy, quality and sustainability."<sup>15</sup> The Swedish Government outlines its strategic focus and thematic priority areas, which includes plans to:</p> <ol style="list-style-type: none"> <li>1. Contribute to and support women's participation in peace talks, in the implementation of peace agreements, and in peacebuilding and state building including transitional justice.</li> </ol>

<sup>15</sup> Government Offices of Sweden (2016) Sweden's National Action Plan for the Implementation of the UN Security Council's Resolutions on Women, Peace and Security 2016-2020. P.9.



		<ol style="list-style-type: none"> <li>2. Support civil society organisations in conflict and post-conflict countries that are working on peace processes and peacebuilding, with a special focus on women's rights organisations.</li> <li>3. Develop and support women as mediators and build up mediation expertise.</li> <li>4. Supporting women's influence and meaningful participation in discussions, negotiations and programmes in the field of disarmament, demobilisation and reintegration.</li> </ol>
Norwegian National Action Plan (2019-2022)	4	<p>In the fourth Norwegian NAP (2019-2022), the main focus of the Norwegian Government's efforts is on promoting women's rights and facilitating their active participation in peace negotiations and agreements. This is reflected in the overarching impact level statement of the NAP, which is as follows: "<i>Women's participation in peace and security work has increased, and women's and men's rights, needs and priorities are strengthened in areas affected by armed conflict.</i>"<sup>16</sup> It is also reflected in two of the three outcome statements:</p> <ol style="list-style-type: none"> <li>1. <i>Outcome 1.1 - Peace and reconciliation processes facilitate participation by women at all stages.</i></li> <li>2. <i>Outcome 1.3 – Norway helps to ensure that parties to negotiations and mediations include women.</i></li> </ol> <p>A practical example of Norway's work in this field can be found in its support to UN Women to build a consolidated and strong Syrian women's movement and create a Women's Advisory Board to advise the UN Special Envoy for Syria. Norwegian funds are said to have helped Syrian women influence the UN-led peace process.</p>
Finnish National Action Plan (2018-2021)	4	<p>The third Finnish NAP (2018-2021) makes repeated reference to the value of women's leadership and participation in preventing and responding to conflicts and peacebuilding. Participation forms the basis of the first strategic objective of the Finnish NAP: "Women play a more meaningful role and there is greater emphasis on mainstreaming of the gender perspective in mediation, peace processes and transition processes".<sup>17</sup> There is a chapter dedicated to this objective which sets out the work the Finnish Government plans to undertake, which includes efforts to:</p> <ol style="list-style-type: none"> <li>1. Strengthen the link between practical work in the field and research-based conflict analysis on women's participation in mediation, peace processes and transition processes.</li> <li>2. Promote the inclusion of the gender perspective in mediation, peace and transition processes.</li> <li>3. Support women's participation before and during peace, dialogue and transition processes, formal or informal.</li> <li>4. Promote high-level experience sharing, collection of lessons learned and mentoring.</li> <li>5. Provide public authorities and other relevant actors with training on the inclusion of the gender perspective at various stages of peace processes.</li> <li>6. Raise awareness at international and regional forums of women's participation in mediation, peace and transition processes.</li> </ol>

<sup>16</sup> The Norwegian Government 2019, *The Norwegian Government's Action Plan on Women, Peace and Security 2019-2022*. P.65.

<sup>17</sup> Ministry of Foreign Affairs for Finland (2018), *Women, Peace and Security: Finland's National Action Plan (2018-2021)*. P.28.

		7. Ensure women are present at the post-agreement implementation and monitoring phases in which Finland is involved.
Icelandic National Action Plan (2018-2022)	4	<p>In the fourth Icelandic NAP (2018-2022), participation is selected as one of the four main pillars of activity. There is a chapter dedicated to Participation, where the Icelandic Government sets out its plans to achieve the following outcome: “Purposeful empowerment of women to ensure their participation in equal measure to men, that they actively participate in the decision-making and implementation of actions promoting peace, peace processes, post-conflict reconstruction and in the prevention of conflict.”<sup>18</sup> Reference is made to plans to:</p> <ul style="list-style-type: none"> <li>- Use the Iceland Crisis response Unit to fill specialist positions in gender equality related matters within NATO.</li> <li>- Track the male to female ratio of seconded specialists from the Iceland Crisis Response Unit.</li> <li>- Second gender specialists to humanitarian organisations.</li> <li>- Become an active participant in the Nordic Women Mediators Forum.</li> </ul>
Dutch National Action Plan (2016-2019)	4	<p>In the third Dutch NAP (2016-2019), there are multiple references to the importance of women’s participation in the prevention, management, mediation and resolution of conflict. The rationale behind women’s participation is clearly articulated in the Dutch NAP, where it states that “women’s participation increases the effectiveness, efficiency and sustainability of peace and security efforts”.<sup>19</sup> The overarching goal of the NAP is to “contribute to an enabling environment for women’s participation and empower in conflict and post-conflict environments, so they can meaningfully participate in conflict prevention, resolution, peacebuilding, protection, relief and recovery”.<sup>20</sup> There are a number of activities planned to help facilitate women’s improved participation, such as:</p> <ol style="list-style-type: none"> <li>1. Informing government actors in the Netherlands and the focus countries about context-specific best practices and barriers to women’s meaningful participation.</li> <li>2. Connecting justice and defence actors in the focus countries with Dutch defence actors to exchange context-specific best practices and knowledge on the barriers to women’s meaningful participation.</li> <li>3. Advocating for gender-sensitive security sector reform and women’s participation in it.</li> <li>4. Exchanging experiences and views on policies and legislation that will increase women’s participation.</li> </ol>
Irish National Action Plan (2015-2018)	4	<p>In the second Irish NAP (2015-2018), women’s empowerment and participation and representation of women in decision-making is identified as the second strategic pillar in which the Government of Ireland plans to take action. This is described as the most “crucial pillar” in the successful implementation of the WPS agenda.<sup>21</sup> The Government of Ireland holds that</p>

<sup>18</sup> Icelandic Ministry of Foreign Affairs (2018) *Iceland’s National Plan on Women, Peace and Security (2018-2022)*. P.13.

<sup>19</sup> 1325 Dutch NAP Partnership, *The Netherlands National Action Plan on Women, Peace and Security (2016-2019)*. P.9.

<sup>20</sup> Ibid p.24-25.

<sup>21</sup> Government of Ireland (2015), *Ireland’s Second National Action Plan on Women, Peace and Security (2015-2018)*. P.10.

		<p>“...the empowerment of women and increased gender equality is key to their success, both in situations of fragility and in post-conflict contexts, in Ireland, in Northern Ireland and overseas”.<sup>22</sup> It sets out plans<sup>23</sup> to:</p> <ol style="list-style-type: none"> <li>1. Support initiatives which focus on empowering women, including in national political dialogues.</li> <li>2. Ensure a gender perspective is incorporated into support for security and justice sector reform.</li> <li>3. Ensure that engagements with private sector stakeholders incorporates core values, including gender equality and Ireland’s National Plan on Business and Human Rights.</li> <li>4. Provide technical and financial support to civil society initiatives that strengthen women’s role in peace building.</li> <li>5. Promote the principles of women, peace and security through political and official-level engagement and advocacy with relevant partners at executive, parliamentary and local level.</li> <li>6. Undertake measures to improve the recruitment, retention and advancement of women within the Defence Forces, An Garda Siochana and the foreign service.</li> <li>7. Provide support to programmes that support the inclusion of gender perspectives and women’s effective participation in negotiation and implementation of peace agreements, as well as disarmament, non-proliferation and arms control.</li> </ol>
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**c) Protection**

Country National Action Plan	Score	Justification
Denmark National Action Plan (2014-2019)	4	The third Danish NAP (2014-2019) makes repeated references to protection and its centrality to plans to advance the implementation of UNSCR 1325 and the WPS agenda. Protection concerns are reflected in the Ministry of Foreign Affairs planned activities through its bilateral cooperation, multilateral cooperation, regional programmes and humanitarian operations. In addition to supporting humanitarian partners to respond and provide essential services to GBV survivors, the Government of Denmark promises to support efforts to end impunity for acts of sexual and gender-based violence in conflict. Denmark also promises to link humanitarian assistance with its long-term development agenda and promote gender equality and women’s empowerment, particularly in relation to access to education and jobs.
Swedish National Action Plan (2016-2020)	4	The third Swedish NAP (2016-2020) makes multiple references to the importance of protecting women and girls from all types of violence that occurs in conjunction with and following armed conflict. The Swedish Government outlines its strategic focus and thematic priority areas, which includes the following plans to strengthen the protection of women and girls by: <ol style="list-style-type: none"> <li>1. Combating impunity for gender-based violence and strengthening cooperation and collaboration between state actors, states and international actors, with a focus on survivors’ right to truth, reparations, access to justice, adequate healthcare,</li> </ol>

<sup>22</sup> Ibid p.10.

<sup>23</sup> Ibid p.15-16.

		<p>trauma counselling and services.</p> <ol style="list-style-type: none"> <li>2. Counteracting all forms of violence, force and violations of women's bodies, and strengthening the opportunities for sexual and reproductive health and rights before, during and after crises.</li> <li>3. Supporting women's human rights defenders and women leaders who are particularly exposed to violence and threats due to their function in the community.</li> <li>4. Ensuring that women affected by conflict have the opportunity to influence the design, implementation and evaluation of humanitarian assistance and requiring humanitarian partners to integrate a gender perspective and prevention of gender-based violence into their activities.</li> <li>5. Improving data collection and gender specific statistics on how armed violence affects women, men, boys and girls in different ways.</li> </ol>
Norwegian National Action Plan (2019-2022)	3	<p>In the fourth Norwegian NAP (2019-2022), there is a much stronger emphasis placed on facilitating women's full, active and meaningful engagement in conflict resolution, peace building and peace agreements. That being said, the fourth NAP does refer to the disproportionate impact conflict has on women and girls and their heightened vulnerability to experiencing acts of sexual and gender-based violence. As part of its efforts to respond to the distinct needs of women and girls affected by conflict and emergencies, it will be an explicit requirement that organisations which receive from the Ministry of Foreign Affairs humanitarian budget must demonstrate an integration of the gender perspective in their work. The MoFA will also advocate for this requirement with fellow donors as part of its contribution to pooled humanitarian funds. This commitment is reflected in Output 4.2.1 of the Results Framework and its four associated indicators.</p>
Finnish National Action Plan (2018-2021)	4	<p>The third Finnish NAP (2018-2021) makes multiple references to the importance of protecting women and girls affected by conflict and safeguarding their rights. Protection forms the basis of the fourth strategic objective of the Finnish NAP: "<i>Women and girls receive better protection, their rights are better safeguarded and their needs are better met during crises.</i>" There is a chapter dedicated to this fourth objective and which sets out the intended outcomes of the work the Finnish Government plans to undertake, which includes:</p> <ol style="list-style-type: none"> <li>1. Efforts to fight impunity for sexual and gender-based violence will be strengthened through efforts by the Finish Government to support the capacity of national authorities to investigate crimes and bring perpetrators to justice, meanwhile victims will receive support from the ICC Trust Fund for Victims.</li> <li>2. Gender perspective in humanitarian assistance will be strengthened through measures taken by the Finnish Government to raise the profile of the distinct needs of women and girls in humanitarian forums, promote adherence to and use of internationally agreed standards and guidelines by humanitarian actors, increase the availability of GBV prevention and response and SRH services in emergencies.</li> <li>3. Protection of women and girls engaged in migration will be strengthened by action taken by the Finnish Government to highlight the experiences, views and needs of this group in forums where migration and refugee issues are being discussed, and through improved service provision for vulnerable female migrants and asylum seekers and refugees on arrival in Finland.</li> <li>4. Women human rights defenders will be invited to participate in meetings and seminars organised by international organisations, the EU and Nordic countries and efforts will be made to raise their profile and the protection afforded to them.</li> </ol>

Icelandic National Action Plan (2018-2022)	4	<p>In the fourth Icelandic NAP (2018-2022), the three themes of prevention, protection, relief and recovery are listed as one of the four main pillars of activity. There is a chapter dedicated to these themes, where the Icelandic Government sets out the following plans:</p> <ul style="list-style-type: none"> <li>- Ensure that Iceland's contributions to humanitarian assistance takes into consideration the needs of women and girls.</li> <li>- Support UN Women and Unicef projects.</li> <li>- Inform refugee women about assistance in recovering from sexual and gender-based violence.</li> <li>- Implementing the Council of Europe Convention on preventing and combatting violence against women and domestic violence, ratified by Iceland in 2018, in Iceland.</li> </ul>
Dutch National Action Plan (2016-2019)	4	<p>In the third Dutch NAP (2016-2019), there are multiple references to women's protection, particularly their right to be safe from GBV. There is a section on <i>The Impact of War and Armed Conflict on Gender Relations</i>, which draws attention to women's heightened vulnerability to experiencing acts of GBV in times of conflict, as GBV, in particular sexual violence, can be used as a tactic to terrorise local populations and the breakdown of law and order can create a culture of impunity. In the Results Framework, one of the three strategic outcomes of the Dutch NAP is to "better protect women and girls in conflict and post-conflict situations from violence and violations of their rights".<sup>24</sup> There are a number of engagements planned, such as:</p> <ol style="list-style-type: none"> <li>1. Increasing capacities, skills knowledge and resources for meaningful participation by women in security and justice sector development. Targeted actors include relevant justice, defence and government bodies and women's organisations in the Netherlands and the focus countries.</li> <li>2. Increasing understanding of gender-based violence and ways of protecting women from it. Research will be conducted and shared with specific target groups, such as government actors and the broader public through social media campaigns and public events.</li> <li>3. Improving policies and regulations on gender-based violence and ways of protecting women from it. Knowledge on policies and legislation will be shared with target governments and civil society actors in focus countries.</li> </ol>
Irish National Action Plan (2015-2018)	4	<p>In the second Irish NAP (2015-2018), the protection of women is identified as the third strategic pillar in which the Government of Ireland plans to take action. An emphasis is placed on protecting women and girls from GBV, SEA and other violations of Human Rights and International Humanitarian Law. It sets out plans to:</p> <ol style="list-style-type: none"> <li>1. Support initiatives which increase awareness of sexual violence in conflict and build the capacity of the Irish NGO sector, including through support to the Irish Consortium on Gender Based Violence.</li> <li>2. Increase and improve training for personnel within the Defence Forces who might be required to investigate cases of sexual assault.</li> </ol>

<sup>24</sup> 1325 Dutch NAP Partnership, *The Netherlands National Action Plan on Women, Peace and Security (2016-2019)*. P.27.

		<ol style="list-style-type: none"> <li>3. Work towards the ratification of the Council of Europe Convention on Preventing and Combating Violence Against Women.</li> <li>4. Develop National Strategy on Sexual and Gender Based Violence.</li> <li>5. Ensuring protection of women and girls in emergencies is prioritised in development and humanitarian policy commitments, including through appraisal criteria and allocation of human resource and technical expertise.</li> <li>6. Prioritise fight against human trafficking domestically, internationally, and as an international policy priority.</li> <li>7. Support access to essential services, reproductive healthcare, including ante-natal care and family planning services.</li> <li>8. Strengthen outreach to women and girls in Ireland who have been affected by conflict, including migrant women and those seeking asylum. Raise awareness and increase utilisation of available services.</li> <li>9. Ensure that Garda Racial Intercultural and Diversity Office and Domestic Violence and Sexual Assault Investigation Unit have the capacity to implement best policing practices which reflect particular issues affecting women who have migrated to Ireland.</li> </ol>
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**d) Mainstreaming**

Country National Action Plan	Score	Justification
Denmark National Action Plan (2014-2019)	2	The third Danish NAP (2014-2019) notes that its predecessor NAP (2008-2013) provided a comprehensive framework for mainstreaming WPS into Denmark’s foreign, security and development cooperation activities, and it is clear from the second NAP that this is the case, with gender and WPS mainstreaming given clear directives across all types of engagements. This attention to mainstreaming is less visible in the third NAP. Mainstreaming or integrating gender/WPS is listed as an activity or within indicators linked to measuring activities in a number of specific engagements outlined in the third NAP. However, there are only a few references to overall directives to mainstream gender and WPS, one example being the planned action to “ensure that international operations and humanitarian efforts include a clear gender perspective”. <sup>25</sup> The third NAP also states that the Danish Ministry of Defence integrates gender perspectives in all tasks, although there is little conceptual clarity on what this means and how this is done.
Swedish National Action Plan (2016-2019)	4	In the third Swedish NAP (2016-2020), there is evidence of Sweden seeking to incorporate gender and WPS considerations into non-WPS specific initiatives and across its wider peace and security portfolio. There are repeated references to ensuring that the WPS agenda alongside gender perspectives are integrated at all levels, including into policies, appropriation directions, strategies, operational planning, implementation and reporting of all peace and security activities, and in peace and security work

<sup>25</sup> Government of Denmark (2014) *Denmark’s National Action Plan for Implementation of UN Security Council Resolution 1325 on Women, Peace and Security 2014-2019*. P.9.

		within international partner organisations such as the EU, the Council of Europe, the UN, NATO and the Organization for Security and Cooperation in Europe (OSCE).
Norwegian National Action Plan (2019-2022)	4	In the fourth Norwegian NAP (2019-2022), there are a number of examples given where the Norwegian Government has mainstreamed WPS considerations into non-WPS specific political plans and strategic documents, with an emphasis on continuing to ensure this integration. For example, the fundamental principles of the WPS agenda are said to be reflected in the white paper <i>Setting the Course for Norwegian Foreign and Security Policy</i> and in the <i>Government Plan of Action Against Human Trafficking</i> . The importance of women's participation is also emphasised in the <i>Strategic Framework for Norwegian Efforts in Fragile States and Regions</i> , and in the white papers <i>The Sustainable Development Goals and Norwegian Development Policy</i> and <i>Opportunities for Fall: Human Rights in Norway's Foreign Policy and Development Cooperation</i> . The new <i>Norwegian Humanitarian Strategy</i> also integrates gender perspectives and emphasises women's right to participate in and help shape humanitarian responses. WPS considerations are also said to be a high priority in cooperation with the UN, NATO and regional organisations.
Finnish National Action Plan (2018-2021)	4	The third Finnish NAP (2018-2021) makes repeated references to the distinct needs of women and girls and its efforts to respond to these needs, including through gender mainstreaming, as demonstrated in the strategic objectives of the NAP: <ol style="list-style-type: none"> <li>1. Women play a more meaningful role and there is more emphasis on mainstreaming the gender perspective in mediation, peace processes and transition processes.</li> <li>2. Women play a more meaningful role in conflict prevention and peacebuilding.</li> <li>3. Mainstreaming of the gender perspective is more integrated into the security sector and crisis management.</li> <li>4. Women and girls receive better protection, their rights are better safeguarded and their needs are better met during crises.</li> <li>5. Finland promotes these objectives 1-4 in the policies, strategies and work of international and regional organisations and by encouraging the development of National Action Plans.</li> </ol>
Icelandic National Action Plan (2018-2022)	1	The fourth Icelandic NAP (2018-2022), like other NAPs, is very focused on WPS-specific programming and engagement. However, there is no explicit mention of mainstreaming or integrating WPS into broader peace and security policies, strategies or engagements. There is one reference to acknowledging the needs of all beneficiaries equally in humanitarian assistance: <p>"Iceland's contributions to humanitarian assistance...that is meant to reach entire communities should take the needs of women and girls into consideration in equal measure to the needs of men and boys."<sup>26</sup></p>
Dutch National Action Plan (2016-2019)	3	In the third Dutch NAP (2016-2019), a few references are made to plans to incorporate gender and WPS-considerations into non-WPS-specific engagements, although not always specifically under the rubric of mainstreaming. For instance, in a description of the government's approach to WPS, it states that it is " <i>obliged to ensure that gender is mainstreamed in its peace and security</i>

<sup>26</sup> Icelandic Ministry of Foreign Affairs (2018) *Iceland's National Plan on Women, Peace and Security (2018-2022)*. P.16.



		<i>policies, and should ensure that its own policy frameworks recognise women’s special needs in conflict-affected environments and contribute to women’s equal participation in peace and security processes</i> ”. <sup>27</sup> Under output 2 to increase understanding of gender equality and gender norms, a specific activity is to “ <i>integrate a thorough analysis of gender equality, gender norms and masculinities into all programmes</i> ”, suggesting a slightly more sophisticated approach of mainstreaming gender <i>analysis</i> rather than gender or WPS, which for many NAPs may struggle to move beyond simple sex-disaggregation of data. <sup>28</sup>
Irish National Action Plan (2015-2018)	4	The second Irish NAP (2015-2018) outlines a number of examples of plans to mainstream WPS considerations into non-WPS specific engagements in the Results Framework, such as plans to: <ol style="list-style-type: none"> <li>1. Support the reflection of principles of Women, Peace and Security, and the use of Sex- and Age – Disaggregated Data within the post 2015-Sustainable development agenda.</li> <li>2. Ensure that engagements with private sector stakeholders incorporate core values including gender equality and Ireland’s National Plan on Business and Human Rights.</li> <li>3. Advocate, as a member of the UN Human Rights Council 2013-2015, for the integration of a reference to Women, Peace and Security resolutions in country resolutions.</li> <li>4. Advocate for the inclusion of steps taken to advance the women, peace and security agenda and combat GBV and SEA in the Universal Periodic Review mechanism of the UN Human Rights Council.</li> <li>5. Advocate for the inclusion of gender in the EU Common Security and Defence Policy operational plans and approach to crisis management.</li> </ol>

**e) Gender Perspective**

Country National Action Plan	Score	Justification
Denmark National Action Plan (2014-2019)	1	The third Danish NAP (2014-2019) makes multiple references to activities intended to promote women’s protection and empowerment, but there is very limited evidence of an analysis of gender roles, responsibilities and social norms and their relationship to conflict. There is one passing reference to plans to “add value to gender analysis by including a focus on the roles of men and boys in analysing drivers of conflict in fragile and post-conflict situations.” <sup>29</sup>

<sup>27</sup> 1325 Dutch NAP Partnership, *The Netherlands National Action Plan on Women, Peace and Security (2016-2019)*. P.42.

<sup>28</sup> Ibid p.34.

<sup>29</sup> Government of Denmark (2014) *Denmark’s National Action Plan for Implementation of UN Security Council Resolution 1325 on Women, Peace and Security 2014-2019*. P.11.



Swedish National Action Plan (2016-2022)	2	The third Swedish NAP (2016-2020) does stress the importance of integrating an intersectional gender perspective in efforts to advance the implementation of UNSCR 1325 and the WPS agenda and commits to using gender-specific statistics to inform and report on its work. <sup>30</sup> Sweden promises to “strive to ensure the inclusion of gender perspectives in measures intended to counteract and prevent conflict, radicalisation and violent extremism.” <sup>31</sup> There are no references, however, to the role harmful gender norms play in driving conflict or plans to engage with men and boys to challenge harmful notions of masculinity and promote gender equality and respect for women’s rights.
Norwegian National Action Plan (2019-2022)	3	In the fourth Norwegian NAP (2019-2022), the Norwegian Government promises to “strengthen the gender perspective” in its work on women peace and security and ensure this is reflected in its international missions and operations. <sup>32</sup> The gender perspective is defined as follows:  <i>“The gender perspective is about how societal institutions, structures and systems, programmes, reforms and measures affect women’s and men’s, girls’ and boys’ power and resource situation, and their needs and priorities. This action plan places particular emphasis on how armed conflicts affect women’s and men’s, girls’ and boy’s experiences and needs. The gender perspective is integrated when it influences our own and our partners initiatives and approaches to capacity, analyses, hierarchies, risk management, budget, monitoring and evaluation during different phases of conflict and peace efforts.”</i> <sup>33</sup>  Interestingly, in the preface to the fourth Norwegian NAP, it states that “the gender perspective is also about men’s experiences, needs and gender roles” and it is the responsibility of leaders to “ensure that peace and security endeavours benefit both women and men, and girls and boys.” <sup>34</sup> Yet there are very few references to men’s gender roles in the NAP and no examples of initiatives in the Results Framework that specifically focus on engagement with men and boys.
Finnish National Action Plan (2018-2021)	2	The third Finnish NAP (2018-2021) makes frequent references to Finland’s intention to incorporate a gender perspective into its work on WPS; however, a gender perspective is implied to focus on women and girls. There is only one passing reference to the need to take the roles of men and boys into account and no reference to the harmful role gender norms can play in driving conflict and violence against women and girls.
Icelandic	1	The fourth Icelandic NAP (2018-2022) states that the fact that Iceland is reported to be both the most gender equal and safest

<sup>30</sup> Government Offices of Sweden (2016) *Sweden’s National Action Plan for the Implementation of the UN Security Council’s Resolutions on Women, Peace and Security 2016-2020*. P.9.

<sup>31</sup> Ibid p.12.

<sup>32</sup> The Norwegian Government 2019, *The Norwegian Government’s Action Plan on Women, Peace and Security 2019-2022*. P.5.

<sup>33</sup> Ibid p.11.

<sup>34</sup> Ibid p.5.

National Action Plan (2018-2022)		country in the world makes the Icelandic government a strong and credible supporter and representative of the message that “gender equality goes hand in hand with stability and peace in the international community”. <sup>35</sup> The fourth NAP, however, contains very few references to the role harmful gender roles, relationships and norms play in driving conflict, or plans to work with men and boys to challenge gender inequality and promote women’s empowerment.
Dutch National Action Plan (2016-2019)	4	In the third Dutch NAP (2016-2019), there are multiple references to gender analyses and the importance of engaging with men and boys to challenge traditional gender roles, responsibilities and dynamics, given the role that these play in driving conflict and particular forms of violence against women and girls. In a section on Gender Analyses, it is said that “the more patriarchal a society, the more men are taught that their masculinity entitles them to power, with dominance, control and violence being justified as means of obtaining or retaining power.” <sup>36</sup> In the Results Framework, one of the strategic outcomes of the NAP is to “Subvert harmful gender norms, which are an obstacle to sustainable peace”, with an output and a series of activities dedicated to creating positive male role models who challenge harmful gender roles, responsibilities and norms and who develop and help implement a gender transformative legislation and policy agenda. <sup>37</sup>
Irish National Action Plan (2015-2018)	4	One of the strategic aims of the second Irish NAP (2015-2018) is to “ensure that a gender perspective is incorporated into Ireland’s engagement in overseas humanitarian and development aid, peace-keeping, governance, post-conflict activities and interventions.” <sup>38</sup> Under the second strategic pillar: Empowerment and Representation of Women in Decision-Making, the Government of Ireland commits to “support engagement of men in advancing gender equality and other initiatives which promote the principles of Women, Peace and Security”. <sup>39</sup> This is reflected in the results framework, which includes plans to support programmes that work with women and men on gender equality, in particular those which aim to reduce violence in communities and that promote awareness raising among men and boys of GBV, domestic violence and women’s rights. <sup>40</sup>

<sup>35</sup> Icelandic Ministry of Foreign Affairs (2018) *Iceland’s National Plan on Women, Peace and Security (2018-2022)*. P.7.

<sup>36</sup> 1325 Dutch NAP Partnership, *The Netherlands National Action Plan on Women, Peace and Security (2016-2019)*. P.19.

<sup>37</sup> Ibid p.29-32.

<sup>38</sup> Government of Ireland (2015), *Ireland’s Second National Action Plan on Women, Peace and Security (2015-2018)*. P.6.

<sup>39</sup> Ibid p.10.

<sup>40</sup> Ibid p.12.

f) Role and Organisation of National CSO Involvement

Country National Action Plan	Score	Justification
Denmark National Action Plan (2014-2019)	2	In the third Danish NAP (2014-2019), the rationale behind and importance of engaging WOs and CSOs in drafting, implementing and monitoring National Action Plans is not articulated. Only passing references are made to plans by the Ministry of Foreign Affairs to work with civil society organisations (CSOs). For example, in the section highlighting bilateral cooperation, reference is made to plans to mainstream gender issues in support to Tawanmandi, a Civil Society Trust Fund aiming to strengthen Afghan civil society organisations to advocate for improved good governance. <sup>41</sup>
Swedish National Action Plan (2016-2020)	3	In the third Swedish NAP (2016-2020), the rationale behind and importance of engaging WOs and CSOs in drafting, implementing and monitoring National Action Plans is not articulated. Still, reference is made to the role civil society actors played in developing and the national action plan. A reference group was formed, comprising government ministries, academic institutions, INGOs and civil society. CSOs which participated in this reference group included The Women’s International League for Peace and Freedom, Kvinna till Kvinna, Operation 1325, and the 1325 Policy Group. There is also mention of plans for the Ministry of Affairs to convene meetings twice a year to discuss NAP implementation, which this reference group will be invited to attend. Reference is also made to plans to “support civil society organisations in conflict and post-conflict countries that are working on peace processes and peacebuilding, with a special focus on women’s rights organisations”. <sup>42</sup>
Norwegian National Action Plan (2019-2022)	4	There is a section of the fourth Norwegian NAP (2019-22) titled “Implementation of the Action Plan”, which sets out the rationale behind the Norwegian Government’s relationship with civil society in relation to the implementation of the NAP:  <i>“Inclusive processes and dialogue with different actors are important in relation to developing good policies and goal attainment. We need different experiences and perspectives and will make use of the available expertise and ensure ownership to plans and initiatives. Such dialogue also ensures that we are accountable and it challenges us to deliver more and better.”</i> <sup>43</sup>  It goes onto say that there will be bi-annual meetings between Norwegian civil society and ministries responsible for the implementation of the NAP, and that the Norwegian authorities will provide civil society organisations with technical and

<sup>41</sup> Government of Denmark (2014) *Denmark’s National Action Plan for Implementation of UN Security Council Resolution 1325 on Women, Peace and Security 2014-2019*. P.12.

<sup>42</sup> Government Offices of Sweden (2016) *Sweden’s National Action Plan for the Implementation of the UN Security Council’s Resolutions on Women, Peace and Security 2016-2020*. P.8

<sup>43</sup> The Norwegian Government 2019, *The Norwegian Government’s Action Plan on Women, Peace and Security 2019-2022*. P.57.

		<p>financial support.</p> <p>There are a number of examples given of the role civil society will play in advancing the WPS agenda and implementing the Norwegian NAP. For example, reference is made to the World Humanitarian Summit and the commitments donors such as Norway have made to channelling more humanitarian funds through local actors, including WROs. In the fourth Norwegian NAP (2019-2022), it is said that “Norway will help ensure that local actors are capable of complying with the humanitarian principles are able to act and have freedom of action to participate in the humanitarian response, and to also ensure women’s organisations are among those who are heard and involved”.<sup>44</sup></p>
Finnish National Action Plan (2018-2021)	4	<p>In the third Finnish NAP (2018-2021), the rationale behind and importance of engaging CSOs and WROs in drafting, implementing and monitoring National Action Plans is articulated as follows:</p> <p><i>“Civil society actors in both Finland and crisis regions play a key role in the implementation, follow-up and evaluation of the Action Plan. The expertise of civil society actors, the information that they produce and the other resources they provide are used in peace processes, humanitarian operating environments and in development projects during the reconstruction stage of peacebuilding. In many countries, women’s organisations play a key role in the efforts to create a normative framework for gender equality, as defenders of human rights and as actors demanding accountability and adherence to international human rights obligations from the authorities. In many countries, civil society actors and especially women play an important role as a counterforce to extremist movements.”<sup>45</sup></i></p> <p>There are repeated references the role civil society actors, particularly the 1325 Finland Network of Civil Society Organisations, have played and will continue to play in the development, implementation and monitoring of the Finnish NAP. The Finish Government is said to “support these actors, listen to their views, and works to engage them in all priority areas in cross-cutting manner in order to strengthen the opportunities of advance the implementation of the Action Plan.”<sup>46</sup> It is said that “central government must provide financial support for civil society organisations’ 1325 work”.<sup>47</sup></p>
Icelandic National Action Plan (2018-2022)	1	<p>In the fourth Icelandic NAP (2018-2022), there is no reference to the rationale behind and importance of engaging CSOs and WROs in drafting, implementing and monitoring National Action Plans. Passing reference is made to the activation of a coordinating group of civil society organisations, with the view to generating ideas from them about the future focus of the work/efforts domestically and factoring these into the mid-term review of the NAP.<sup>48</sup></p>

<sup>44</sup> Ibid p.38.

<sup>45</sup> Ministry of Foreign Affairs for Finland (2018), *Women, Peace and Security: Finland’s National Action Plan (2018-2021)*. P.22.

<sup>46</sup> Ibid p.23

<sup>47</sup> Ibid p.61

<sup>48</sup> Icelandic Ministry of Foreign Affairs (2018) *Iceland’s National Plan on Women, Peace and Security (2018-2022)*. P.18

Dutch National Action Plan (2016-2019)	4	<p>The rationale behind and importance of engaging CSOs in drafting, implementing and monitoring of the third Dutch NAP (2016-2019) is articulated as follows:</p> <p><i>“Civil society signatories and their local partners are well positioned to act at grassroots level, where they can conduct and facilitate information sharing, dialogues, lobbying and advocacy. The capacity building programmes that civil society develops and facilitates help create an enabling social and political environment for women’s participation in peace and security. In its watchdog role, civil society can hold parties accountable for fulfilling their responsibilities under UNSC resolution 1325 and the follow-up resolutions. They can document and report human rights violations and cases of sexual and gender-based violence during conflicts, and press governments and the UN to improve policies and frameworks for the effective implementation of the Women, Peace and Security agenda.”<sup>49</sup></i></p> <p>The third Dutch NAP (2016-2019) differs from other NAPs in that it is presented as being a product of a partnership between various Dutch government ministries, the Dutch National Police, knowledge institutions and civil society groups, who are all signatory to and responsible for the NAP. There are multiple references to civil society throughout the NAP, including in the results framework where various activities both concern CSOs and are assigned to CSOs. Examples include:</p> <ul style="list-style-type: none"> <li>- Facilitate knowledge sharing between signatories from civil society, their local CSO partners and policymakers on gender equality and gender norms.</li> <li>- Exchange knowledge on policies and regulations on gender-based violence and ways of protecting women from it with local CSO partners in the focus countries.</li> <li>- Include women’s CSOs in the implementation of Security Sector Reform and Rule of Law programmes in focus countries.</li> </ul>
Irish National Action Plan (2015-2018)	4	<p>Civil society were actively involved in the drafting of Ireland’s second national action plan. A consultative group comprising representatives from statutory bodies, academic institutions and civil society with experience of conflict and the women, peace and security agenda was established to advise and inform the development of the second NAP. A consultation document was prepared by the consultative group and published on the Department of Foreign Affairs and Trade’s website, inviting written submissions on how Ireland could renew its NAP. The consultative group also organised a workshop, which featured an expert panel discussion and roundtable discussion on the themes of empowerment, prevention, protection and relief, monitoring and accountability, and international developments. This workshop provides participants with the opportunity to listen the voices of policy experts and women affected by conflict and reflect and share ideas. The NAP is described as a “living document” and a Monitoring Group comprising representatives from civil society has been established to meet four times a year to monitor and track progress of the NAP and revise objectives, actions and targets in light of emerging issues.</p>

<sup>49</sup> 1325 Dutch NAP Partnership, The Netherlands National Action Plan on Women, Peace and Security (2016-2019). P.42.

		<p>Under Pillar 2, it is also noted that a planned activity includes:</p> <ul style="list-style-type: none"> <li>- Provision of technical and financial support through the Reconciliation Fund to civil society led initiatives at a strategic level that strengthen women’s role in peace building, repair those issues leading to conflict, build a strong civil society, and encourage political participation on the island of Ireland.<sup>50</sup></li> </ul>
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**g) International Cooperation**

Country National Action Plan	Score	Justification
Denmark National Action Plan (2014-2019)	4	<p>In the third Danish NAP (2014-2019), multiple references are made to the Danish Ministry of Foreign Affairs partnerships with other donors, governments and multilateral partners on advancing the implementation of 1325 and the WPS agenda, with clear examples of how this will work in practice. Notable partnerships include:</p> <ul style="list-style-type: none"> <li>- Partnering with the Ministry of Women, Human Rights and Development to develop a National Gender Policy, which will in turn inform the development of a Somali National Action Plan to advance UNSCR 1325.</li> <li>- Partnering with the African Union to organise a workshop to launch the Gender, Peace and Security Programme under the Peace and Security Department, which is a flagship programme seeking to integrate gender into the continental peace and security agenda.</li> <li>- Partnering with the UN Trust Facility Supporting Cooperation on Arms to ratify and support implementation of the Arms Trade Treaty and the Programme of Action on small arms (PoA).</li> <li>- Partnering with like-minded nations to support NATO to develop and implement a Policy and Action Plan on the implementation of UNSCR 1325.</li> <li>- Various engagements with other Nordic countries, which form a central part of Danish cooperation efforts.</li> </ul>
Swedish National Action Plan (2016-2020)	4	<p>In the third Swedish NAP (2016-2020), there is a section devoted to international cooperation with other actors and partnerships, in which the concept is well developed and there is a clear plan of action. The Swedish Government aims to forge broad partnerships to help facilitate the implementation of its work on women, peace and security. Key international alliances and partnerships on work on a WPS agenda including with the Nordic countries, the EU, the Council of Europe, the UN, NATO, and the OSCE. As an EU Member State, for example, Sweden will actively work to ensure that the Women, Peace and Security agenda is integrated into the EUs work for peace and security and a gender perspective “permeates the</p>

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<sup>50</sup> Government of Ireland (2015), *Ireland’s Second National Action Plan on Women, Peace and Security (2015-2018)*. P.15.

		EUs civil and military crisis management missions and operations – from policy documents and reporting on missions to activities in the field”. <sup>51</sup>
Norwegian National Action Plan (2015-2018)	1	In the fourth NAP (2015-2018), the importance of formal partnerships and collaboration with other donors, governments and multilateral partners to advancing UNSCR 1325 and the WPS agenda is given less attention than in other country NAPs. A passing reference is made to how WPS considerations will be a “high priority” in cooperation with the UN, NATO and regional organisations. <sup>52</sup> Reference is also made to Norway’s engagement with other Nordic countries, including through the Nordic Women Mediators network and the Nordic Centre for Gender in Operations.
Finnish National Action Plan (2018-2021)	4	In the third Finnish NAP (2018-2021), the Finnish Government holds that one of its greatest “strengths” is its ability to forge diverse partnerships to advance the implementation of UNSCR 1325 and the WPS agenda. It cites the example of work with and through the United Nations, including its support for the establishment and maintenance of UN Women, the UN Entity for Gender Equality and Women’s Empowerment, and its advocacy work around strengthening the role of women in peace processes, strengthening the gender perspective in peacekeeping operations, ending impunity for acts of sexual and gender-based violence, and its support in the financing and development of the Gender and Inclusive Mediation Processes training intended for UN Peace Mediators. Reference is also made to Finland’s efforts to promote the objective of its national action plan within the framework of Nordic cooperation, in the EU, in the Council of Europe, on the OSCE, in NATO, and as a partner to the African Union.
Icelandic National Action Plan (2018-2022)	4	In the fourth Iceland NAP (2018-2022), partnership and collaboration is one of the four main pillars of activity. There is a chapter dedicated to Partnership and Collaboration, where the Icelandic Government acknowledges the need of increase collaboration both domestically and internationally to familiarise key parties with Resolution 1325. In terms of international collaboration, reference is made to plans to: <ul style="list-style-type: none"> <li>- Increase cooperation with the Nordic countries in the field of women, peace and security through participation in the meetings of the Nordic Women, Peace and Security Network.<sup>53</sup></li> <li>- Increase cooperation with the Nordic Centre for Gender in Military Operations by appointing contacts to attend meetings.<sup>54</sup></li> </ul>
Dutch National Action Plan (2016-2019)	4	The third Dutch NAP (2016-2019) differs from other NAPs in that it is presented as being a product of a partnership between various Dutch government ministries, the Dutch National Police, knowledge institutions and civil society groups, who are all signatory to and responsible for the NAP. In the Forward, the rationale behind and importance of partnerships with other

<sup>51</sup> Government Offices of Sweden (2016) *Sweden’s National Action Plan for the Implementation of the UN Security Council’s Resolutions on Women, Peace and Security 2016-2020*. P.18.

<sup>52</sup> The Norwegian Government 2019, *The Norwegian Government’s Action Plan on Women, Peace and Security 2019-2022*. P.11.

<sup>53</sup> Icelandic Ministry of Foreign Affairs (2018) *Iceland’s National Plan on Women, Peace and Security (2018-2022)*. P.19.

<sup>54</sup> Ibid p.19.



		<p>actors to advance the implementation of UNSCR 1325 and the WPS agenda is set out in detail:</p> <p><i>“To achieve real change, governments, civil society and knowledge institutions need to join forces... partnership facilitates the development of new ideas and initiatives, drawing on a wide range of resources, and enables us to share work among us in accordance with our different areas of expertise and knowledge. While respecting each other’s roles and mandates, we believe that coordination and cooperation between government, knowledge institutions and civil society are mutually beneficial. The inclusive and participatory character of this plan is unique and in itself an excellent illustration of our commitment to realising our shared ambitions.”<sup>55</sup></i></p> <p>There is also a chapter dedicated to Partnership<sup>56</sup>, which sets out the roles and responsibilities of Government, Civil Society and Knowledge institutions in implementation and oversight of the NAP, and a Results Framework which assigns each of these stakeholder responsibility for contributing towards the achievement of particular Outcomes and Outputs through the delivery of activities.<sup>57</sup></p>
Irish National Action Plan (2015-2018)	4	<p>In the second Irish NAP (2015-2018), the promotion of women, peace and security in the international, regional and national arena is listed as the fourth strategic objective of the NAP. Planned activities<sup>58</sup> include:</p> <ul style="list-style-type: none"> <li>- Advocating, as a member of the UN Human Rights Council 2013-2015, for the integration of a reference to Women, Peace and Security resolutions in country resolutions.</li> <li>- Advocating for the inclusion of steps taken to advance the women, peace and security agenda and combat GBV and SEA in the Universal Periodic Review mechanism of the UN Human Rights Council.</li> <li>- Supporting UN entities, such as UN Women to advance the implementation of UNSCR 1325.</li> <li>- Participating in the European Union Taskforce on UNSCR 1325.</li> <li>- Advocating for the inclusion of gender in the EU Common Security and Defence Policy operational plans and approach to crisis management.</li> <li>- Advocating for a NATO Action Plan on UNSCR 1325.</li> <li>- Promote women’s experience and expertise in peace-building in Northern Ireland/Ireland within the international arena, including by highlighting women role models.</li> </ul>

<sup>55</sup> 1325 Dutch NAP Partnership, *The Netherlands National Action Plan on Women, Peace and Security (2016-2019)*. P.6.

<sup>56</sup> Ibid p.42-45.

<sup>57</sup> Ibid p.27-29.

<sup>58</sup> Government of Ireland (2015), *Ireland’s Second National Action Plan on Women, Peace and Security (2015-2018)*. P.10-20.



## h) Indicators

Country National Action Plan	Score	Justification
Denmark National Action Plan (2014-2019)	2	In the third Danish NAP (2014-2019), there is no reference to the global indicators which were developed in 2009 to track and monitor the implementation of UN Security Council Resolution 1325 across the four pillars: Prevention, Participation, Protection and Relief and Recovery. The third Danish NAP does list a series of indicators intended to measure the successful implementation of activities carried out by the Ministry of Foreign Affairs, the Danish National Police and the Ministry of Defence. However, there is no reference made to who will monitor the implementation of these activities and track progress against indicators.
Swedish National Nation Plan (2016-2020)	1	In the third Swedish NAP (2016-2020), there is no reference to the global indicators which were developed in 2009 to track and monitor the implementation of UN Security Council Resolution 1325 across the four pillars: Prevention, Participation, Protection and Relief and Recovery. It is said that a matrix for the implementation and follow up of the action plan will be created by the Swedish Ministry of Foreign Affairs and other implementing government agencies, which will enable relevant "result-orientated annual reporting". <sup>59</sup>
Norwegian National Action Plan (2019-2022)	3	In the fourth Norwegian NAP (2019-2022), there is no reference to the global indicators which were developed in 2009 to track and monitor the implementation of UN Security Council Resolution 1325 across the four pillars: Prevention, Participation, Protection and Relief and Recovery. Still, the NAP does include a results framework, which sets out indicators to monitor and track success against the planned Impact, Outcome and Output Level results. It is said that the indicators will also be supplemented by an evaluation of the implementation of the action plan, which will have clearer qualitative focus and capture important learning.
Finnish National Action Plan (2018-2021)	3	In the third Finnish NAP (2018-2021), there is no reference to the global indicators which were developed in 2009 to track and monitor the implementation of UN Security Council Resolution 1325 across the four pillars: Prevention, Participation, Protection and Relief and Recovery. There is, however, a section dedicated to Monitoring and Evaluation, in which it states that the implementation of the National Action Plan will be systematically monitored by a group led by the Ministry of Foreign Affairs, which includes representatives from different ministries and their agencies, civil society organisations and the research community. Implementation will be monitored in accordance with the outcomes and outputs set out in the National Action Plan and separately agreed indicators, none of which are listed in the NAP itself. The Ministry of Foreign Affairs will prepare an annual report to Parliament on implementation of the NAP. It is said that a matrix for the implementation and follow up of the

<sup>59</sup> Government Offices of Sweden (2016) *Sweden's National Action Plan for the Implementation of the UN Security Council's Resolutions on Women, Peace and Security 2016-2020*. P.25.

		action plan will be created by the Finnish Ministry of Foreign Affairs and other implementing government agencies, which will enable relevant “result-orientated annual reporting”. <sup>60</sup>
Icelandic National Action Plan (2018-2022)	3	<p>In the fourth Icelandic NAP (2018-2022), there is no reference to the global indicators which were developed in 2009 to track and monitor the implementation of UN Security Council Resolution 1325 across the four pillars: Prevention, Participation, Protection and Relief and Recovery.<sup>61</sup> That being said, the fourth Icelandic NAP does include a results framework, with outputs, activities, performance indicators, targets and responsible parties which correspond to each of its four pillars which span 1) Training and advocacy, 2) Participation, 3) Prevention, protection, relief and recovery and 4) Partnership and collaboration. Many of the indicators are specific, measurable, realistic, timebound and achievable.</p> <p>The Steering Group 1325 will be responsible for calling for materials from parties responsible for individual activities and for compiling a progress report on the implementation of the National Action Plan which will be published on the website of the Ministry of Foreign Affairs each year. The Steering Group will also be tasked with coordinating a mid-term review of the Action Plan by an external party, which will assess whether the objectives and time-limits of outputs and activities still apply and whether amendments are necessary.</p>
Dutch National Action Plan (2016-2019)	2	In the third Dutch NAP (2016-2019), there is no reference to the global indicators which were developed in 2009 to track and monitor the implementation of UN Security Council Resolution 1325 across the four pillars: Prevention, Participation, Protection and Relief and Recovery or indeed to any other indicators which might be used to measure the achievement of results. Passing reference is made to plans to develop a monitoring and evaluation system based on specific, measurable, attainable, realistic and timely indicators. It is said this will include a record of the “the number of meetings conducted in the Netherlands and focus countries; the exchange of information; the number of joint training courses conducted by the signatories; the number of organisations involved in developing the proposals, and their contribution to implementing final projects.” <sup>62</sup>
Irish National Action Plan (2015-2018)	3	<p>In the second Irish NAP (2015-2018), there is no reference to the global indicators which were developed in 2009 to track and monitor the implementation of UN Security Council Resolution 1325 across the four pillars: Prevention, Participation, Protection and Relief and Recovery.</p> <p>In the methodology section, there is a specific section which explains the rationale behind the formation and inclusion of indicators in the NAP:</p>

<sup>60</sup> Ministry of Foreign Affairs for Finland (2018), *Women, Peace and Security: Finland’s National Action Plan (2018-2021)*. P.25

<sup>62</sup> 1325 Dutch NAP Partnership, *The Netherlands National Action Plan on Women, Peace and Security (2016-2019)*. P.47.

		<p><i>“It is important that indicators are specific and measurable but it is also important they focus on information that is meaningful and relevant. Furthermore, it is important that baselines are established to track progress. Indicators are both quantitative (numerical) and qualitative (categorical) and measure progress against both output (activities) and outcome (the impact of those activities).”<sup>63</sup></i></p> <p>A Monitoring Framework is set out in the NAP, which covers each of the four strategic pillars, the commitments that have been made, the actions that need to be taken, the parties responsible for taking such actions, and indicators to monitor and track progress.</p>
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**i) Earmarked Funding**

Country National Action Plan	Score	Justification
Denmark National Action Plan (2014-2019)	0	The third Danish NAP (2014-2019) does not include an allocated or estimated budget for its overall implementation, or the implementation of specific activities. There is no reference to a fundraising strategy to ensure sufficient resources are available to implement the commitments set out in the NAP.
Swedish National Action Plan (2016-2020)	1	The third Swedish NAP (2016-2020) does have a section dedicated to Financing, but no reference is made to an allocated or estimated budget for the NAPs overall implementation or specific activities. It is said that activities carried out in focus countries will be financed through Sweden’s international development cooperation budget. <sup>64</sup>
Norwegian National Action Plan (2019-2022)	4	The fourth Norwegian NAP (2019-2022) has a chapter on implementation with a section on funding where reference is made to how “dedicated funding is provided at the same time as endeavours are made to integrate women, peace and security in all our efforts and via several budget lines. <sup>65</sup> The NAP notes continued plans to allocate NOK 25 million annually for civil society support for women’s participation in peace and reconciliation, and also outlines plans to earmark NOK 50 million for ‘the women’s allocation’ for WPS annually.
Finnish National Action Plan (2018-2021)	1	The third Finnish NAP (2018-2021) does not include an allocated or estimated budget earmarked for NAP implementation, at either the overall NAP level, or for specific WPS activities. Instead it states that “the responsible parties in central government mentioned in the National Action Plan undertake to implement the Action Plan for their own part and to regularly follow up on

<sup>63</sup> Government of Ireland (2015), *Ireland’s Second National Action Plan on Women, Peace and Security (2015-2018)*. P.7.

<sup>64</sup> Government Offices of Sweden (2016) *Sweden’s National Action Plan for the Implementation of the UN Security Council’s Resolutions on Women, Peace and Security 2016-2020*. P.24.

<sup>65</sup> The Norwegian Government 2019, *The Norwegian Government’s Action Plan on Women, Peace and Security 2019-2022*. P.59.

		it, as well as to reserve adequate resources and funding for the purpose.” It also said that “central government must provide financial support for civil society organisations’ 1325 work.” <sup>66</sup>
Icelandic National Action Plan (2018-2022)	1	In the fourth Icelandic NAP (2018-2022) there is one passing reference to how “funding of the implementation of the Action Plan falls primarily on the Defence Directorate and the Directorate for International Development Cooperation of the Ministry for Foreign Affairs”. <sup>67</sup> Otherwise, the NAP does not make any reference to a budget earmarked for NAP implementation, at either the overall NAP level, or for specific WPS activities.
Dutch National Action Plan (2016-2019)	4	In the third Dutch NAP (2016-2019), it notes that the Ministry of Foreign Affairs allocated a budget of €4 million a year for the period of the second NAP (2012-2015) to support projects implemented by consortia in NAP focus countries. It also noted, however, that the evaluation of the second NAP found that country consortia focused on “activities and the division of funds, and far less on strategic cooperation”. <sup>68</sup> The third NAP notes that an annual budget will also be allocated for the third NAP although no specific amount is specified. <sup>69</sup> Nevertheless, the Netherlands is recognised as one of few countries with committed NAP funding, with €15 million allocated for the third NAP period in May 2016. <sup>70</sup>
Irish National Action Plan (2015-2018)	1	In the second Irish NAP (2015-2018) in the Monitoring Framework, passing reference is made to the need to “allocate a dedicated budget to NAP related activities in the areas of monitoring and data collection”. <sup>71</sup>

<sup>66</sup> Ministry of Foreign Affairs for Finland (2018), *Women, Peace and Security: Finland’s National Action Plan (2018-2021)*. P.61.

<sup>67</sup> Icelandic Ministry of Foreign Affairs (2018) *Iceland’s National Plan on Women, Peace and Security (2018-2022)*. P.8.

<sup>68</sup> 1325 Dutch NAP Partnership, *The Netherlands National Action Plan on Women, Peace and Security (2016-2019)*, p.18-19. See also IOB Evaluation, *Gender, Peace and Security: Evaluation of the Netherlands and UN Security Council resolution 1325 (2015)*.

<sup>69</sup> Ibid p.42

<sup>70</sup> Order of the Minister for Foreign Trade and Development Cooperation of 3 May 2016, no. MINBUZA-2016.242245, laying down administrative rules and a ceiling for grants awarded under the Ministry of Foreign Affairs Grant-Regulations 2006 (Women, Peace and Security 2016-2019).

<sup>71</sup> Government of Ireland (2015), *Ireland’s Second National Action Plan on Women, Peace and Security (2015-2018)*, p 21.

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**Social Development Direct**

T: +44 (0) 203 948 1985

E: [info@sddirect.org.uk](mailto:info@sddirect.org.uk)

Office 6.10 Tintagel House,  
92 Albert Embankment, London, SE1 7TY, UK

[www.sddirect.org.uk](http://www.sddirect.org.uk)

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